



## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b> May 2, 2022		<b>Subject:</b> Frog Pond East and South Master Plan	
		<b>Staff Member:</b> Daniel Pauly, Planning Manager	
		<b>Department:</b> Community Development, Planning Division	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> 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	
		<b>Comments:</b> The alternatives and recommendations have been reviewed by and received positive support from the Planning Commission during work sessions	
<b>Staff Recommendation:</b> Provide input regarding the neighborhood commercial center and key concepts to base land use and urban design alternatives on for Frog Pond East and South.			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities: Expand home ownership	<input checked="" type="checkbox"/> Adopted Master Plan(s): Frog Pond Area Plan	<input type="checkbox"/> Not Applicable	

### ISSUE BEFORE COUNCIL:

Provide feedback and input on components of the master planning for Frog Pond East and South, specifically regarding a neighborhood commercial center and key concepts to base on land use and urban design alternatives.

## **EXECUTIVE SUMMARY:**

Following designation of the subject land as an urban reserve in 2010, the City adopted the Frog Pond Area Plan in 2015 to set the stage for additional planning and eventual development to meet identified local housing needs. Besides the urban reserve area, the Frog Pond Area Plan also established a vision for growth for undeveloped land already within the City's Urban Growth Boundary (UGB) now known as Frog Pond West. In 2017, a Master Plan and implementing zoning code was adopted for Frog Pond West. The Master Plan provided the necessary regulatory framework for the residential neighborhood currently under development north of Boeckman Road and west of Stafford Road.

In 2018, Metro expanded the UGB to include the subject land. As part of the Metro Ordinance adopting the UGB expansion, Metro required Wilsonville to complete master planning to make the area development ready, from a regulatory standpoint, by December 2022. Similar to past master planning efforts, such as Villebois and Frog Pond West, this master planning effort will identify the types and locations of the homes, other land uses, parks, open spaces, streets, trails and neighborhood amenities to be built over the next 10-20 years. To support implementation of the plan, the process also identifies water, sewer, stormwater, and transportation infrastructure needs and funding sources.

The City Council held their first work session on the master plan in October focusing on overall project scope and the outreach plan. A second work session in January asked for initial feedback on the needs and opportunities for affordable housing and housing variety. A third work session in March continued the topic of housing needs for more detailed feedback and direction as well as briefly introduced the neighborhood commercial evaluation. This fourth work session will further discuss the neighborhood commercial center as well as discuss recommended design concepts for development of land use and urban design alternatives, including incorporation of concepts from the previous housing discussion.

Following public outreach, during the next couple of months, to gather input on different alternatives, the project team will bring recommended land use and urban design alternative(s) to the Planning Commission in June and subsequently to City Council in July. The recommended land use and urban design alternative will then be the basis of infrastructure and public realm planning to occur over the summer, and other master planning work during the fall.

### ***Neighborhood Commercial***

The Frog Pond Area Plan presented the idea of a neighborhood commercial center in Frog Pond East. Part of the scope of the Frog Pond East and South Master Plan is to further evaluate a neighborhood commercial center. Building on the initial information presented at the last work session, the evaluation includes: an overview of information from the Frog Pond Area Plan, input from stakeholders, retail market trends, demographic data that would be relevant for retail in Frog Pond, a retail market analysis, discussion of potential types of retail, site location considerations, and case studies and precedents (Attachment 1). The memo concludes with a recommended development program of "hybrid main street" approach with up to 44,000 square feet of flexible retail/office space on up to 4 acres of land. During their April 13 meeting, the

Planning Commission supported this recommendation. The Planning Commission expressed how the proposed location allowed for the necessary high visibility for retail while helping create a desirable gathering space.

**Neighborhood Commercial Discussion Questions:**

1. Based on the analysis and Planning Commission feedback does the City Council support the recommended development program described on pages 25-26 of Attachment 1?
2. What additional feedback does the City Council have on the recommended development program?

***Recommended Design Concepts for Master Plan Alternatives***

Over the next couple of months the project team will be gathering public input on a number of options and ideas to help decision makers arrive at a preferred alternative for the land use and urban design patterns in Frog Pond East and South. There are a number of base assumption design concepts the project team plans on reflecting in each alternative. In this work session the project team seeks the City Council's feedback on the base assumption design concepts below, and further described in Attachment 2. The project team has based the base assumption design concepts on input received to date, both during the 2015 Frog Pond Area Plan process and the East and South Master Plan process; data and information gathered to date, and professional practices in the field of land use planning and urban design. During their April 13 work session, the Planning Commission expressed unanimous support for the design concepts. Additional considerations expressed by the Planning Commission are keeping the Grange building as close to the current location as possible if it needs to be moved for road construction and being mindful of potential health concerns from the high-voltage power lines.

Housing Variety Throughout: All alternatives will include an approach to creating a wide variety of housing types in the East and South Neighborhoods. This concept focuses on mixing and integrating different housing types throughout each subdistrict and block rather than having separate areas for separate housing types. This includes single-family, middle housing, and multi-family. For all housing types there remains a focus on removing barriers to ownership, especially for lower-cost home ownership consistent with City Council's Goal.

Affordable Housing Integration: At least one alternative will include affordable housing fully consistent with affordable housing "targets" described by ECONorthwest and guided by the Planning Commission and City Council during previous work sessions. Other alternatives may include various types and amounts of affordable housing, considering the housing forms described in the Affordable Housing Analysis previously reviewed by City Council.

Transect of Densities: The Area Plan shows densities transitioning from higher densities nearer to Stafford Road and the neighborhood commercial to lower densities to the east and south. This concept will continue to be shown in the alternatives, however, in the context of middle housing rules and the design concept of variety, it will be more of an urban design concept than an actual numerical density transect. For example, different densities may be determined by typical height of buildings and length of building frontage.

Neighborhood Commercial Center: Alternatives will show a neighborhood commercial center based on Leland Consulting Group's recommendation and Planning Commission and City Council feedback regarding location and style of development (i.e. main street style versus corner cluster).

Street Connectivity: Key street connectivity from the Area Plan will be shown in the alternatives, including a connection from Frog Pond Lane to 60<sup>th</sup> Avenue and Brisband Street to 63<sup>rd</sup> Avenue, though orientations will vary (i.e. curvilinear vs straight with sharper turns).

Bike and Pedestrian Connectivity: The framework concepts for pedestrian and bicycle connectivity from the Area Plan will be in the alternatives, including off-street trails.

Natural Areas: The roles of natural areas as preservation of nature, amenities for residents, focal points for urban design, and barriers to connectivity will be incorporated in the alternatives.

Preservation of Important Trees: Trees have been inventoried to identify important trees for priority in preservation. Preservation of these important trees will be incorporated into alternative designs.

Active Parks: Meridian Creek Middle School has existing sports fields and the City owns land south of Advance Road between 60<sup>th</sup> and 63<sup>rd</sup> Avenue for a future park. An additional neighborhood park space is assumed in Frog Pond East. These parks are important amenities in considering alternatives for adjacent land uses and urban design.

BPA Easement Corridor: The BPA powerline easement corridor is a major feature of Frog Pond East. Interaction with the easement corridor, from both an urban design perspective and use perspective is important. In addition to including a major trail connection through the corridor, consideration will be given to providing views into the corridor between towers and placing uses near the corridor that could benefit from parking areas or other amenities placed in the corridor.

Civic Amenity Focused on Historic Grange: The Area Plan shows preservation of the historic grange as a civic amenity. Street improvements may require moving the grange building, but the plan is to preserve it even if moved. This concept will be carried forward through the alternatives.

Use of Subdistricts: A geography called a subdistrict will be a tool used for neighborhood planning. Each subdistrict, while having a variety of housing types, is expected to have a cohesive look and feel centered on a gathering spot or focal point.

The subdistrict concept for Frog Pond East and South builds off concepts used in Frog Pond West and Villebois planning. In Frog Pond West, subdistricts are used to identify the different residential lot sizes and are primarily used for zoning implementation rather than urban design. Villebois used a system of sub-geographies called Specific Area Plans (SAPs). While also used for zoning implementation like Frog Pond West subdistricts, Villebois SAPs had an important urban

design and housing variety aspect. They were centered on walkable distances focused around gathering spaces and included a variety of housing types in each. With an urban design focus and planned housing variety, the subdistricts for Frog Pond East and South will be more similar to Villebois SAPs than Frog Pond West subdistricts. However, the size of each subdistrict will generally be smaller than Villebois SAPs, similar to the size of Frog Pond West subdistricts. There is not a fixed size of subdistricts. Rather, subdistrict size can vary and is determined based on the context and placemaking opportunities.

The project team has set example boundaries for the subdistricts as shown on page 16 of Attachment 2. Considerations used to draft the boundaries include items that influence the sequence of development and connectivity: property ownership and lot lines, natural features like riparian corridors, existing and planned collector and arterial streets, existing destination buildings like the Grange and Meridian Creek Middle School, walkable distance and power line easements.

**Design Concepts Discussion Questions:**

1. Does the City Council support the base assumption design concepts recommended by the project team, and supported by the Planning Commission, for integration into land use and urban design alternatives?
  - Housing Variety Throughout
  - Affordable Housing Integration
  - Transect of Densities
  - Neighborhood Commercial Center
  - Street Connectivity
  - Bicycle and Pedestrian Connectivity
  - Natural Areas
  - Preservation of Important Trees
  - Active Parks and Open Space
  - BPA Easement Corridor
  - Civic Amenity Focused on Historic Grange
  - Use of Subdistricts
  
2. Are there other considerations the project team should use to help determine subdistrict boundaries?

**EXPECTED RESULTS:**

Feedback and input on components of the master planning for Frog Pond East and South, specifically regarding a neighborhood commercial center and key concepts to base on land use and urban design alternatives.

**TIMELINE:**

This is the fourth in a series of work sessions for the City Council. The next work session is planned for June. Most components of the project must be adopted by December 2022.

**CURRENT YEAR BUDGET IMPACTS:**

The main consultant contract is for \$350,000 funded through a Metro grant. Work began during FY 20/21. Unused portions have been rolled over and the City anticipates spending \$154,000 by the end of FY 21/22. The remaining \$196,000 is planned to be budgeted during FY 22/23 to conclude the project. Staff is in the process of incorporating an additional \$162,000 in State grants into the contract and work program for additional affordable housing analysis and work related to infrastructure funding and SDCs. Staff, with City Council’s support, submitted the grant requests to further enhance the depth of the affordable housing and infrastructure project components.

**COMMUNITY INVOLVEMENT PROCESS:**

The project has a community engagement plan which lays out a robust public engagement program that will include meaningful and impactful involvement of people who identify with historically marginalized communities. In addition, City staff continues work with consultants and the DEI committee to establish a framework for broad community involvement.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

Furthering of the City’s Equitable Housing Strategic Plan and Council’s goal of affordable home ownership, while creating Wilsonville next great neighborhoods.

**ALTERNATIVES:**

The City Council may provide a range of alternatives for the project team to consider. The alternatives being presented are those recommended by the project team and supported by the Planning Commission.

**CITY MANAGER COMMENT:**

N/A

**ATTACHMENTS:**

1. Frog Pond East and South Neighborhood Commercial Area Evaluation Draft (March 28, 2022)
2. Frog Pond East and South Recommended Community Design Concepts (dated April 1, 2022)