



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: December 18, 2023		Subject: Frog Pond East and South Development Code	
		Staff Member: Daniel Pauly, 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 checked="" type="checkbox"/> Not Applicable Comments: N/A	
Staff Recommendation: Provide input on draft Development Code amendments for Frog Pond East and South Implementation.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities: Expand home ownership	<input checked="" type="checkbox"/> Adopted Master Plan(s): Frog Pond East and South Master Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COUNCIL:

An important next step in realizing the vision of the Frog Pond East and South Master Plan adopted in December 2022 is to write implementing Development Code amendments. This effort has been ongoing since early 2023. This work session will follow up on Council’s work session on December 4, specifically focused on how the different standards work together.

EXECUTIVE SUMMARY:

The Frog Pond East and South Master Plan, adopted by City Council in December 2022, provides clear policy direction and guidance for future development in Frog Pond East and South. However, an important implementation step is to develop a detailed set of Development Code standards consistent with the Master Plan. These standards will be relied on by developers to plan and design development. These standards will also be relied on by City reviewers to ensure development meets City expectations.

This work session will seek further City Council input on specific topics related to development standards that will control the size of buildings and their location on each lot or parcel. The discussion will focus on how these standards relate to each other and work in practice. The specific topics to discuss further in this work session include: not having a minimum lot size; building width; and floor-to-area ratio (FAR).

No Minimum Lot Size

All of Wilsonville's existing residential zones have a minimum lot size. Minimum lot size often corresponds to maximum density or establishes the default maximum density. Staff suggest dropping minimum lot size requirements to both simplify the standards as well as add flexibility for smaller and lower-cost, for-sale homes. Standards including building width, setbacks, and FAR (see below) will be sufficient to guide the size and location of buildings without lot size standards. If lot size standards were included, staff has concerns about lot size requirements overlapping and causing conflict with the other standards relating both to building size and location, but also housing variety.

Briefly, how standards would likely function with and without a minimum lot size is as follows. With a minimum lot size developers must design a home or find a home design that efficiently fits the setbacks and allowances with the established lot size. The lot size and width are a major driver of home design. Without minimum lot size the lot size is instead driven by home design with the setbacks added around the home footprint to determine the lot size. Home design is driven by building code and market standards and preference such as garage width, hall width, and bathroom and kitchen size.

In addition, Wilsonville allows "Middle Housing Land Divisions" pursuant a new State law passed in 2019. This provision in the City's code allow lots with middle housing to be further divided for the purpose of land sale, creating child lots or "quasi-lots" that, to a typical purchaser, are much like a typical lot, but smaller. For example, if a minimum lot size is 5,000 square feet, a developer can, under law, build two units on the property and then use the Middle Housing Land Division process to create two 2,500 square foot child lots or "quasi-lots", to sell separately. These child or "quasi-lots" have more restrictions than a traditional lot. One noteworthy restriction is they would not allow an accessory dwelling unit (ADU). The Middle Housing Land Division process is being actively used in Frog Pond West to create multiple units on the lot with "quasi-lots" sold separately. Not having a minimum lot size would remove the incentive the use the "Middle Housing Land Division" provisions to create these small quasi-lots. Rather, the smaller homes

would be traditional independent lots, which in turn give more flexibility to the homeowner to add an ADU or take other actions in the future. Middle Housing Land Divisions would be subsequently focused on creating ownership opportunities for what is more thought of as middle housing, like cottage clusters.

Lastly, minimum lot size has often been the subject of waiver requests and approvals over the years. This is primarily because the minimum lot sizes caused conflict with other “land consuming standards” like density and open spaces requirements. Removing the lot size would limit the need for this type of waiver to resolve conflicts and reduce time, cost, and uncertainty for housing applications.

Maximum Building Widths

A proposed standard for Frog Pond East and South not found in other residential zones is maximum building width. Staff recommends adding this standard to help establish a clear differentiation, in terms of look and feel, between the different Urban Form Types. As can be found in Attachment 2, the project team reviewed precedents of different housing types throughout the City as a starting point with the objective of establishing reasonable standards that allow the housing types typical for the different Urban Form types and create the desired meaningful differentiation between the Urban Form Types. Based on the precedents (Attachment 2), the standards may be something like the following:

Urban Form Type 1 - No maximum (precedent- block length townhouse, condo, or apartment building similar to that in the Villebois Village Center)

Urban Form Type 2 - Maximum of 120 feet (precedent - 7-unit townhouse building)

Urban Form Type 3 - Maximum of 90 feet (precedent – 5-unit townhouse building)

Floor-to-Area Ratio

Floor-to-Area Ratio (FAR) has been used for years in planning and urban design to regulate the bulk of buildings. However, to date it has not been used in Wilsonville. FAR is directly related to both lot coverage (the percent of a given lot that the building footprint can cover) and building height to create an allowed volume or bulk of a building. Wilsonville’s other residential zones use lot coverage for similar regulation as the allowed and typical building height are fairly constant. Under State rules the City must allow three story buildings in all of Frog Pond East and South, including in Urban Form 3 where a three-story height is not consistent with most precedent buildings, such as those examined in Attachment 2. FAR allows the City to better encourage a height typical of the precedents. The encouragement occurs because developers will typically choose to maximize the allowed lot coverage before going higher. In other words, in order to build a three-story building in Urban Form Type 3, a developer would have to leave a substantial portion of the site unbuilt. This is unlikely with the high cost of land. Using FAR thus helps encourage the desired differentiation between Urban Form Types, as follows:

- Urban Form Type 1 – FAR of 3, allows 75% lot coverage at four stories, however most buildings will likely be two to three stories with a lot coverage of about 65%.
- Urban Form Type 2 – FAR of 1.8, allows 60% lot coverage at three stories, which likely provides a number of three-story townhouse and similarly scaled apartment buildings as well as detached homes, which will likely be primarily two-story.
- Urban Form Type 3 – FAR of 0.9, allows 45% lot coverage at two stories, and likely result in only one and two-story buildings. An example of the maximum would be a 4,800 square foot two-story house on a 6,000 square foot lot.

Discussion Questions

The following would be helpful feedback from the City Council at this work session:

- What additional questions or concerns does City Council have about the proposed package of development standards in Frog Pond East and South?

EXPECTED RESULTS:

Feedback from the meeting will guide completion of a package of Development Code amendments for adoption in the coming months.

TIMELINE:

Following additional work sessions, a public hearing on the Code amendments are expected late in the first quarter of 2024.

CURRENT YEAR BUDGET IMPACTS:

The Development Code implementation work is funded by remaining funds from the \$350,000 Metro grant for the Frog Pond East and South Master Plan and matching City funds in the form of staff time.

COMMUNITY INVOLVEMENT PROCESS:

During this implementation phase the primary focus is on honoring past input. However, the project team continues to engage key stakeholders for input on draft Development Code amendments.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Realization of the policy objectives set out in the Frog Pond East and South Master Plan to create Wilsonville's next great neighborhoods. This includes furthering of the City's Equitable Housing Strategic Plan and Council's goal of affordable home ownership.

ALTERNATIVES:

The project team is preparing draft amendments to help implement the Frog Pond East and South Master Plan. A number of alternative amendments can be considered to meet the same intent.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Frog Pond East and South Master Plan Map excerpts, Urban Form Type descriptions and map
2. Precedent residential structures in Wilsonville for establishment of new standards