

FROG POND EAST & SOUTH MASTER PLAN



A VISION AND IMPLEMENTATION PLAN FOR TWO NEW
NEIGHBORHOODS IN EAST WILSONVILLE



ADOPTED BY WILSONVILLE CITY COUNCIL
ORDINANCE NO. 870

DECEMBER 19 2022



COMMUNITY DESIGN CONCEPTS

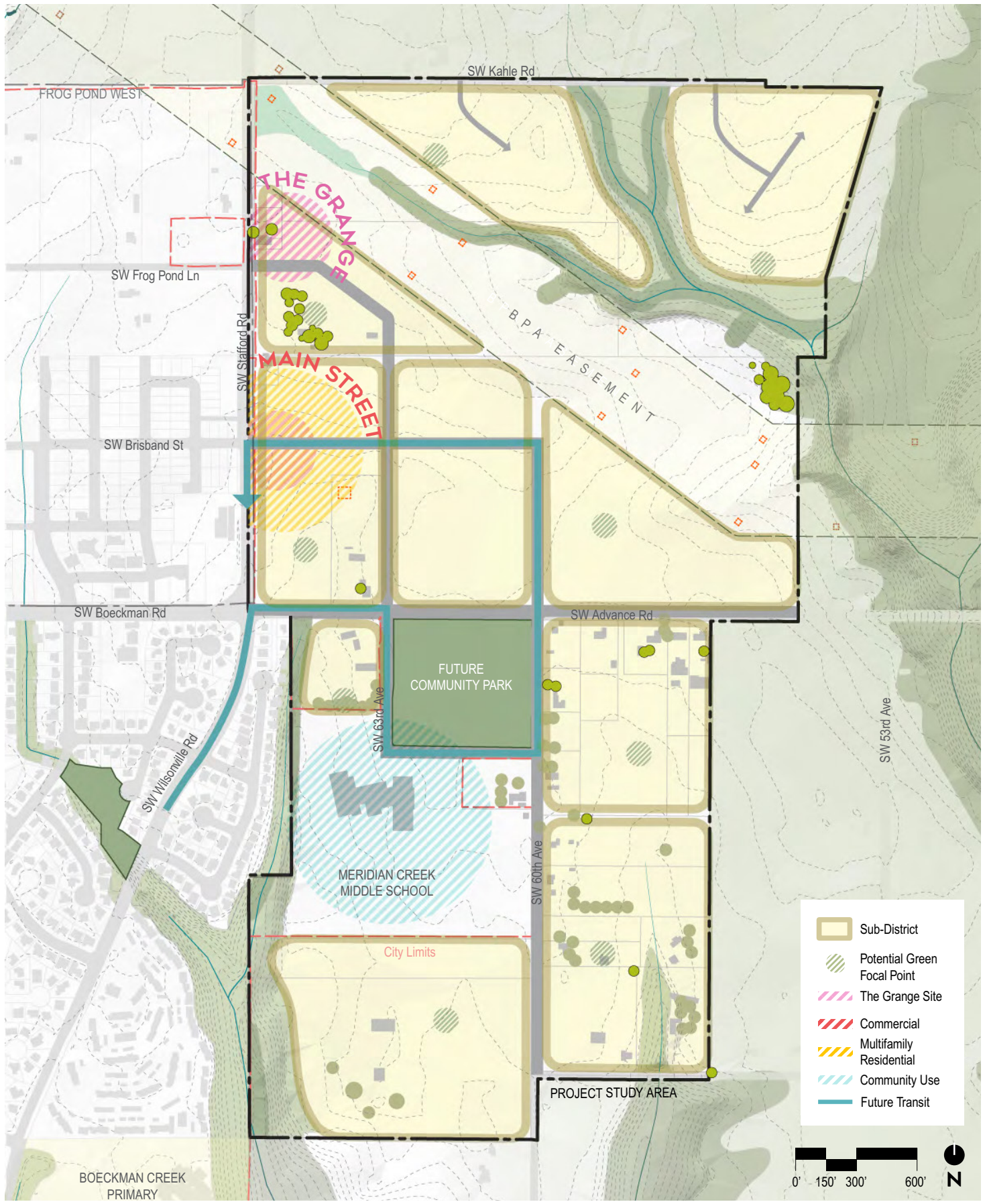
SUBDISTRICTS

Figure 14 shows the concept of “subdistricts” within Frog Pond East and South. The subdistricts are intended as “neighborhoods within neighborhoods” – areas with cohesive building form, public realm features, and other characteristics that give them identity. There are ten subdistricts planned for Frog Pond East and South. Each will have a “green focal point” that is central in the subdistrict and/or aligned with a key feature such as a tree grove. The focal points, together with the neighborhood destinations, will provide many community gathering places in Frog Pond East and South.



Figure 14. Diagram of Conceptual Subdistricts

Frog Pond East and South Work Session April 3, 2023, Attachment 1





COMMUNITY DESIGN CONCEPTS

IMPLEMENTING THE DESIGN CONCEPTS

The design concepts discussed above are the foundation of the Master Plan's intent to create a strong sense of place and identity in Frog Pond East and South. The Master Plan's Land Use and Urban Form Plan is shown on Figure 15. The following section summarizes how the Master Plan's key features and intended outcomes implement the design concepts. Additional descriptions are provided in the Land Use and Public Realm chapters of this report.

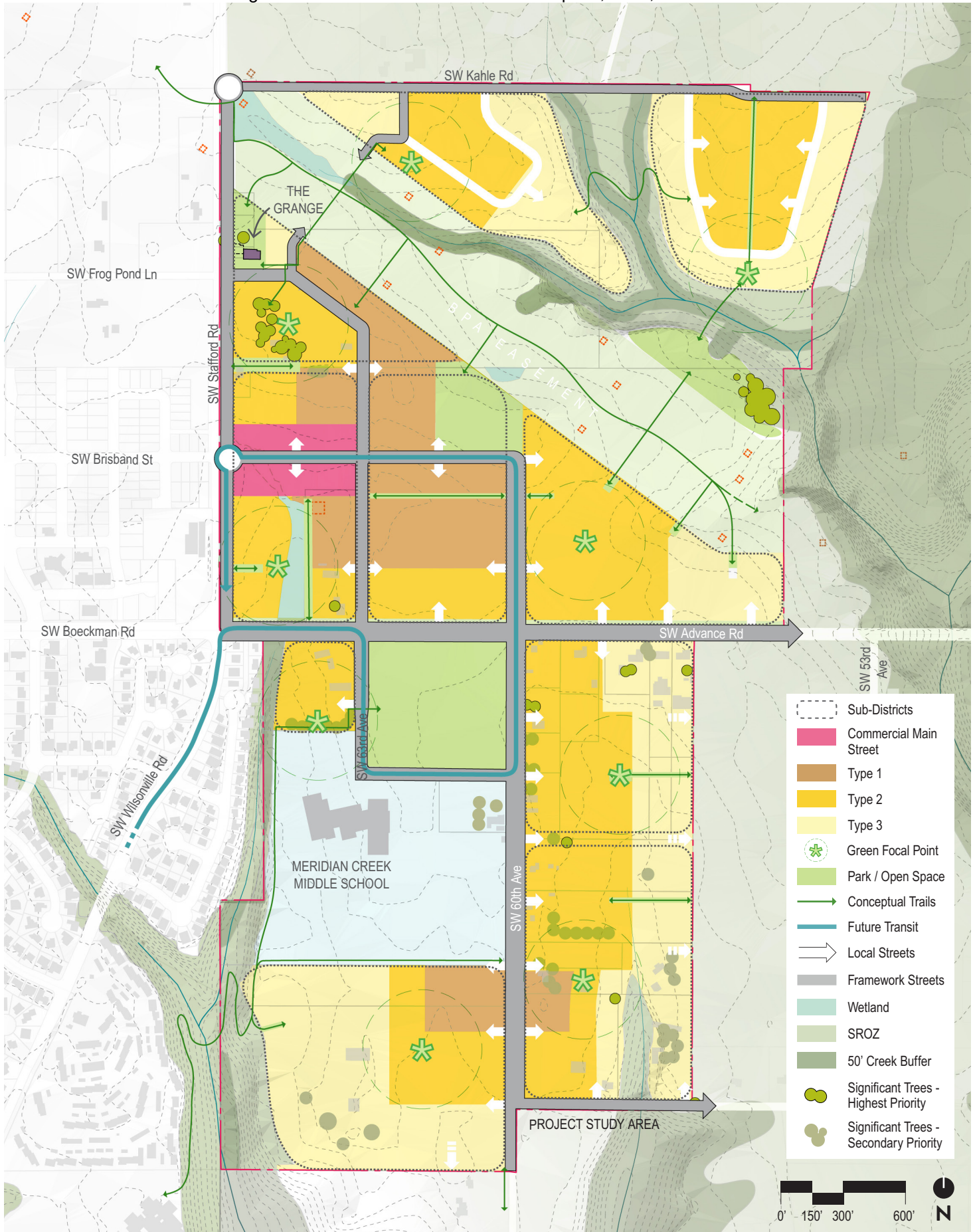
NEIGHBORHOOD DESTINATIONS WITHIN FROG POND EAST AND SOUTH

- Park/gathering space at the Frog Pond Grange
- A Future Frog Pond East Neighborhood Park
- The SW Brisband Main Street as a neighborhood-scale commercial and mixed-use center
- The Frog Pond South Community Park
- Meridian Creek Middle School
- "Green focal points" within each subdistrict
- Meridian Creek and Newland Creek natural areas
- Significant tree groves



Figure 15. Land Use and Urban Form Plan

Frog Pond East and South Work Session April 3, 2023, Attachment 1





COMMUNITY DESIGN CONCEPTS

FORM BASED DESIGN AND TRANSECT

- More compact housing is in “Type 1” urban form areas (see Chapter 6 for more description of the urban form types)
- Adjacent areas are less compact and result in a transect or transition to even less compact housing form
- The East Neighborhood has its Type 1 housing in the central area adjacent to the Brisband Main Street, future Frog Pond East Neighborhood Park and BPA Easement
- The South Neighborhood has a small node of Type 1 housing located south of the Meridian Middle School property.
- In both neighborhoods, Type 2 and 3 housing form “feathers out” from the Type 1 areas.

A WIDE VARIETY OF HOUSING CHOICES

- Opportunities for a wide spectrum of housing choices: townhomes, quadplexes, tri-plexes, duplexes, cottage clusters, cottage developments, small-lot detached homes, medium and larger lot detached homes, accessory dwelling units, apartments/condos, tiny homes and co-housing
- Requirements for a mix of housing choices in each subdistrict
- Housing capacity for an estimated minimum of 1587 dwellings (See Chapter 6 for housing and land use metrics)





LAND USE

RESIDENTIAL LAND USE AND URBAN FORM

KEY OUTCOMES

The Land Use and Urban Form Plan includes residential areas intended to create three key outcomes:

- **A variety of housing choices** throughout the East and South Neighborhoods
- **Opportunities for affordable housing choices** integrated into the neighborhoods
- A planned **“transect”** of housing form in order to create a cohesive neighborhood that maximizes the amenities available to residents while creating an urban form sensitive to the local context.

VARIETY THROUGHOUT

The Master Plan creates opportunities for a wide variety of housing choices in each neighborhood and subdistrict. This concept focuses on mixing and integrating different housing choices throughout each subdistrict and block rather than having separate areas for separate types of housing units.

The plan defines and maps three types of urban form for housing – Types 1, 2, and 3 – that define the look and feel of the different subdistricts within the neighborhoods. The focus of this typology is urban form: the bulk, height and spacing of buildings. Each urban form type allows for a full array of housing choices.

For example, a detached home may exist in any of the urban form types, but for Type 1 it would have a smaller footprint and, be closer to adjoining homes, and for Type 3 it would have a larger footprint and be farther apart from adjoining homes. Building height will also tend to be taller where Type 1 is designated with height trending down in areas with Type 2 and Type 3 building form. A multi-family building also may exist in any of the urban forms, but for Type 1 the building would be taller and wider with more units per building and closer to adjoining buildings. For Type 3, a multi-family building would be shorter and smaller (similar to the size of a larger single-family home) with fewer units per building, and buildings would be further apart, likely interspersed with single-family homes.



LAND USE

TYPE 1 RESIDENTIAL URBAN FORM

Type 1 residential urban form is the most compact and urban of the three forms:

- Buildings 2-4 stories tall close to the street
- Buildings are closely spaced from each other
- Townhouse, condo/apartment buildings, and similar are not limited in width allowing larger buildings that may even occupy an entire block face
- Lot area per building for detached homes will be small with less yard space than in Type 2 and Type 3
- Townhouses, closely spaced detached homes, and multi-family buildings are expected to be common housing choices provided; cottages or similar small-unit housing is also likely to be built





LAND USE

TYPE 2 RESIDENTIAL URBAN FORM

Type 2 residential urban form is less compact than Type 1 but more compact than Type 3:

- Buildings are intended to be 2 stories, with 3 stories allowed under applicable State law for certain housing categories
 - Moderate setbacks from the street
 - Building separation is generally 10 feet,
 - Building width is moderately limited, to maintain a building bulk consistent among multi-family, middle housing, and single-family detached housing choices
- Detached home lot size is approximately double that of Type 1 allowing for larger home footprints and larger yards than Type 1
 - Small to medium sized single-family detached homes and townhouses are expected to be common housing choices, with duplexes, triplexes, quadplexes, cottage clusters, and smaller multi-family buildings also likely to be built.





LAND USE

TYPE 3 RESIDENTIAL URBAN FORM

Type 3 is the least compact residential urban form, characteristics include:

- Buildings primarily 1-2 stories in height, with 3 stories allowed for certain housing categories consistent with applicable State law
 - Buildings are set back from the street
 - Width of buildings is limited to create smaller buildings, which limits the number of units in multifamily or middle housing structures
 - Building separation generally more than 10 feet
- Lot size for detached single-family homes generally 1.5 times that of Type 2 and 3 times that of Type 1, allowing for larger homes and yards
 - Medium to large single-family detached homes along with smaller townhouse and duplex buildings are expected to be common housing choices, cottage clusters would be well-suited to this Type, and triplexes, quadplexes, and small multi-family buildings may also be built





PUBLIC REALM

GREEN FOCAL POINTS

In addition to the planned Community Park in Frog Pond South and the Neighborhood Park in Frog Pond East, several “green focal points” are identified in central locations within each walkable subdistrict of the planning area. These are flexible in location and size but are intended to serve as central neighborhood destinations or gathering places that contribute to neighborhood character and identity. In addition to being centrally located, these focal points will be integrated into the neighborhood with front doors facing them, where possible, and provide clear and inviting access for public use.

Many different kinds of uses and activities are envisioned for the green focal points. Examples include community garden plots, small playgrounds or splash pads, nature play areas, pocket parks or plazas, and central green courtyards within housing developments. These smaller open spaces also provide opportunities to preserve mature and significant trees and provide visible stormwater treatment.





IMPLEMENTATION

IMPLEMENTATION MEASURE 4.1.7.D

Implementation of the Frog Pond East & South Master Plan will include the following:

- 1.** Designation and mapping of subdistricts. Subdistricts are smaller geographic areas within each neighborhood where specific regulations may be applied to implement the Master Plan.
- 2.** Clear and objective Development Code standards that:
 - a.** Set minimum number of units at the subdistrict or tax lot level.
 - b.** Establish height, setback and other development standards for the Type 1, Type 2, and Type 3 Urban Forms described and mapped in the Frog Pond East & South Master Plan.
 - c.** Require a variety of housing and include minimum and maximum amounts of specific housing types at the subdistrict or tax lot level.
 - d.** Require middle housing.
- 3.** Zoning provisions that provide an alternative path of discretionary review to provide flexibility for development while still achieving the intent of the Master Plan and Development Code.
 - a.** The alternative path will include criteria to guide flexibility from the clear and objective height, setback, and other similar development standards for buildings in specific urban design contexts.
- 4.** Define categories of housing for use in implementing housing variety standards.
- 5.** Coordination with the owners of the Frog Pond Grange to coordinate and support continued use and development of the Grange as a community destination. Any future public ownership or use of the Grange building is dependent on future funding not yet identified.
- 6.** Coordination with the Bonneville Power Administration (BPA) on land use and development within their easement in the East Neighborhood.
- 7.** A future study of design options for the creek crossings shown on the Park and Open Space plan in this Master Plan. This work will address potential structured crossings.
- 8.** The City may initiate a Main Street study to evaluate specific designs and implementation for the SW Brisband Main Street.
- 9.** Special provisions will be in place for design of both the public realm and private development along the east side of SW Stafford Road and SW Advance Road and surrounding the East Neighborhood Park.



IMPLEMENTATION

- a.** On the east side of SW Stafford Road provisions will combine blending the brick wall design used in Frog Pond West and the desire to have structures have a presence fronting SW Stafford Road with access to the protected sidewalk and bicycle path. These provisions will include:
 - i.** Requiring structures, besides those fronting the SW Brisband Main Street, to have pedestrian access and entrances facing SW Stafford Road;
 - ii.** Requiring courtyard-style brick fences matching the materials used along the edges of Frog Pond West, except being approximately half the height, with buildings setback to create usable courtyard areas;
 - iii.** Requiring three-story structures, or two-story equivalent to three story-height, along Stafford Road between SW Advance Road and the SW Brisband Main Street and for one block north of the SW Brisband Main Street. This will ensure structures have a visual presence on SW Stafford Road while not dominating the streetscape and provide a gradual design transition from the four-story structures on SW Brisband.
 - b.** SW Advance Road provisions will be added to require residential structure orientation, including main entrance, to SW Advance Road. This provision intends to ensure SW Advance is integrated into the design of the development like other collectors in the area such as SW Willow Creek Drive in Frog Pond West. The provisions also ensure homes on the north side of SW Advance across from the community park face the community park.
 - c.** Provisions will require development around the East Neighborhood Park to orient as to have an active side of the development facing the park.
- 10.** The Master Plan shows the entire area between streams just below where SW Kahle Road forks as SROZ based on existing tree canopy. According to the property owner a portion of this area may have been planted as agricultural trees and may not meet criteria to be SROZ. The City will coordinate with the property owner to further evaluate if a portion of this area is developable or if it should remain in the SROZ. If it is found to be developable, code provisions will allow it to be developed consistent with Type 3 Urban Design standards.
- 11.** Standards that ensure private yard spaces, particularly for closely spaced detached homes, are of a size and design that are usable, accessible, and practical to maintain.



IMPLEMENTATION

ZONING IMPLEMENTATION

ZONING MAP AMENDMENTS AND IMPLEMENTATION

Table 7 lists the zone districts that will implement each of the Comprehensive Plan designations identified within the planning area.

Table 7. Implementing Zoning Designations

COMPREHENSIVE PLAN DESIGNATION	IMPLEMENTING ZONE
Residential Neighborhood	Residential Neighborhood (RN)
Commercial	Planned Development Commercial (PDC)
Public	Public Facilities (PF)
All, where applicable	Significant Resource Overlay Zone (SROZ)

Zoning will be applied concurrent with the annexation and development review process for individual properties.

CODING FOR VARIETY AND PRIORITY HOUSING TYPES

Providing a variety of housing types, and particular housing types, throughout the East and South neighborhoods are important intended outcomes for the Master Plan. There are many examples of how variety and specific housing is designed and delivered in master planned communities such as Northwest Crossing in Bend and like Villebois here in Wilsonville. In those communities, a master developer defines and maps the planned housing types at a very site-specific level such as individual lots or blocks. Master planned communities can also implement specific and strategic phasing of infrastructure and housing types.

The Frog Pond East & South Master Plan aspires to have the detailed variety of a master planned community like Villebois even though it does not have the oversight of a single master developer. There is an opportunity to require and encourage housing that is a priority for the City. Examples include: home ownership opportunities for households of modest income (80-120% of AMI), middle housing units, dwellings that provide for ground floor living (full kitchen, bath and master bedroom on the main floor), and dwellings that provide for ADA³ accessibility.

The standards for Frog Pond’s housing variety will also recognize and accommodate several development realities:

3 Americans with Disabilities Act (1990).



IMPLEMENTATION

- The neighborhoods will develop incrementally. There may be several larger projects where a developer prepares a coordinated plan for relatively large areas (e.g. 20+ acres). However, there will also be many smaller developments that will occur by different developers, on varied parcel sizes, and at different points of time. The code's variety standards must work for the likely range of differently scaled projects.
- Flexibility will be needed for evolving market and housing needs over time, including to reflect the City's future Housing Needs Analyses and Housing Production Strategies..
- All standards that address housing must be clear and objective. A discretionary review path can be provided as an alternative to provide additional flexibility.

Below is a list of potential strategies for requiring variety throughout Frog Pond East and South. These show the intent of the implementing standards and are subject to refinement or change as the development code is prepared.

Strategy 1: Permit a wide variety of housing types.

Amend the RN Zone to allow the following types in Frog Pond East and South:

- Single-Family Dwelling Units⁴
- Townhouses
- Duplex, Triplex, and Quadplex
- Cluster Housing
- Multiple-Family Dwelling Units
- Cohousing
- Manufactured Dwellings⁵
- Accessory Dwelling Units

Strategy 2: Define "categories" of housing units to be used for implementing variety standards.

Each category would provide a range of housing units to choose from when meeting the variety standards. The categories will be based on the policy objectives of the Council for equitable housing opportunities. They will also include specific housing types desired by the City (e.g. accessory dwelling units). The categories will be defined as part of the development code.

4 Tiny homes are included in this use type

5 Manufactured dwellings are subject to the definitions and requirements of ORS 443.



IMPLEMENTATION

Strategy 3: Establish minimum dwelling unit requirements

Establish the minimum number of dwelling units required in each subdistrict (or on each pre-existing tax lot). The minimum number of required dwellings will help ensure the provision of attached housing forms.

Minimum number of dwelling unit requirements helps ensure variety by preventing a lower production of units than anticipated by the Master Plan. The unit count anticipated in the Master Plan assumes a variety of housing and meeting the minimum is not anticipated to be met without provision of a variety of housing.

Note: The housing capacity estimates prepared for the Master Plan could be used as the basis for the minimums.

Strategy 4: Create development standards for lots and structures that regulate built form according to the mapped Type 1, Type 2, and Type 3 urban form typologies.

This strategy uses form-based standards to create the transect of most compact urban form in Type 1 areas to least compact urban form in Type 3 areas. For each of the Urban form types, define standards for:

- Minimum lot size
- Minimum lot width/street frontage
- Maximum height setbacks for front, side, and rear yards, and garages
- Minimum building spacing
- Maximum lot coverage
- Maximum building width

Strategy 5: Establish minimum housing variety standards by subdistrict and development area.

For each subdistrict (or existing tax lots within subdistricts), define:

- The minimum number of categories required. This standard ensures variety at the subdistrict or tax lot level.
- The maximum percent of net development area for a category. This standard ensures no single category dominates a subdistrict.
- The minimum percent of net development area for categories that represent more affordable and/or accessible housing choices not traditionally provided by the private market and meeting City housing objectives..

Strategy 6: Encourage variety at the block level



IMPLEMENTATION

Housing variety on the block level prevents segregation of housing types that often subsequently segregates populations by economic status. Code provisions, likely incentives but potentially requirements, related to the percent of net area of blocks by housing category will help ensure a fine grained variety of housing type and integration of lower cost housing.

CODING FOR MAIN STREET

The Brisband Main Street received very strong support in open houses, focus groups, tabling events and surveys for the Master Plan. Community members were excited that Main Street could become a walkable and attractive destination with restaurants, shops and services.

Wilsonville has existing and future models of the type of pedestrian-oriented commercial center envisioned for the Frog Pond's Main Street. The village center in Villebois is an anchor point for that community with its well-designed public realm, higher density housing, mixed-use, and strong connections to the adjacent neighborhoods. Wilsonville's Town Center Main Street is a central element of the Town Center Plan and will include attractive streetscapes, mixed-use buildings, and three-to-four story building form.

To achieve the vision for the Brisband Main Street, the following design and development strategies for the Brisband Main Street will be implemented:

- Permit neighborhood-scale retail, services, mixed-use, multi-family residential
- Prohibit drive-through uses and facilities
- Adopt development standards such as:
 - › Shallow setbacks to bring buildings close to Main Street's sidewalks
 - › Up to 4-story building height

"The overall vision for the neighborhood commercial center is that it is a place that provides local goods and services within easy access of the local neighborhoods, has a high quality and pedestrian-oriented design, and serves as a gathering place for the community. Due to its small scale and local orientation, it will not compete with other commercial areas in Wilsonville."

— Frog Pond Area Plan



IMPLEMENTATION

- › Tall ground floors to emphasize storefront character
- › Building frontages that occupy a high percentage of the block faces along Main Street
- Adopt design standards such as:
 - › Primary entrances oriented to Brisband or its intersections
 - › Front setback areas designed for pedestrian use
 - › Parking to the sides or rears of buildings
 - › Small plazas designed as an accessible amenity
 - › Weather protection (awnings and/or canopies) along sidewalks
 - › Building articulation, fenestration, and materials that make Main Street an attractive place and contribute to the vitality of the street environment

The City may initiate a design study for Main Street to evaluate detailed public realm improvements and coordinate them with private development.

