



## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b> May 6, 2024		<b>Subject:</b> Frog Pond East and South Master Plan Development Code	
		<b>Staff Member:</b> Daniel Pauly, Planning Manager	
		<b>Department:</b> Community Development	
<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 checked="" type="checkbox"/> Not Applicable <b>Comments:</b> The Planning Commission held a number of work sessions starting in January 2023. The Commission’s input and guidance are reflected in the draft Development Code amendments.	
<b>Staff Recommendation:</b> Provide requested input on draft Development Code amendments for Frog Pond East and South Implementation.			
<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 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 Development Code standards consistent with the Master Plan. This effort has been ongoing since early 2023. This work session will continue the conversation from the City Council work session on April 15 concerning narrow side yards. In addition, staff will share information about the draft variety standards recommended by the Council and Planning Commission, and how they compare to Villebois and other new urban areas in the region.

**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. 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 the community’s expectations.

**Side Yards**

During the April 15 work session, City Staff received direction to bring forward proposed language regarding narrow side yards at a future work session. As stated in the previous work session, these narrow-fenced areas will occur due to setbacks and a desire to screen and secure areas. A couple of citywide code provisions can limit the concerns articulated by Council. First, as reflected in the proposed language below, the City can require that whenever a side yard area less than five-feet wide is enclosed by fencing, a gate or gates will allow through access to a rear yard or alley. The notion is that through-access will increase usability, and if there is use, there is a greater tendency to maintain to allow for the use. Second, as written below, the City can add specific language to the nuisance language in Chapter 6 of the City Code to state side yards are to be kept clear of vegetation, rubbish, junk, and other materials that would prevent the required through-access. Together this language can, with minimal additional regulation, meaningfully address the concerns about use and maintenance of side yards.

Proposed language for Subsection 4.113 (.07) *Fences in Residential Areas*

- E. When fences create an enclosed side yard area five feet or less in width, gates or other openings shall be provided creating a through connection to either a rear yard or alley.

Proposed Language for New Section 6.221

6.221. Maintenance of Side Yards in Residential Areas

- (1) In addition to nuisances applicable generally to vegetation, junk, and rubbish in residential areas in Section 6.208, 6.210, 6.216 and 6.220, side yards in residential areas shall be kept clear of vegetation, rubbish, junk, and any other material that would prevent the pedestrian passage through the side yard to a rear yard or alley, where such passage is required or otherwise enabled by lack of fencing or provision of gates.

## Housing Variety

In addition to the discussion about side yard usability and maintenance, in this work session Staff will share some additional information about the proposed housing variety standards for Frog Pond East and South, including providing a comparison to Villebois and other new urban areas.

A key component of the Frog Pond East and South regulatory approach is housing variety, as reflected in the adopted Master Plan. As a refresher, this policy choice came from community input, the Planning Commission, and City Council in an effort to have a wide variety of housing types, including affordable options, integrated throughout the Master Plan area. Key housing variety concepts from the Master Plan guiding the draft Code amendments include:

- Setting a maximum amount of any one type of housing unit.
- Setting minimums for certain target unit types consistent with the Affordable Housing Analysis completed as part of the Master Plan. These “target” units include:
  - Middle housing,
  - Small units, and
  - Mobility-ready units that can accommodate individuals with limited mobility.
- Establishing the minimums and maximums at smaller geographies (subdistricts and tax lots) to encourage variety of units throughout the Master Plan area.

While the draft Development Code breaks out the housing unit and variety requirements by subdistrict and tax lot in a table, known as “Table 6B”, Planning Commission requested a summation of these requirements to better understand the total housing production numbers for the Master Plan area. Staff wanted to share with Council as well to aid in understanding the intent and expected outcome of the proposed regulations.

As a reminder, the target unit type (middle housing, small units, and mobility-ready units) minimums are not based on a percentage of the minimum total number of units, but a percentage of an assumed middle of the road scenario (125% of minimum total number of units). This projection is based on the preferred development scenario in the Master Plan and what developers are more likely to propose for development. Minimum density (total number of units) establishes the floor for housing production in an area and development typically exceeds these minimum densities. So, to achieve the Council’s desired share of target unit types, the percentages need to be applied to projected development rather than the minimum development threshold.

Based on prior work sessions with the City Council and Planning Commission, the desired percentages for target unit types are as follows: middle housing minimum of 20%, small housing unit minimum of 5%, and mobility-ready units minimum of 10% (subject to change based on additional feedback). In the table below, these minimums are presented as the minimum number of housing units (rather than percentages) for each of those target unit types based on the middle of the road scenario (125% of minimum total number of units). A column is added in the table to

the right of the minimum total number of housing units required column to show the numbers used for calculating the target minimums (125% of total minimum). Note, that the target unit type numbers were calculated based on individual subdistricts and tax lots, so due to rounding for each of these smaller geographies the numbers do not calculate as a perfect percentage of the summed numbers for East, South, and the total Master Plan area. Also, the 125 mixed use housing units on the Brisband Main Street in East are included in the total, but not used for calculating the minimum of the target unit types.

Table summing housing unit requirements for East, South, and the total Master Plan area.

Area	Minimum Total Number of Units (from Table 6B)	Assumed Total Units for Calculating Target Unit Minimums (125% of Minimum Total)	Minimum Number of Middle Housing Units (from Table 6B)	Minimum Number of Small Units (from Table 6B)	Minimum Number of Mobility-Ready Units (from Table 6B)
East	918	1116 (991 excluding 125 mixed-use units)	201	54	102
South	407	509	112	37	58
Total	1325	1625 (1500 excluding 125 mixed use units)	313	91	160

*How do the proposed variety standards for target unit types compare to the rest of Wilsonville and Villebois?*

Based on Planning Commission requests, Staff took a detailed look at how the proposed variety standards for Frog Pond East and South compare to Villebois. Of 2,593 built or approved units in Villebois 1,538 (59%) are detached single-family homes, 524 (20%) are townhomes (which meet the middle housing definition), and 531 (20%) are apartments, condos, and similar. This multi-family number includes some ADU-sized units over garages and a smaller three-unit condo building that would meet the definition of a triplex (middle housing). The overall variety proposed in Frog Pond East and South is consistent, both in terms of amount of single-family detached and middle housing, with what has been built in Villebois. Of note, just over 20% of the units in Villebois are middle housing, particularly townhouses, consistent with the proposed 20% requirement in Frog Pond East and South. Also, interestingly 59% of units in Villebois are detached homes, which roughly aligns with the proposal that not more than 60% of land be used for the development of a single housing type (anticipated to be single-family detached units).

Staff also did try to approximate the number of Villebois units that would meet the mobility-ready definition, though the data is not as complete as for middle housing and single-family. Mobility-ready units, including elevator-served apartments and condos as well as ground floor

apartments, total 421 units, or approximately 16% of total Villebois units. This does not include any primary suite-on-main homes, which do exist in Villebois. Frog Pond East and South does not require and will not likely have as many multi-family units, so the percentage of elevator-served, mobility-ready apartment units would not likely be as high.

Like mobility-ready units, the data on unit size is limited. However, it is estimated that a combination of multi-family units and smaller townhouses exceeds 5% of the Villebois units.

*How do the proposed variety standards for target unit types compare to neighboring suburban growth areas?*

Staff also looked at how the proposed variety standards align with adopted or proposed standards in other areas in the region recently added to the urban growth boundary (UGB). This includes Cooper Mountain North in Beaverton and Witch Hazel Village South in Hillsboro, added to the UGB in 2018 at the same time as Frog Pond East and South, as well as River Terrace 2.0 in Tigard, added to the UGB in 2023. The location of these recent UGB additions can be seen in Attachment 1. While each jurisdiction has taken its own unique approach, the main concepts of housing variety are consistent with the Frog Pond East and South Master Plan and draft Development Code:

- All plans assume a mix of housing types, including middle housing consistent with House Bill 2001.
- All plans speak about avoiding housing type separation and having block to block variety as well as design standards allowing a variety of housing types to be integrated cohesively.
- Cooper Mountain's proposed code includes a requirement that a minimum percentage of units not be single-detached homes. Of note, the Cooper Mountain proposal does not include multi-family, so this 30% proposal is middle housing.
- Cooper Mountain's proposed code also requires two or three different types of non single-family detached homes based on development size, similar to Wilsonville's number of housing types requirement.
- River Terrace 2.0 discusses feathering out, similar to the transect created by the different Urban Form Types in Frog Pond East and South. Different block-level urban forms are discussed in relation to the transect or feathering out.

### **Discussion Questions**

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

- What, if any, additional feedback does the City Council have on standards for narrow side yards?
- How does the additional information regarding Villebois and other jurisdictions impact your input on the draft variety standards, is there increased confidence or additional modifications to propose?

**EXPECTED RESULTS:**

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

**TIMELINE:**

After final work sessions in May and June, Planning Commission and City Council public hearings will be held in July and August.

**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 the City’s Equitable Housing Strategic Plan and Council’s goal of affordable home ownership.

**ALTERNATIVES:**

The project team prepared 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.

**ATTACHMENT:**

1. Map showing location of referenced recent UGB additions (April 3, 2024)