



PLANNING COMMISSION

WEDNESDAY, APRIL 10, 2024

WORK SESSION

2. Frog Pond East and South Implementation-Development Code (Pauly) (60 minutes)



PLANNING COMMISSION MEETING STAFF REPORT

Meeting Date: April 10, 2024		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 checked="" type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable	
		Comments:	
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 COMISSION

This work session will (1) provide information to answer a number of Commissioner questions raised in recent work sessions and (2) update the Planning Commission on a number of recent refinements to the proposed Development Code amendments.

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 City expectations.

At this work session, staff will provide information to answer a number of Commissioner questions raised in recent work sessions and update the Planning Commission on a number of recent refinements to the proposed Development Code amendments.

Additional Information in Response to Questions

In addition to reviewing recent refinements to the draft Development Code amendments, staff wants to use time in this work session to respond to recent questions from the Commission related to housing variety, affordability, and number of units. Information is provided below in response to various questions in helping the Commission make final decisions on the draft Development Code.

What is the maximum number of developable units in Frog Pond East and South?

This question arose because of no maximum density or minimum lot size as an independent defined values. The maximum is determined by the variety, siting, and design standards. Staff calculates the conceptual maximum number of units using the proposed variety, siting, and design standards, assuming 60% multi-family, 35% townhouse, and 5% single-family as 2,976 units (24.8 units per acre). This mix reflects variety standards regarding the maximum of a single unit type, minimum middle housing and having at least three units in most development. This compares to the 1,800 (15 units per acre) assumed for infrastructure planning, 1,625 (13.5 units per acre) (125% of minimum) assumed for target unit type minimum calculations, and the 1,325 (11 units per acre) minimum. In comparison, Villebois is 13.2 units per acre. Based on all conversations to date with developers and property owners, the probability that the build out would be anywhere near the conceptual maximum is extremely low.

What is the total amount of different target unit types proposed overall in Frog Pond East and South?

The table below sums the numbers from draft Table 6B, Minimum Number of Units, including housing variety requirements into the total from Frog Pond East, Frog Pond South, and overall for East and South. In the draft code these are broken up by tax lot and subdistrict. 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). The middle housing minimum is 20% of the middle of the road scenario, small units 5%, and mobility-ready 10% (subject to change based on feedback in this work session). A column is added in the table

to right of the minimum total column that shows 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 don't calculate as a perfect percentage of the summed numbers for East, South, and the total Master Plan area. Also, the 125 mixed use 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 requirements in draft Table 6B 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 Minimum (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 does the proposed variety standard requirement for middle housing compare to the rest of Wilsonville and Villebois?

The mix of middle housing is about 10% of the overall housing stock in the City. However, the City overall is not a great comparison as middle housing was not widely considered or purposeful during the development of much of the City. Looking at Villebois, which is a newer master-planned area of the City that did consider the inclusion of middle housing and housing variety makes for a good comparison. 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 as well as a smaller three-unit condo building that would meet the definition of a triplex. The overall variety proposed in Frog Pond East and South is fairly consistent, both in terms of amount of single-family detached and middle housing, with what has been built in Villebois. Of particular note is just over 20% of the units 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.

How does the proposed mobility-ready unit requirement compare to the rest of Wilsonville and Villebois?

As numbers are refined as part of the annual housing report work, Staff aims to bring forward additional information on units by size and accessibility throughout the City. However, these were not ready for this work session as the City has not been tracking these metrics.

Staff did make an effort to approximate the amount of Villebois units that would meet the mobility-ready definition. 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 master-on-main homes, which do exist in Villebois. While Frog Pond East and South does not require and will not likely have as high of a number of multi-family units, this provides one comparison for the proposed amount of required mobility-ready units.

What additional data is available to guide determining the percentage of mobility-friendly units to require?

Staff discussion with other jurisdictions researching similar questions pointed to relying on data around the percent of the population “with an ambulatory difficulty.” Nationwide the number, depending on the source, varies between 7 percent and 13 percent. According to the American Community Survey, Wilsonville’s percentage is 5.8 percent with a margin of error of 1.3 percent. Applying the maximum margin of error puts it at 7.1 percent, which is similar to the proposed 7.5 percent for mobility-ready units.

A previous discussion point with Planning Commission was the understanding that mobility-ready units are not always matched to those that need them. Considering a good portion of mobility-ready units may be occupied by residents without mobility limitations, increasing the requirement to 10% could create a higher likelihood that a unit would be available to the residents that do have mobility limitations. As stated in the Villebois example above, either of these standards are well exceeded in that neighborhood. However, most of that is met by elevator-served stacked apartments or condos and ground floor apartments, which are not likely to be as prevalent in Frog Pond East and South.

In considering whether to set the threshold for defining “small-unit” at 1200 or 1500 square feet, what is the price differential at those different sizes?

While additional details about costs of different unit types, especially smaller units, can be shared in the future, staff was able to do research through Zillow.com on newer townhouses and detached homes in the 1,000 to 1,250 square-foot range versus 1,250 to 1,500 square-foot range in suburban Washington and Clackamas County. In both cases, most the data reviewed was for units, respectively, near 1,200 and 1,500 square feet. Based on the data reviewed, the price difference between a 1,200 and 1,500 square foot unit is about 5%. This would mean \$400,000 versus \$420,000 of a townhouses, and \$500,000 versus \$525,000 for a detached home.

How do the proposed housing variety requirements compare to other jurisdictions?

The best comparison is other suburban areas in Metro Portland added to the urban growth boundary (UGB) in recent years. 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 2. 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 requirements 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 type 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.

Updates to Proposed Development Code Amendments

The updates being discussed in this work session relate to siting and design standards for Frog Pond East and South found in Subsection 4.127 (.08). Attachment 1 is an updated Table 8B, along with related footnotes, which establish the standards for building bulk and separation between buildings for areas of Frog Pond East and South besides the mixed-use main street. In the Attachment, proposed updates are highlighted in yellow. Specific updates are as follows:

- Adding language regarding the required lot size in Frog Pond East and South where previously the standard was simply left out. This refinement reflects input from the Planning Commission that there is still a minimum lot size, it is just defined by building and lot standards rather than having an independent defined value.
- Refining the maximum height to allow four-story buildings in Urban Form Type 1, and three-story buildings in Urban Form Types 2 and 3. In addition, increased maximum height (in feet) allows flexibility for taller stories. A new footnote clarifies that while three-story buildings are allowed in Urban Form Type 3, they have an additional required setback to better blend with what is planned as primarily a one and two-story area. This refinement reflects request for flexibility for different architectural styles from a development partner.
- Slightly increasing the allowed building width for Urban Form Types 2 and 3 to allow additional flexibility for building design. The increase is, respectively, from 120 to 125 feet, and from 90 to 100 feet. This refinement reflects request for flexibility from a

development partner and further evaluation of different conceptual developments by Staff.

- Per developer input, adding the ability to use additional building articulation in lieu of minimum building width in Urban Form Type 2. Building width between articulations would still be limited to 125 feet with the articulation being allowed instead of building separation. This provision is primarily anticipated to apply to multi-family buildings, but could be used for townhouse buildings as well.
- Establishing five feet as the minimum side yard setback in all Urban Form Types, with special provisions for reduced side yard setbacks relative to building width in Urban Form Types 1 and 2. This refinement is based additional evaluation by City staff and trying to simplify the standard as well as feedback from a development partner.
- Removing any special fence or side yard maintenance requirements for small areas. This based is based on discussion with staff, a development partner, and a member of City Council that had a concern.
- Establishing 80 percent as the maximum lot coverage for Frog Pond East and South, across housing type and Urban Form Type, rather than using Floor-to-Area Ratio (FAR). 80 percent mirrors the allowance for multi-family and townhouses in the Village Zone (Villebois) and is similar to the 75% allowance for small to medium lot single-family detached homes in most of Wilsonville’s residential zones, including the recently updated PDR zones. This refinement is based on input from Planning Commission, City Council, a development partner, and further evaluation by Staff.

Discussion Questions:

- What feedback does the Planning Commission have on the refined development standards in Attachment 1?
- How does the additional information impact your input on the draft variety standards, is there increased confidence or additional modifications to propose?
- Specifically, does the Planning Commission support 7.5 percent, 10 percent, or something else as the basis for the amount of required mobility-ready units?

EXPECTED RESULTS:

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

TIMELINE:

This is planned as the penultimate work session on the Development Code amendments to implement the Frog Pond East and South Master Plan. A final work session is planned for May, which will pull together all previously discussed revisions into one packet for the Commission’s final review. A Planning Commission public hearing is subsequently planned for June, with a Council public hearing in July.

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.

ATTACHMENTS:

1. Updated Table 8B of the proposed Development Code Amendments and related footnotes (April 3, 2024)
2. Map showing location of different recent UGB additions referenced (April 3, 2024)

Attachment 1 Updated Table 8B and Footnotes Frog Pond East and South Work Session April 10, 2024

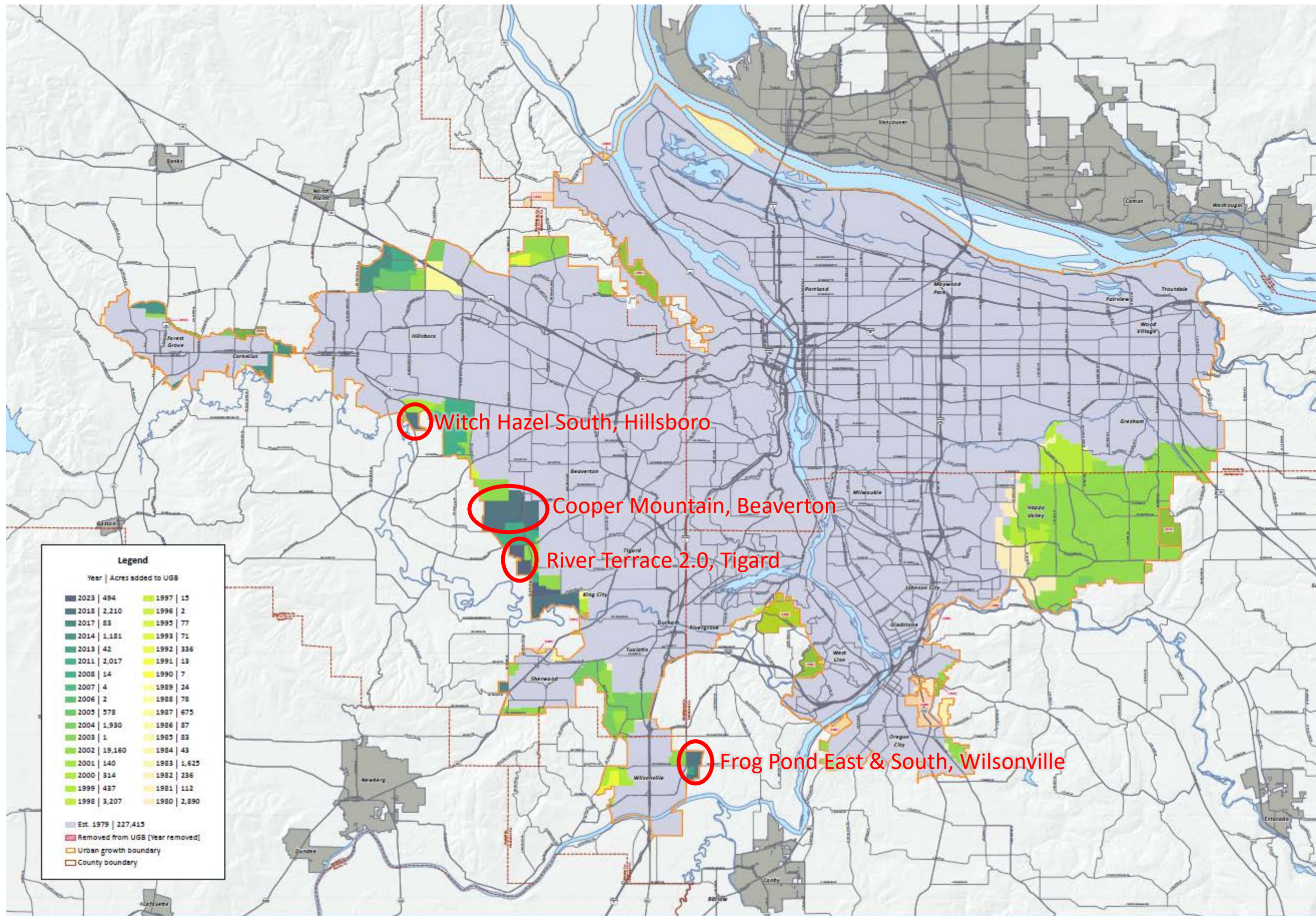
Table 8B. Frog Pond East and South Neighborhoods Development Standards										
<u>Land Use Map Urban Form Type Designation</u>	<u>Lot size requirements</u>	<u>Min. lot width/ street frontage per lot (ft.)</u>	<u>Max height (ft.)</u>	<u>Front Setbacks</u>	<u>Maximum Building Width Facing Street, or park when front of lot faces a park (ft)</u>	<u>Rear Min. (ft.)</u>	<u>Garages (note)</u>	<u>Side Min. (ft.)^{A B}</u>	<u>Min. distance Between multiple Buildings on same lot along street frontages and public viewsheds</u>	<u>Max. Lot Coverage (percent)^{C D}</u>
<u>Urban Form Type 1</u>	<u>Lots sized to accommodate at least a one-unit residential building meeting building code requirements and the other development standards in this subsection.</u>	<u>10</u>	<u>50-4 story</u>	<u>See Table 8C.</u>	<u>None^K</u>	<u>10</u>	<u>GE</u>	<u>5^F</u>	<u>Double the min. side yard setback that would be required for the larger of the two building on its own lot</u>	<u>80</u>
<u>Urban Form Type 2</u>		<u>15</u>	<u>40, 3-story^H</u>		<u>125 except that buildings over 100 feet cannot occupy entire block face.^{G I}</u>	<u>10</u>		<u>5^F</u>		
<u>Urban Form Type 3</u>		<u>15</u>			<u>100^I</u>	<u>15^I</u>		<u>5</u>		

Notes:

- A. On corner lots, minimum side setbacks facing the street are the same as minimum front setback. Maximum setbacks equivalent to front maximums also apply. See Table 8C.
- B. Side setbacks do not apply to shared walls at property lines between townhouse units
- C. Cottage clusters and ADUs are exempt from maximum lot coverage standards.
- D. For townhouses maximum lot coverage is calculated for the combined lots on which a single townhouse building sits rather than for each townhouse lot.
- E. Setbacks for residential garages are as follows:
1. Front (street loaded): minimum 20 feet.
 2. Alley loaded with exterior driveway: minimum 18 feet or as necessary to create a 18 foot deep parking space not including alley curb.
 3. Alley loaded without exterior driveway: minimum 3 feet and maximum 5 feet.
- F. For Urban Form Type 1 and 2, side setbacks may be reduced as follows: (1) down to 3.5 feet for residential structures less than 70 feet wide (2) down to five percent of the building width at the front building line for buildings greater than 70 feet and less than 100 feet wide.

Attachment 1 Updated Table 8B and Footnotes Frog Pond East and South Work Session April 10, 2024

- G. For Urban Form Type 2, in lieu of meeting the maximum building width, an applicant may elect to articulate the facade and roof in a manner to create architectural separation of building masses. Such articulation shall include a minimum 2-foot setback of the wall from the primary facade as well as interruption of the roof plane. The setback articulation shall, at a minimum, be equal in width to the building separation required. The depth, width of articulation is not adjustable or subject to waiver or administrative relief under local or state law as it is an optional compliance method in lieu of meeting the standard maximum building width and separation standards. For the purpose of applying other articulation standards in Section 4.113, the portions of a building on either side of the articulation in lieu of building separation shall be considered separate buildings.**
- H. In Urban Form Type 3, buildings greater than either two-stories or twenty-five feet in height shall have a minimum front setback of 20 feet.**
- I. The minimum rear setback for a cottage cluster and Accessory Dwelling Unit (ADU) is 10 feet.**
- K. Except as limited to meet connectivity and block length standards.**



Urban growth boundary expansion history

Attachment 2 Map showing location of different recent UGB additions referenced Frog Pond East and South Work Session April 10, 2024



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View source data on [Metro's Open Data Portal](#)

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