



PLANNING COMMISSION WORK SESSION STAFF REPORT

Meeting Date: October 13, 2021		Subject: Frog Pond East and South Master Plan	
		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 requested directional input on the project			
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 Area Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE PLANNING COMMISSION:

Provide feedback on work to date on the Frog Pond East and South Master Plan project including the project scope and schedule, background memo, and outreach plan.

EXECUTIVE SUMMARY:

In 2010, Metro established a series of urban and rural reserves to guide the region's urbanization over the following 50 years. The land that is now called Frog Pond East and South was designated as an urban reserve. Subsequently, in 2015, the City adopted the Frog Pond Area Plan to set the stage for additional planning and eventual development in the urban reserve. 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. The vision established for all of Frog Pond in the Area Plan states:

“The Frog Pond Area in 2035 is a Wilsonville community with attractive and connected neighborhoods. The community's hallmarks are its walkable and active streets, variety of quality homes, and connected trails and open spaces. Frog Pond's excellent schools and parks are focal points of the community. Frog Pond is “just a short bike, walk, or bus trip” from all parts of Wilsonville – a highly valued part of the larger city.”

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. At the time master planning was not done for the remainder of the Frog Pond Area, Frog Pond East and South, as it was not yet in the UGB.

In 2018, Metro expanded the UGB to include the remainder of the Frog Pond Area. 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. In 2020 Metro awarded the City a \$350,000 grant to fund a significant portion of the master planning work. In early 2021 the City awarded a grant to a consultant team lead by Angelo Planning Group to support the City in completion of a master plan. Background work began in May and the City is now in the process of kicking off the project with the public, Planning Commission, and City Council.

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.

Parts of the master planning process will be similar to that of Frog Pond West completed in 2017. This includes the same level of sub-district analysis, building on the basic framework from the 2015 Frog Pond Area Plan, and commitment to quality design, walkable neighborhoods, and natural resource and tree preservation. In addition, the project team will build its infrastructure funding approach off the work previously done for Frog Pond West.

The Frog Pond East and South Master Plan will also be different from the Frog Pond West Master Plan in a number of notable ways. This includes looking at housing variety and distribution with (1) additional focus on housing for a wider variety of income levels and how to

encourage housing options not historically well-provided by the market and (2) less focus on mathematic density and more focus on how the built form of housing structures contribute to the look and feel of the neighborhood. Building on experience from past projects, the planned process also includes a broader and more inclusive outreach program to ensure a variety of groups, particularly those historically marginalized, have a meaningful and impactful voice in the decisions made. See Attachment 5, Community Engagement Plan. Finally, the master plan process will examine adjusting how service development charges (SDCs) and other infrastructure fees are calculated to ensure infrastructure costs are equitably carried by varying housing types.

For this first work session, the project team requests the Commission's discussion and feedback on initial background and project management documents (Attachments 1-5) as well as any additional direction regarding project focus. Questions to guide the discussion are as follows:

Feedback on project scope:

1. Any questions or concerns about the project scope and project schedule?
2. What feedback do you have on the recommended Planning Commission meeting schedule? Specifically, the project team would like the Commissions feedback on the ideas of varying work sessions between technical work sessions with the project team and listening sessions with the public in the Commission's role as the Committee for Community Involvement (CCI).
3. Are there topics missing or needing more discussion in the Background and Regulatory Research Memo?
4. What feedback does the Planning Commission have on the Outreach Plan? What other suggestions do you have to reach additional groups or better engage community members?

EXPECTED RESULTS:

Gather feedback and direction from the Planning Commission on the Frog Pond East and South Master Plan project.

TIMELINE:

This is the first in a series of work sessions for the Planning Commission. The City Council will also have a work session in October. The project must be completed by December 2022. See Attachments 2 and 3 for more timeline information.

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 \$260,000 by the end of FY 21/22. The remaining \$90,000 is planned to be budgeted during FY 22/23 to conclude the project.

COMMUNITY INVOLVEMENT PROCESS:

As outlined in Attachment 5, Community Engagement Plan, the project team plans a robust public engagement program that will include meaningful and impactful involvement of historically marginalized communities of color.

POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:

Well-designed neighborhoods with a variety of housing options for current and future Wilsonville residents.

ALTERNATIVES:

At this early point in the project, the Planning Commission may provide a range of alternatives for the project team to consider.

ATTACHMENTS:

- Attachment 1 Project Scope
- Attachment 2 Project Preliminary Schedule
- Attachment 3 Recommended Planning Commission and City Council Schedule
- Attachment 4 Background and Regulatory Research Memo
- Attachment 5 Community Engagement Plan

Scope of Work City of Wilsonville Frog Pond East and South Master Plan



Project Overview

Consultant team is responsible for assisting the City in creating the regulatory framework and essential analysis needed to develop a Master Plan for development of Advance Road Expansion Area also known as Frog Pond East and South. The project will ensure compliance with Metro’s conditions of UGB expansion, state statute and rules, including House Bill 2001 and related administrative rules regarding middle housing, as well as local goals and strategies coming from the City’s ongoing housing work, including the Equitable Housing Strategic Plan. The project aims to be at the forefront of equitable housing planning with specific outcomes benefiting historically marginalized communities of color.

Phase 1: Project Kick-off, Background, and Regulatory Research

Task 1.1: Project Kick-off, Background, and Regulatory Research

Task 1.1 will initiate the project. The consultant team will produce a memorandum summarizing background information as it relates to opportunities and constraints for the project, as well as summarizing the necessary regulatory compliance. The consultant team will review the documents listed in the RFP and provide a memorandum that briefly summarizes content that is applicable to Frog Pond, including a summary list of priority issues and what is directive to the Master Plan effort. A kick-off meeting and related kick-off deliverables are listed below.

Deliverables:

- a. Kick-off meeting
- b. Prepare project schedule
- c. Prepare templates for memo, agenda, project mapping
- d. Receive/coordinate GIS data for the project and establish official project boundary
- e. Research and prepare Task 1.1 memo

Task 1.2: Outreach Scoping and Community Engagement Plan

We recommend that Task 1.2 create the plan and initial outreach described in the RFP, but in the reverse of the order identified in the RFP. That is, we will first prepare an outline of the Outreach Plan, but then conduct the groundwork and initial outreach described for Deliverable 1.2.b as a path to completing the community engagement strategy and plan.

In addition to the overall outreach process, this task will explore and determine the Committee structure for the project. There are options: traditional Community Advisory Committee; Planning Commission as lead; hybrid model. We propose that the options be developed and vetted in Task 1.2, leading to a decision by the City Council. To determine the desired Committee option and engagement process, we suggest the following guiding principles: the voice of those who would be impacted will have meaningful input into decision making throughout the process; equity and inclusion will be integrated; and the advisory and decision making hierarchy will be clear and designed to be responsive

to community input.

For this task, we will meet with partner organizations, conduct focus groups, and create online input opportunities to introduce the project, seek advice on engagement, and ask values-based questions to inform outreach and the master plan. Following this groundwork, we will prepare the comprehensive community engagement plan as described in the RFP. As part of this task, APG will create a Public Engagement Log and post it on SharePoint. This list will be a shared document for the City and APG to keep a running log of public engagement activities—usable for interim reporting and the public engagement summaries needed for Task 3.3 deliverables.

All meetings in the scope are assumed to be virtual. If COVID-19 protocols change and the City desires in-person meetings, APG and the City will discuss and agree on scope/budget changes, if needed, prior to conducting in-person meetings.

Deliverables:

- a. Community Engagement Plan outline (an outline and preliminary strategy for the entire Frog Pond engagement process)
- b. Memo describing the plan for Initial Outreach (purpose, process, groups to engage, draft agendas, Committee structure options)
- c. Initial outreach communication materials (project fact sheet, initial content for *Let's Talk Wilsonville!*)
- d. Initial outreach meetings (see Task 1.3)
- e. Memo summarizing feedback received during the Initial Outreach process
- f. Comprehensive community engagement plan
- g. Public engagement log

Task 1.3: Phase 1 Meetings and Outreach

Assumptions, task roles and services are:

- The scopes for Phase 1, Phase 2 and Phase 2 engagement are preliminary and subject to refinement from the outcomes of Task 1.2
- Team work sessions will be used to collaborate and advance written products. APG will prepare agendas and facilitate the work sessions, working closely with the City Program Manager. This task also provides time for brief check-in's between team meetings.
- For Planning Commission (or Advisory Committee) meetings, the City will prepare the agenda, staff report, and PPT, with the support of the consulting team for content/images.
- For City Council meetings, staff will have the lead role, using content prepared as part of the scope. The APG Project Manager, or a topic task leader, will be available for each Council meeting.
- Outreach meetings will be conducted per the Engagement Plan. APG will have prepare meeting plans/agendas, co-facilitate with the City, and provide meeting materials. This scope assumes the City will manage a *Let's Talk Wilsonville!* page, prepare regular project update articles for the Boones Ferry Messenger, and post information to applicable social media platforms. The APG team, will provide Spanish translation for project materials.

Deliverables:

- a. Team work sessions (up to 5, additional to Kick-off)
- b. Planning Commission meetings (up to 2)
- c. City Council meetings (up to 2)
- d. Outreach meetings (up to 5, no community events or online surveys for this phase)

Phase 2: Land Use and Community Design

Task 2.1: Affordable Housing Analysis

The City's Equitable Housing Strategic Plan (EHSP) calls for the City to identify affordable housing targets for Frog Pond East and South, including number of units, depth of affordability, and unit size. These targets are intended to balance the need for market-rate development to fund needed infrastructure investments with the need to expand affordable housing supply and the availability of lower-cost unrestricted housing options. The affordable housing strategy for the area will also need to consider how affordable housing within the area will have access to amenities and is integrated into the fabric of the new neighborhoods. This task will build on and refine the intentions set in the EHSP, exploring potential partnerships with affordable housing developers and other measures to deliver affordable housing in the area. It will include up to two interviews or focus groups with local affordable housing providers. For efficiency, we recommend combining deliverables 2.1.1. and 2.1.2 into a single memorandum.

Deliverables

- a. Affordable housing opportunities memo including evaluation of opportunities and constraints for affordable housing in the area, consideration of strategies in Wilsonville's Equitable Housing Strategic Plan and conditions in the UGB Expansion Conditions of Approval, analysis of affordable housing needs/targets for the area, and recommended production strategies for the area

Task 2.2: Explore Encouraging ADUs

Accessory Dwelling Units (ADUs) offer an opportunity to seamlessly integrate additional, smaller units within neighborhoods while staying within traditional single family development and financing models. In the context of a greenfield development, the dynamics of ADU production are different than in developed neighborhoods where the primary driver is individual property owners modifying an existing home. For a greenfield setting, measures to encourage ADUs need to consider ways to influence homebuilders' floorplans to encourage building ADUs at time of construction and/or home designs that lend themselves to easy conversion later. Given the target density for this area, this task will also consider options for integrating ADUs into higher-density detached and single family attached housing. This task will include up to two interviews with homebuilders; analysis of readily available home sales and survey data and input from outreach to understand the interest and demand from buyers for houses with ADUs; and review of the relevant development code and other regulations specifically relevant to ADUs to identify any unintended obstacles to ADU production. It will also estimate a range of rents for ADUs within new homes in this area to understand what household income levels the ADUs would be affordable to. For efficiency, we recommend combining deliverables 2.2.1, 2.2.2, and 2.2.3 into a single memorandum.

Deliverables:

- a. ADU market and opportunities memo, including analysis of demand and potential rents, opportunities and constraints to ADU production, and recommended development code and/or regulatory refinements

Task 2.3: Residential Sub-district Planning

Note: Task 2.3 (Residential) and Task 2.4 (Neighborhood Commercial) will be prepared in tandem as an iterative design process.

Step 1: Master Plan base map. APG and Walker Macy will prepare a base map to establish a physical framework for sub-district evaluation and planning. We will review and verify/refine the buildable land inventory for East and South, overlay framework roads, identify priority natural features (e.g., tree groves), and sketch other base map features. The resultant base map will be preliminary but guiding to subsequent work. The map will be supported by a brief memo documenting how it was prepared. An arborist report will be prepared during this task. The tree inventory will identify significant trees and groves (a tree survey for the entire project area is beyond the scope of this project).

Step 2: Memorandum describing sub-district assumptions, housing mix alternatives, and plan diagrams. Step 2 will define alternatives. A memo and supporting sketches will be prepared to define and evaluate: (1) HB 2001 requirements and options for middle housing implementation (we recommend that these be vetted with DLCD); (2) annotated plan diagrams showing concepts for arrangement of housing types/densities and how they will transition within the neighborhoods, and (3) conceptual placement of the commercial center, East neighborhood park, trails, and other features. These drawings will be the broad alternatives to be discussed in the process. They will be diagrammatic, not detailed, to emphasize the big ideas and opportunities. Internally, we will prepare GIS versions of the maps so that housing capacities can be measured, reported, and discussed in the process. The budget supports preparation of up to three alternatives for this task.

Step 3: Refinement of alternatives, preferred alternative and sub-district map and table. The alternatives defined in Step 2 will be taken through review and input opportunities by the team, Planning Commission, City Council, and community—ultimately leading to a preferred alternative. The process steps will be defined as part of the public involvement plan. We anticipate that input from participants will direct the preparation of up to two refined alternatives, and ultimately to a preferred alternative recommendation from the Planning Commission. This task will prepare those refinements, remaining at sketch level. The preferred alternative will be prepared in both diagram form, and at property-specific sub-district layout. The draft sub-district map will be accompanied by a table listing minimum and maximum housing allowances.

Site studies and three visualizations. Three site studies will be defined in collaboration with City staff. We recommend that they be prepared in draft form as part of Step 2 and 3 above to help participants visualize plan alternatives. The site studies will be finalized as part of the preparation of the Master Plan report. Three visualizations (street level views) will be prepared.

Deliverables:

- a. Master plan base map and documentation memo, and arborist report
- b. Memo describing sub-district assumptions, housing mix alternatives and plan diagrams (up to

- three plan alternative diagrams)
- c. Housing capacity analysis for alternatives (GIS data and tables)
- d. Refinement of alternatives (up to two), memo describing preferred alternative
- e. Sub-district map and table for the preferred alternative
- f. Three draft site studies and three visualizations

Task 2.4: Neighborhood Commercial Area Evaluation

Background. LCG will review recent commercial market studies and other reports to inform the commercial market analysis. LCG will interview retail developers and/or brokers who are active in the area and gather input from the public through the Task 1.2 outreach plan, to understand where and how people shop, work, and access other commercial services in the area. The consultant team will attempt to determine any particular unmet community needs that could be satisfied in Frog Pond East and South.

Commercial market analysis. LCG will then analyze the commercial development market including commercial supply (the landscape of existing or planned retail, commercial, office, healthcare, and other commercial properties in the market area) and demand (the amount of spending by households, employees, and potentially visitors today and in the future within the primary market area). Where demand is greater than supply, commercial development opportunities exist, and LCG will detail these opportunities by commercial tenant type, square footage, acreage, parking demands, etc. LCG will prepare two to three concise summaries/case studies of comparable commercial centers and compare them to the subject site on the basis of surrounding population, employment, traffic counts, and other metrics that drive commercial development. The case studies will illustrate the opportunities associated with vertical mixed- use development.

Location, design, placemaking and sketches. Concurrent with the market evaluation, Walker Macy will identify an array of options for neighborhood commercial area locations, using precedent images to illustrate potential type and scale of neighborhood commercial nodes. After an initial review of market findings and options for potential locations in a work session with the City, Walker Macy will refine and recommend preferred sites for future neighborhood commercial nodes, including diagrams and conceptual illustrations for the repurposing of the Grange building. Similar to the “Ten Essentials” approach from previous Frog Pond planning, Walker Macy will also provide illustrated urban design guidelines specific to neighborhood commercial development that will encourage pedestrian-friendly, active, and attractive commercial amenities with a place-based Wilsonville identity. These guidelines will draw strongly from community input on desired neighborhood character and amenities. The options for commercial location and the urban design and placemaking guidelines will be packaged into an illustrated draft memo. After City review of the draft memo, Walker Macy will refine the memo and then produce more detailed concept illustrations of a neighborhood commercial center. Depending on location and project needs, this set of illustrations could represent a real location or could be a prototypical illustration that outlines the desired urban design and placemaking elements of neighborhood commercial areas in Frog Pond East and South.

Deliverables:

- a. Neighborhood Commercial Market Analysis including supply and demand analysis and key takeaways from broker, developer, and public input
- b. Concise neighborhood commercial development case studies

- c. Draft options for neighborhood commercial node locations
- d. Work session with City to review market findings and discuss and refine potential sites for neighborhood commercial
- e. Draft Neighborhood Commercial Center Design memo
- f. Final Neighborhood Commercial Center Design memo
- g. Conceptual illustrations of a site or prototype for a neighborhood commercial node in Frog Pond East and South

Task 2.5: Public Realm Planning

Tree Preservation Strategy Memo. Early in the process, during the Background Research phase, the project team will work with a certified arborist and City staff to gain permission to access properties in the master plan area. The consultant team will work with the City and arborist to establish criteria for significant trees in the area. After an arborist inventory, Walker Macy will produce a Tree Preservation Strategy Memo for the area that outlines the multiple benefits of preserving mature trees, describes the methodology for identifying significant trees, and provides design strategies for preserving significant trees within future development. The memo will be illustrated with a map of the area tree inventory, site photos, and precedent images. This memo and its illustrations will aid in community conversations about neighborhood character and serve as a guide during development and public realm planning.

Street and trail demonstration plan and cross sections. As a first step in the public realm planning process, APG and Walker Macy will use the existing street network and planned street connections from Frog Pond West as a basis to develop a series of conceptual options for a public street and trail network in the master plan area (the first option will serve as the base map referenced in Task 2.3). We suggest that pedestrian and bike facilities, both on- and off-street, should be studied along with the public street network in order to ensure maximum connectivity. At a collaborative work session with City staff using maps of these conceptual options, we will gather feedback on potential connections and discuss the desired characteristics of major street corridors and trail connections. The team will then refine the options into a preferred network and produce a street and trail demonstration plan. The demonstration plan will be supplemented by illustrated, 3D cross-sections of key street corridors and their dimensions and amenities, including concepts for bike facilities and off-street trails. The draft street demonstration plan will be used as a framework for planning residential sub-districts and neighborhood commercial uses and may be informed by subsequent findings from these processes. The consultant team will draw from prior experience planning for the larger Frog Pond area to ensure public realm continuity and connectivity with Frog Pond West. Community input on walkability, bike-ability, and other types of connectivity will be incorporated into recommendations for streets and trails.

Park and open space framework. Concurrent with street and trail network planning, Walker Macy and APG will identify a framework of open spaces, well-connected by trails and walkable streets, which will serve future neighborhoods in the master plan area. The initial conceptual framework of open spaces will include multiple open space types and sizes, located based on criteria including surrounding need, connection to existing and planned parks, site suitability, and natural features including tree clusters and habitat., based on Area Plan inventory information. Based on City review and robust community input on desired parks and open space amenities, Walker Macy will develop a preferred parks and open space framework map along with recommendations for amenities within each type of planned park and open space. As part of these recommendations, the team will coordinate with Oregon State Parks regarding the Meridian Landing site on the Willamette River, and identify access issues and opportunities from

Frog Pond South.

Public Street Design Elements Memo. Building on the street and trail demonstration plan and cross sections, Walker Macy will develop more detailed recommendations for a number of design elements of public streets, including street trees, public lighting, and street signage and entry monuments. The goal of these recommendations will be to create a contiguous public realm with Frog Pond West and incorporate community input on the desired look and feel of streets. The street tree plan will build on street tree planning for Frog Pond West as well as current best practices for street tree species selection and will be tailored to street types in the master plan area. The public lighting plan will be developed in consultation with a lighting specialist, and will include a map of recommended lighting types and spacing for each street type. Guidelines for street signage and entry monuments will include a map of recommended locations for special street signage, including neighborhood entry signs and street toppers, and identify any key potential locations for gateway elements to mark entry to the Frog Pond area.

Deliverables:

- a. Tree Preservation Strategy Memo
- b. Up to three conceptual diagrammatic options for future street network
- c. Draft pedestrian and bike trails framework
- d. Street and Trail Demonstration Plan
- e. Park and Open Space Framework map and recommendations memo
- f. Public Street Design Elements memo, illustrated with maps, diagrams, and photos

Task 2.6: Development Code Updates

As necessary, the project team will produce a package of recommended development code updates to implement preferred alternatives developed in Tasks 2.3 and 2.4, specifically to the Residential Neighborhood (RN) Zone to:

1. Encourage the preferred mix of middle housing;
2. Otherwise help implement the preferred housing variety identified in the sub-district planning; and
3. Enable the preferred neighborhood commercial alternative.

Deliverables:

- a. Development Code updates (V1 through V4)

Task 2.7 Phase 2 Meetings and Outreach

Roles and services will be the same as described in Task 1.3.

Deliverables:

- a. Team work sessions (up to 8)
- b. Planning Commission or Advisory Committee meetings (up to 5)
- c. City Council meetings (up to 2)
- d. Outreach meetings (up to 10, one community event and online survey)

Phase 3: Implementation Strategies and Adoption

Task 3.1: Infrastructure Plan and Funding Strategy

Task 3.1.1 Water, Sewer and Storm Water Background, Plans, and Cost Estimates

Background research. Under this task, the consultant team will perform a review of requested background information provided by the City regarding infrastructure relevant to the Frog Pond area. This information will include the Frog Pond Area Plan, and current infrastructure master plans and subsequent studies and reports prepared for relevant facilities. The consultant team will coordinate with City staff regarding status of planned, underway, and recently completed projects that will serve the Frog Pond area. The team will coordinate with City staff regarding lessons learned from infrastructure development in the Frog Pond West area currently underway and recommend opportunities for implementation into the Frog Pond East and South areas. The consultant team will prepare a memorandum summarizing key considerations from the background research. The memorandum will build upon the concepts developed for infrastructure service as described in the Frog Pond Area Plan and will include preliminary observations regarding infrastructure to serve land uses anticipated for Frog Pond East and South.

Plans and Cost Estimates. Under this task, the consultant team will assess the public water, sanitary sewer and stormwater infrastructure as laid out in the Frog Pond Area Plan in coordination with the background review performed in Task 3.1. The evaluation will be conducted for the first scenario which requires infrastructure to support 20 net dwelling units (DU) per acre. The team will provide recommendations for specific projects to be added to the City's infrastructure master plans and will prepare a Class 5 cost estimate to implement the scenario. The team will perform an assessment to estimate changes to the infrastructure plan that are needed to support the second scenario of a preferred land use mix identified in Tasks 2.3 and 2.4. The assessment will include a Class 5 cost estimate for implementation of the second scenario. A direct comparison of the different infrastructure needs under the two scenarios will be summarized, including costs broken down by cost per dwelling unit.

Deliverables:

- a. Review background information/existing plans
- b. Research/review the current status of capital improvement projects
- c. Prepare memorandum summarizing existing conditions for water, sewer, storm infrastructure
- d. Prepare map of existing water/sewer/storm infrastructure, formatted to project mapping templates, with GIS data
- e. Provide mapping in GIS layers
- f. Develop preliminary infrastructure maps for water, sanitary sewer and stormwater systems on both a local planning scale and a regional City-wide scale for the 20 net DU/acre scenario
- g. Estimate sizing and costs of water, sanitary sewer and stormwater infrastructure for the 20 net DU/acre scenario
- h. Assess changes to infrastructure plan for the alternate land use scenario, with recommended infrastructure changes and cost estimates
- i. Prepare memorandum summarizing assessments, recommended projects, and cost estimates
- j. Provide mapping in GIS layers

Task 3.1.2 Transportation Analysis, Plans, and Cost Estimates

Motor Vehicle Evaluation. Building off the prior Frog Pond planning, DKS will conduct transportation analysis of the major intersections on the east side of Wilsonville. Up to 13 study intersections are assumed that are most likely to be impacted from the future Frog Pond land use.

As part of this Task, consultant shall utilize historical weekday PM peak hour traffic counts at intersections listed above. Due to Covid19 impacts to peak hour traffic volumes, it is not recommended to collect new traffic counts at this time due to reductions in traffic volumes. The study intersections will be evaluated for each of the following scenarios:

- Existing Conditions (2021) – Based on existing geometries and baseline traffic volumes
- Future Baseline (2040) – Using volume forecasts from Wilsonville TSP and geometries associated with High Priority Projects

Using the updated land use assumptions prepared for the East and South Neighborhoods, DKS will perform future transportation analysis to evaluate the impact the proposed land use would have on the transportation system to meet Transportation Planning Rule impacts. The Frog Pond land use will be compared to the land use assumptions provided in the Metro Travel Demand model to determine potential trip impacts. DKS will prepare a trip generation summary comparing up to three potential land use scenarios. DKS will conduct traffic analysis to support TPR findings for one future 2040 land use scenario. Additional traffic volume post processing will be performed to adjust the volumes based on how the trips vary from the Metro assumptions. Future analysis will also evaluate the impact to the I-5/Elligsen Road and I-5/Wilsonville Road interchanges (ramp terminals and junctions) as well as the remaining study intersections.

The High Priority Projects proposed in the City’s TSP will be assumed as part of the 2040 baseline transportation network. Applicable City and ODOT performance criteria will be assessed for each future transportation scenario. Should the study intersections not meet performance standards or safety/operational criteria, DKS will propose mitigation/improvements to address the specific deficiency.

DKS will evaluate the street and trail layouts for the proposed concept plans to assure pedestrian and bicycle connectivity has been addressed. We will make connectivity recommendations for all modes to assure the proposed neighborhoods are connected to existing and future schools and parks.

Consultant shall provide planning level cost estimates for any transportation mitigations and/or improvements identified in the transportation analysis noted above as well as new collector and arterial street improvements.

Pedestrian and Bicycle Evaluation. DKS will also evaluate pedestrian and bicycle connectivity and will make recommended locations for enhanced pedestrian crossings, and multiuse path and bicycle/pedestrian connectivity, coordinated with the recommendations in Task 2.5.

Deliverables:

- a. Transportation Technical Memorandum summarizing the transportation findings for all modes of travel (V1, V2 and final)
- b. Street, intersection, and pathway infrastructure project list with associated planning level cost estimates

Task 3.1.3 – Park Cost Estimates

The City will prepare cost estimates for proposed public park and open space.

Task 3.1.4 - Infrastructure Funding Strategy and Explore SDC Options

LCG will lead the team’s preparation of an Infrastructure Funding Strategy, which will incorporate the high-level cost estimates described above for infrastructure projects including transportation, utilities, and parks. Consistent with the Frog Pond West strategy, these costs will be categorized into different scales (e.g., major off sites, district/framework, and local projects), subdivided into the cost of the minimum infrastructure required vs. oversizing cost, and identified if already on an existing capital facilities or improvement plan.

Consistent with the Frog Pond West funding strategy, this scope assumes that the primary new funding source generated by Frog Pond East and South will be a supplemental fee that is calculated on a per-door and per commercial square foot, basis. This supplemental fee will likely be combined with City CIP funds and potentially other funding sources. The funding strategy will identify the cost and sources of funding for each major infrastructure element, and a fee revenue schedule that shows a projection of fees to be collected over an approximately 20-year period.

Concurrently with the funding analysis and strategy development, LCG will review both the City’s current SDC policies as well as alternative methods that could be utilized in the study area that are variable and based on different sizes and types of dwelling units, an approach that can more fairly reflect the more modest infrastructure system impacts of smaller units, and therefore make smaller units more affordable. LCG will focus on up to three SDC policies adopted by other Oregon cities that meet statutory requirements, could be applicable to Wilsonville, and may advance the City’s policy goals. The team will compare the pros and cons of the City’s current approach versus the other SDC policies.

LCG and APG will prepare recommended draft SDC code and policy language for the City. This code and policy language may implement the variable SDCs linked to different sized dwelling units that provide reduced fees for development that creates lower system impacts. We recommend participation by the City Attorney’s office for this task, and that they have the lead role for drafting the final, adoption-ready SDC regulations.

LCG and APG will participate in City-led meetings with property owners and developers (including market-rate and affordable housing developers) regarding the Infrastructure Funding Strategy and SDC options.

Deliverables:

- a. Infrastructure Funding Strategy
- b. Meetings with property owners/developers (up to 4 one-on-one or group interviews)
- c. SDC Options Evaluation Memorandum and SDC code and policy language The SDC options evaluation and code language will be delivered together with the Infrastructure Funding Strategy.

Task 3.3: Adoption

Master plan document and illustration. APG will prepare a master plan document incorporating the project outcomes from the project. The document will include the main master plan document and

appendices. The document will go through two reviews with staff, and work sessions with the Planning Commission, and City Council (minimum 3 each) prior to moving forward to the hearing process for adoption. The document will follow a format and level of detail similar to the Frog Pond West Master Plan adopted by the City in 2017. The report will include a water-color illustration similar to Frog Pond West.

Hearings-ready Comprehensive Plan and Development Code updates. The project team will facilitate public feedback on the entire package of proposals prior to public hearings as defined in the outreach plan in Task 1.2.

Outreach summary memorandum and report. The project team will produce a memorandum and related reports summarizing outreach efforts for the project. The memorandum will include brief reflection on lessons learned and recommendations for ongoing community engagement on a variety of projects.

Regulatory findings. APG and the City will write regulatory findings supporting the adoption of the master plan and other related documents. APG will write findings for the statewide planning goals, the transportation planning rule and middle housing rules, Metro Urban Growth Management Functional Plan, and the conditions of Metro's 2018 UGB expansion. If an economic, social, environmental, and energy (ESEE) analysis is required for Goal 5, the City and APG will scope the extent of it and agree on the level of detail that matches budget resources prior to APG commencing the findings. The City will write findings of compliance with amendment criteria for the Wilsonville Development Code and Comprehensive Plan.

Deliverables:

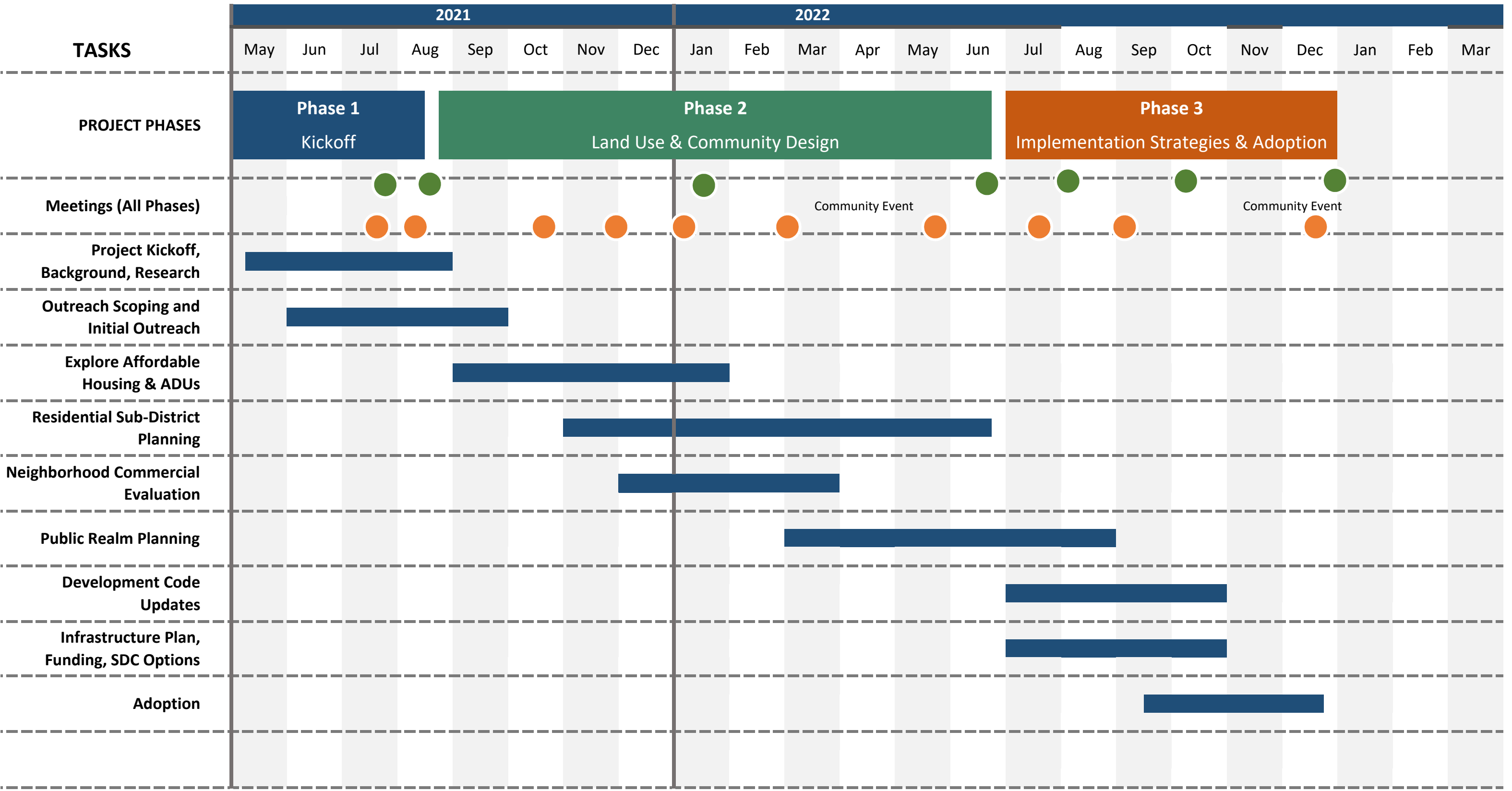
- a. Master Plan (V1, V2, final per Planning Commission guidance), and watercolor illustration.
- b. Hearings-ready Comprehensive Plan and Development Code updates (V1, V2, final per Planning Commission guidance)
- c. Outreach summary memorandum and report (V1, V2, final per Planning Commission guidance)
- d. Regulatory findings (V1, V2, final per Planning Commission guidance)

Task 3.4 Phase 3 Meetings and Outreach

Roles and services will be the same as described in Task 1.3.

Deliverables:

- a. Team work sessions (up to 6)
- b. Planning Commission meetings (3)
- c. City Council meetings (3)
- d. Outreach meetings, additional to Task 3.1.4 (up to 5, one community event and online survey)



- Planning Commission
- City Council

Recommended Planning Commission and City Council Schedule

Planning Commission Meetings

City Council Meetings

Meeting Date	Planned Topic	Meeting Date
Wednesday, October 13, 2021	Intro, overall project guidance	Monday, October 18, 2021
Wednesday, November 10, 2021		
Wednesday, December 8, 2021	Project guidance, housing affordability (update, feedback, guidance)	Thursday, January 6, 2022
Wednesday, January 12, 2022		
Wednesday, February 9, 2022	Residential Subdistrict planning (update and feedback), housing affordability (present reports), neighborhood commercial (update, feedback, guidance)	Monday, March 7, 2022
Wednesday, March 9, 2022		
Wednesday, April 13, 2022	Residential (update), neighborhood commercial (final prel. report out), public realm (feedback and guidance)	Monday, May 2, 2022
Wednesday, May 11, 2022		
Wednesday, June 8, 2022	Public realm (update, feedback), SDCs & infrastructure (intro and guidance)	Thursday, July 7, 2022
Wednesday, July 13, 2022		
Wednesday, August 10, 2022	Residential subdistricts (final prel. Report out) infrastructure plan, SDC options (update, feedback)	Thursday, September 8, 2022
Wednesday, September 14, 2022	Public realm (final prel. Report out), infrastructure plan, SDC options (update, feedback), Code and plan text review (update, feedback)	Monday, October 3, 2022
Wednesday, October 12, 2022	Full draft plan, code text review, SDC options, infrastructure (goal for final prel. report out)	Monday, November 7, 2022
Wednesday, November 9, 2022	Public Hearing	Monday, December 5, 2022
		Monday, December 19, 2022



BACKGROUND AND REGULATORY RESEARCH

TO: Dan Pauly, City of Wilsonville

FROM: Andrew Parish, Joe Dills, and Emma Porricolo, APG

CC:

DATE: September 28, 2021

Introduction

The purpose of this memorandum is to summarize background information and issues of regulatory compliance as they relate to opportunities and constraints for the Frog Pond East and South Master Plan. Per Task 1.1 of the project scope, we reviewed the following information, as available.

- (1) Residential standards currently used in Wilsonville including general standards, Old Town Single-Family Design Standards, Villebois Pattern Books and other design requirements, and Residential Neighborhood (RN) Zone design standards.*
- (2) Historic residential development patterns in Wilsonville, including in large master plans including Charbonneau, Villebois, and Frog Pond West.*
- (3) The City's Equitable Housing Strategic Plan adopted in June 2020.*
- (4) The City's Middle Housing Project including updated Development Code standards and Comprehensive Plan language and related outreach to historically marginalized communities of color. This project is underway with substantial hearings-ready documents complete in Spring 2021 and hearings anticipated in Summer/Fall 2021.*
- (5) State statute and rules related to housing, including those related to Middle Housing and SDCs.*
- (6) Metro code related to housing.*
- (7) State and regional land use regulations related to planning in new urban growth areas.*
- (8) The conditions of Metro's 2018 urban growth boundary decision applicable to the Frog Pond area and Wilsonville in general.*
- (9) Industry best practices related to residential standards including how good design can occur that does not add significant cost.*
- (10) Existing published materials, especially emerging discussions, regarding impact on residential planning and standards on historically marginalized communities of color.*



The above-listed topics span a wide range of material and a deep well of details. For this memo, we focus on key take-aways that are opportunities and constraints for the Frog Pond East and South Master Plan. Where possible, we note best planning and design practices that do not add significant costs and impacts of residential planning on historically marginalized communities of color.

We have organized the review three jurisdictional levels, and included an “Emerging Trends and Other Topics” category:

- Wilsonville Planning Context
- Regional Planning Context
- State Statutes and Administrative Rules
- Emerging Trends and Other Topics

Summary of Key Points

Major takeaways of these background materials are described below.

City of Wilsonville Regulatory Context

- The Frog Pond area is Wilsonville’s next great neighborhood, and this plan aims to build on the tradition of high-quality design and livability seen in other Wilsonville communities. The specific context of Frog Pond differs from Villebois, for example, in the number of different property owners and prevailing economic environment, but the plan will build on the City’s prior successes and lessons learned.
- The Wilsonville Middle Housing Project will include changes to the City’s development code and inform how housing is provided in the Frog Pond area.
- The policy direction in the Wilsonville Equitable Housing Strategic Plan will directly inform the Master Plan goals and public engagement process.

Regional Regulatory Context

- The conditions of approval included in Ordinance 18-1427 apply to the area, most notably the requirement for at least 1,325 new homes. The appropriateness of a Metro 2040 Growth Concept “Corridor” designation in the area will be evaluated.
- Findings of compliance with the Urban Growth Management Functional Plan will be required upon completion of the Master Plan.

State of Oregon Regulatory Context

- House Bill 2001 and its implementing statutes and rules apply to the area. Middle housing types, including duplexes, triplexes, quadplexes, townhouses, and cottage clusters must be permitted in all residential zones that permit single family detached dwellings.
- Per ORS 197.303(4) ADUs must be permitted on all lots with one single-family home. ADU development standards cannot require owner occupancy or off-street parking.

Emerging Trends and Other Topics

- The City of Wilsonville is very interested in ways that the City can achieve a greater level of affordability for housing in the Frog Pond area. Early tasks will examine these issues, including an analysis of affordable housing needs and opportunities, research into encouraging ADU’s, as well as a significant effort creating an infrastructure plan and funding strategy later in the project.



City of Wilsonville - Local Planning Context

This section summarizes opportunities and constraints for Frog Pond East and South regarding residential standards, recent planning efforts, and other relevant documents for the City of Wilsonville.

Residential Standards

Wilsonville makes extensive use of residential design standards throughout its code. There are standards that are zone-specific and others that are area-specific, summarized below.

- WDC 4.113 provides residential development standards that are applicable to all zones. Unless the text of specific zones or master plans address the topics in WDC 4.113, these standards apply. These standards address open space (a blanket requirement of 25% of the Gross Development Area), setbacks, height guidelines, parking, fences, accessory dwelling units, and other topics.
- WDC 4.124 provides standards applicable to Planned Development Residential zones, which cover much of the City.
- WDC 4.125 provides the standards used in Villebois. They reflect the high level of design quality expected for this award-winning master-planned community. Villebois' design standards are applied under the umbrella of the overall Villebois Master Plan, Villebois Pattern Book, and comprehensive Village Zone standards.
- WDC 4.138 contains the Old Town (O) Overlay Zone. These standards are intended to create a consistent architectural pattern and building orientation among a variety of use types to create a pleasing and pedestrian-friendly environment.
- WDC 4.127 contains the Residential Neighborhood (RN) Zone, which was created specifically for use in implementing the Frog Pond Master Plans. The RN Zone regulates:
 - Use and general development standards
 - Lot standards specific to portions of the Frog Pond West Neighborhood, e.g. adjacent to Boeckman and Stafford Roads, and adjacent to Willow Creek Road
 - Open space standards that recognize the public open space provided by the neighborhood parks, Boeckman Creek area, and other greenspaces.
 - Block, access, and connectivity standards that reference the Frog Pond West Street Demonstration Plan.
 - Main entrance standards
 - Garage standards
 - Residential design standards, including façade articulation, glazing requirements, a menu of design elements, housing plan variety in subdivisions, and other requirements.

Relevance for Frog Pond East & South: The Frog Pond East & South Master Plan will be implemented through the City's development code. As part of the plan's development, the project team will evaluate whether portions of the WDC need to be amended or new sections are needed to achieve the vision for Frog Pond East and South.



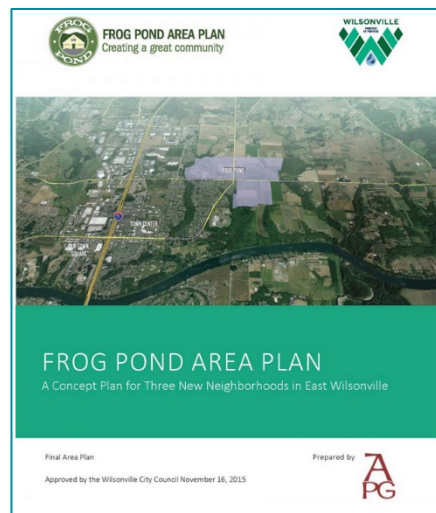
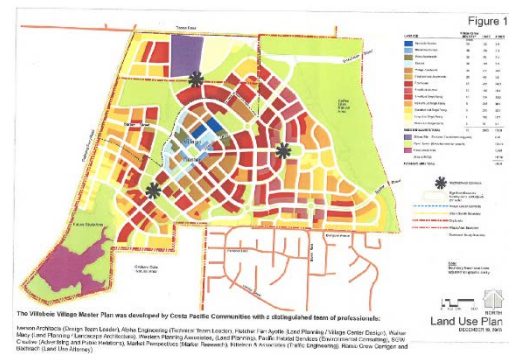
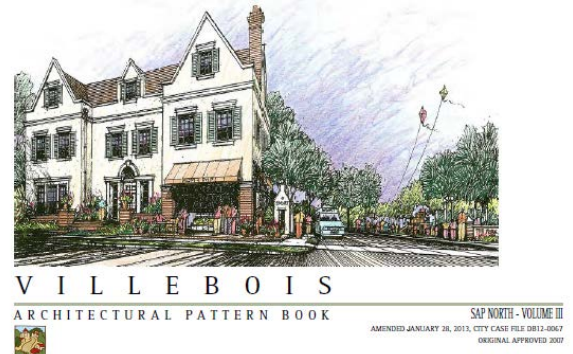
Patterns of Residential Development in Wilsonville

Wilsonville’s residential development history is marked by master-planned developments with a variety of housing. As the next large residential master plan is considered it is helpful to review what has occurred 40 plus years of master-planned residential neighborhoods in Wilsonville.

The first large-scale master planned residential neighborhood was Charbonneau. Planned in the 1970’s and primarily built during the 1970’s through early 1990’s, Charbonneau includes a variety of housing types around a golf course, a riverside greenspace, and a commercial village center. Notably Charbonneau includes many attached single-family homes or townhouses. Beyond single-family homes it also includes apartments, condos, and assisted living. At build out Charbonneau includes 1,708 residential units over approximately 421 acres.

In the 1980’s and 1990’s Wilsonville saw additional smaller master-planned communities planned and built. A number of these included multi-family and single-family development. I prime example is the apartments and single-family homes planned by the Randall company along Wilsonville Road near Wilsonville High School.

The 2000’s brought forward the new urbanist master-planned community of Villebois on the site of the former Dammasch State Hospital and surrounding land on the west side of Wilsonville. The Villebois Village Master Plan, originally adopted in 2003, has guided the development of a neighborhood of diverse unit types integrated around green spaces which, upon writing, is nearing complete build out. The current projection is 2,556 residential units at build out over approximately 481 acres.



The Frog Pond area is another area with plans for diverse housing types planned for new master-planned neighborhoods. The Frog Pond West neighborhood, under development, will be primarily single-family. The Frog Pond East and South neighborhoods will be thoughtfully planned for a wider array of housing to meet a variety of needs. At build out, the Frog Pond Area (West, East, and South neighborhoods) is anticipated to have approximately 1900 residential units over approximately 500 acres. The Frog Pond East and South planning will build on the legacy of great master-planned neighborhoods in Wilsonville with diverse housing types planned and built over the last 40 years.



Frog Pond Context: The Frog Pond East and South Master Plan will continue Wilsonville’s history of well-planned communities. The planning team will use the successes and lessons learned from previous developments in Wilsonville to create a connected and well-designed addition to the City.

Wilsonville Equitable Housing Strategic Plan

Adopted in June 2020, the primary goal of the Equitable Housing Strategic Plan is to identify gaps that are currently present in Wilsonville’s housing market and develop a plan with prioritized strategies to fill these gaps, providing Wilsonville residents and employees housing opportunities for different household compositions, ages, and income ranges. Plan documents are available at:

<https://www.ci.wilsonville.or.us/planning/page/equitable-housing-strategic-plan>

Frog Pond Context: The Equitable Housing Strategic Plan will inform how this Master Plan addresses housing in Frog Pond. Implementation Action 1C specifically calls for the City to “Define Equitable Housing Approaches in New Urban Growth Areas.” These approaches are anticipated to include goals/targets for accessibility to services and amenities, unit types, and unit affordability levels. The targets for these affordability levels should be reasonably achievable, allowing for sufficient market-rate development to support key infrastructure investments. The approach will provide a framework that can be applied in other growth areas beyond Frog Pond.

Wilsonville Middle Housing Project

The Wilsonville Middle Housing Project is an update of the City’s code to comply with Oregon House Bill 2001 (HB2001). These updates will expand housing options and variety in Wilsonville’s residential areas to provide more equitable housing choices and outcomes. The project is currently going through final adoption. Project documents are available at <https://www.letstalkwilsonville.com/middle-housing-code-update>

Frog Pond Context: The Master Plan will build on the City’s outreach on the topics of housing diversity and affordability. Frog Pond East and South will be planned to include middle housing – though the specific zoning designations and other regulatory requirements have yet to be determined.

Regional Regulatory Context

This section summarizes Metro code related to housing and regional land use regulations related to planning in new urban growth areas.

Metro Urban Growth Management Functional Plan

The Urban Growth Management Functional Plan is Section 3.07 of the Metro Code.¹ The plan provides tools to meet goals of the 2040 Growth Concept, Metro’s long-range growth management plan for the Portland metropolitan area. The functional plan addresses a range of topics:

- Housing capacity (Title 1)

¹ <https://www.oregonmetro.gov/urban-growth-management-functional-plan>



EAST & SOUTH MASTER PLAN

- Water quality and flood management (Title 3)
- Employment areas (Title 4)
- Centers, Corridors, Station Communities, and Main Streets (Title 6)
- Housing Choice (Title 7)
- Compliance measures (Title 8)
- Planning for New Urban Areas (Title 11)
- Protection of Residential Neighborhoods (Title 12)
- Nature in Neighborhoods (Title 13)
- Urban Growth Boundary (Title 14)

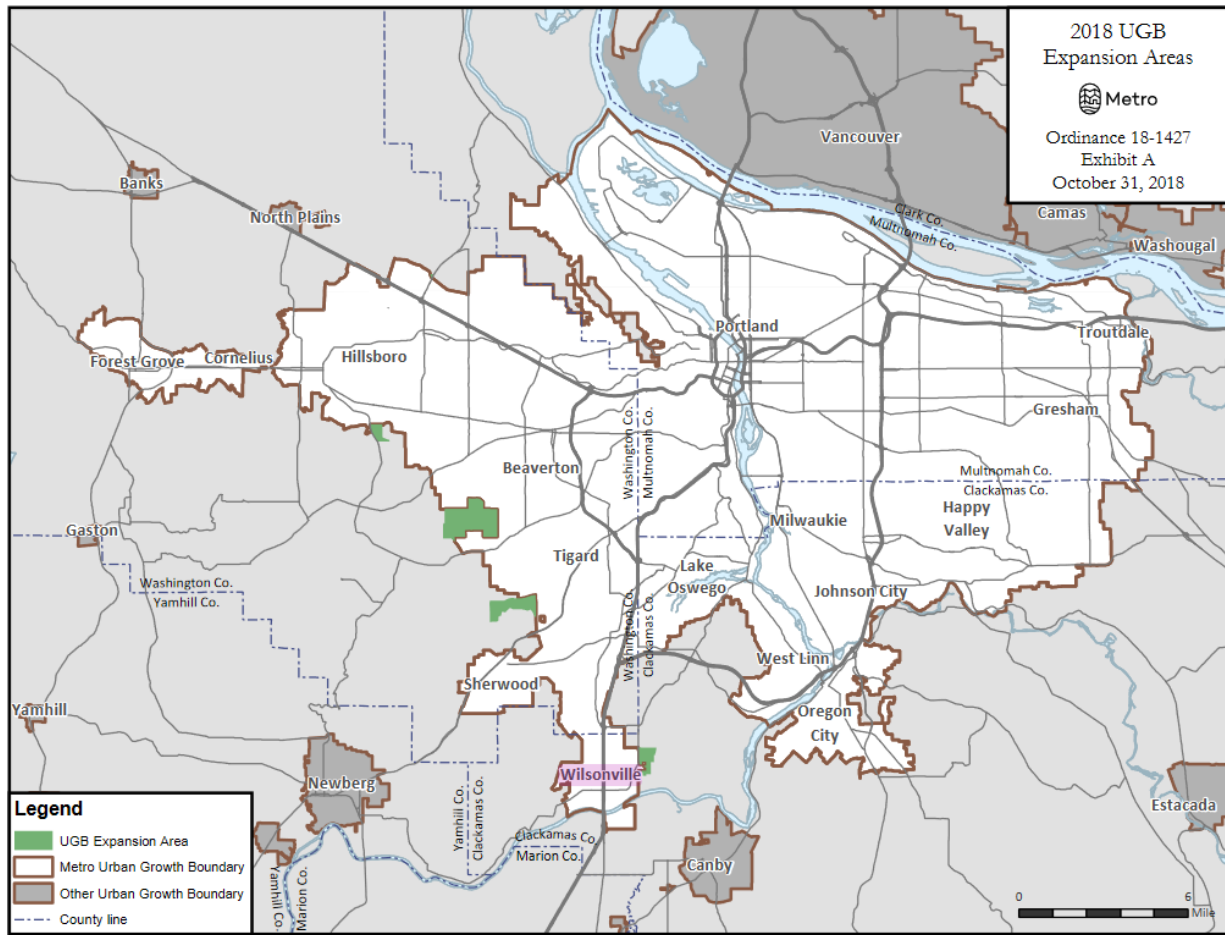
Metro jurisdictions are required to be consistent with the Functional Plan in their comprehensive plans and implementing ordinances.

Frog Pond Context: The Urban Growth Management Functional Plan guides long range planning for the Frog Pond area and was a foundational item for the previous Frog Pond Concept Plan effort. The adoption of the Frog Pond East and South Master Plan will require findings of compliance with Metro's Urban Growth Management Functional Plan.



2018 Urban Growth Boundary Amendment and Conditions of Approval

Figure 1. 2018 UGB Expansion Areas



The City of Wilsonville submitted a request to include the Frog Pond East and South area (also known as the “Advance Road” expansion area) to the regional UGB as part of the 2018 growth management decision.² The Frog Pond West area was already within the UGB at that time. Ordinance 18-1427³ amended the Metro UGB to include this area and contains conditions general of approval, as well as conditions specific to Wilsonville.

A partial list of general requirements includes:

- Updating the Wilsonville Comprehensive Plan to include the UGB expansion area

² <https://www.oregonmetro.gov/sites/default/files/2018/06/01/Wilsonville-expansion-narrative.pdf>

³ https://www.oregonmetro.gov/sites/default/files/2019/08/01/MetroCouncil-MetroLegislation-Ordinances-18-1427_0.pdf



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- Housing types permitted at a minimum must include duplexes, triplexes, fourplexes, townhomes, and accessory-dwelling units (in addition to single-family homes) in all zones that permit single-family homes. Wilsonville's RN zone lists all such uses as permitted uses, but limits Frog Pond West to a maximum of two attached units generally, with three on corners. For the Frog Pond East and South expansion areas, middle housing will be allowed more broadly in terms of variety of units.
- Exploring ways to encourage the construction of ADUs in the expansion area.
- Exploring adoption of variable system development charges designed to reduce the costs of building smaller homes in order to make them more affordable to purchasers and renters.

Requirements specific to Wilsonville include:

1. Wilsonville shall plan for at least 1,325 homes in the Advance Road expansion area.
2. The expansion area shall be designated Neighborhood on the 2040 Growth Concept map.
3. The city may propose the addition of Corridors for depiction on the 2040 Growth Concept map as an outcome of comprehensive planning for the area.

Frog Pond Context: The Master Plan will need to show how it meets the conditions of approval in the 2018 UGB decision. As part of the planning effort, the team will examine whether a “Corridor” designation on the Metro 2040 Growth Concept Map is appropriate for the area.

State Statute and Administrative Rules

This section summarizes State of Oregon Revised Statutes (ORS), Oregon Administrative Rules (OAR), and other items relevant to the Master Plan effort.

Middle Housing Requirements (House Bill 2001 and its implementation)

The Oregon Legislature passed House Bill (HB) 2001 in August 2019 to help provide Oregonians with a wider range of housing choices. HB 2001 requires Oregon cities with populations over 25,000 and those within the Portland Metro boundary (collectively referred to as “Large Cities”) to adopt zoning code regulations and comprehensive plan amendments to permit middle housing types in residential zones. Specifically, Wilsonville and other Large Cities will need to allow:

- Duplexes on each lot or parcel zoned for residential use that allows for the development of detached single-family dwellings; and
- Triplexes, quadplexes, cottage clusters, and townhouses in areas zoned for residential use that allow for the development of detached single-family dwellings.

The City “may regulate siting and design of middle housing.” However, it may not adopt standards or requirements that result in unreasonable cost or delay in the development of middle housing. The City is in the process of final adoption of code and plan amendments to comply with HB 2001 through the Wilsonville Middle Housing Project.



Frog Pond Context: HB 2001’s requirements for master planned communities are a key topic for the Frog Pond area. Master planning for Frog Pond East and South will need to consider how to comply with the state requirements while meeting other project goals. Master plans completed after January 1, 2021, must allow all middle housing types defined in OAR 660-046 (duplex, triplex, quadplex, townhouse, and cottage cluster), and regulations for middle housing must comply with all applicable requirements of OAR 660-046.

Accessory Dwelling Unit Requirements

Implementing Senate Bill 1051, ORS 197.312 requires cities greater than 2,000 population must allow at least one accessory dwelling unit (ADU) per single-family detached dwelling, subject to reasonable local regulations relating to siting and design. DLCDC created a packet providing guidance of implementing ADU requirements, but its provisions are not required by law.

House Bill 2001 established that off-street parking and owner occupancy requirements are not reasonable local regulations relating to siting and design. Therefore, as of January 1, 2020, local jurisdictions cannot require off-street parking spaces for ADUs, nor can they require a property owner live in a primary or accessory dwelling. The law provides an exception for ADUs that are used as vacation rentals, which may be mandated to provide off- street parking or have owner-occupancy requirements.

Frog Pond Context: Residential standards in the master plan area must allow at least one ADU on lots with single family detached dwellings, and cannot require off-street parking or owner occupancy requirements for the ADUs. Today, Wilsonville’s city-wide residential standards are consistent with these state requirements today or will be with the adoption of the updates with the Middle Housing in Wilsonville Project.

Systems Development Charges

State statute related to Systems Development Charges (SDCs) are contained in ORS 223.297 to 223.314, which provide a uniform framework to provide equitable funding for orderly growth and development in Oregon’s communities and to establish that these funds may only be used for capital improvements. Statutes define the types of activities that may be subject to SDCs, the process by which a jurisdiction may levy such a fee, and what SDC funds may be used for.

Frog Pond Context: The funding of infrastructure for Frog Pond East and South will come from a variety of sources, including through SDCs. The Master Plan process will include an analysis of expected infrastructure costs and funding strategies that are consistent with state law and the goals of the project.

Clear and Objective Standards for Housing

ORS 197.307(4) requires that local governments adopt and apply clear and objective standards, conditions, and procedures regulating the development of “needed housing.” Pursuant to 197.303, needed housing means “all housing types on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels...” This is to ensure that communities do not use



discretionary or subjective criteria to deny housing projects. The clear and objective standards, conditions, and procedures cannot discourage housing through unreasonable cost or delay. This includes development standards such as setbacks and building height that apply to housing at the time of building permit, as well as land use application criteria that apply to partitions, subdivisions, site reviews, conditional use permits and planned unit developments that will provide housing. In response to the requirements for clear and objective standards, some cities have created a two-track development review system, a clear and objective track and a discretionary track.

Frog Pond Context: The City must provide a pathway for development of housing in Frog Pond East and South that is “clear and objective.” The City may also provide a separate “discretionary” path as desired.

Emerging Trends & Other Topics

The Role of Land Use Regulation in Marginalizing Communities of Color

The book “The Color of Law” by Richard Rothstein, published in 2017, quickly became a must-read item for planners and policymakers. The book differentiates the activities of unscrupulous real estate agents, unethical mortgage lenders, and other examples of “*de facto* segregation” – impacts that are the result of private individuals – with the explicit government policies designed to ensure the separation of African Americans from whites (*de jure* segregation). Impacts of these policies have lasted generations and affected everything from household wealth accumulation to educational attainment to health outcomes.

Frog Pond Context: The Frog Pond Master Plan will engage with the City’s newly formed Diversity, Equity, and Inclusion (DEI) committee to discuss the ways this planning effort can best help the City of Wilsonville create housing opportunities for all. It will also include targeted multi-cultural outreach modeled on the outreach conducted as part of the City’s 2020 housing efforts.

The Role of Design Review in Housing Affordability

Michael Anderson of Sightline recently authored an article about the impacts of design review, and the risk of lengthy appeals processes, on housing production in the Portland metropolitan region. Anderson notes that housing projects are 20 times more likely than other projects to face design appeals, and this process can kill a project that lacks deep-pocketed investors and may chill housing development that would otherwise occur.

<https://www.sightline.org/2021/06/04/portlands-new-design-rules-could-kill-housing-but-they-dont-have-to/>

Frog Pond Context: The Master Plan will establish the process by which housing will be developed in Frog Pond East and South. Regulatory hurdles such as design requirements and the potential for appeals by neighboring homeowners may be in tension with some of the Plan’s goals for housing affordability. Achieving good neighborhood design while creating housing that is more affordable to Wilsonville residents will be a goal of the Master Plan.

Construction Practices and Design Impacts on Affordability

The Joint Center for Housing Studies at Harvard University and Neighborworks America published a paper in March 2020 titled “More for Less? An Inquiry into Design and Construction Strategies for



EAST & SOUTH MASTER PLAN

Addressing Multifamily Housing Costs.” The report notes that “Many new multifamily units are renting at prices that are prohibitive for middle- and low-income renters. The need for more affordable multifamily housing is clear, but developers, architects and contractors face rising construction and land costs as they build multifamily housing.” The authors conducted 30 interviews to create a report oriented primarily toward developers of large multifamily projects, but also has lessons for public officials.

Frog Pond Context: Several strategies identified in this report are relevant for Frog Pond. 1. Land costs are generally 10-20% of all costs – having a site that is fully constructable at the desired scale is key. 2. Constructing the massing with a few big moves rather than many small moves. 3. Simplify facades while still creating variation through materials. The extent to which the City of Wilsonville can mitigate land costs and enact design requirements that allow for less costly massing and façade solutions, the more affordable the outcome is likely to be. These topics will be addressed in greater detail through early Master Plan tasks.



Memorandum

September 23, 2021

To: Dan Pauly
Cc: Project Team
From: Joe Dills, Andrew Parish and Mariana Valenzuela
Re: Community Engagement Plan – Frog Pond East and South Master Plan

This memo presents a draft Community Engagement Plan (Engagement Plan) for the Frog Pond East and South Master Plan. The Engagement Plan is a living document that will be adapted over time to meet the evolving needs of the project.

PURPOSE AND DRAFT GOALS

The purpose of this Engagement Plan is to guide community involvement and engagement during the Frog Pond East and South Master Plan (Master Plan) process. The draft goals of the engagement process are to:

- **Create opportunities for inclusive participation**
- **Involve a broad range of the Wilsonville Community, including those who have been historically underrepresented**
- **Gather feedback from participants by implementing a variety of community engagement strategies**
- **Use the feedback during the planning process to inform the Master Plan**

GUIDING PRINCIPLES

The following principles will guide outreach and engagement:

- **Many voices** - The voices of those who will be affected by the Master Plan will have opportunities for meaningful input into the decision-making process
- **Equity lens** - An equity and inclusion lens will be applied at each step
- **Responsiveness** - The engagement process will include “feedback loops” that demonstrate how community input has been addressed
- **Many ways to participate** – There will be multiple ways to learn about the project, provide input, and participate
- **Clarity**- The process will provide clear and accurate information to help all participants understand the process
- **Welcoming process** – The process will provide a safe and welcoming space for participants to share their opinions and ideas regarding the project



COMMUNITY PARTICIPANTS

The following is an initial list of community participants brainstormed with the City in May 2021.

- The three neighboring Homeowners Associations
- Frog Pond West residents
- Property owners
- Traditional and non-traditional developers
- School District
- Rural residents in the area
- Latino community
- Youth
- Wilsonville renters
- Bonneville Power Administration
- Seniors
- Metro

KEY MESSAGES

WHAT –The Frog Pond East and South Master Plan will set the stage for Wilsonville’s next great neighborhoods. The plan will identify the types and locations of homes, parks, open space, streets, trails, and neighborhood services that will be built over the next 10-20 years. It will also plan the water, sewer, stormwater, and transportation infrastructure that are needed and how they will be funded. It will look closely at the costs of housing and how good planning can help keep those costs in line with what future residents can afford.

WHERE – The “Frog Pond Area” includes three distinct neighborhoods in the Northwest, Northeast, and Southeast corners of Boeckman/Advance/Stafford/Wilsonville Roads, as shown in the map on the following page. Frog Pond West has an adopted master plan and is developing today – the East and South neighborhoods are the subject of this planning effort.

WHY -

1. **A great neighborhood starts with a great plan.** There are many property owners and stakeholders in this area – the master plan will create certainty for all and lead to the type of quality development that Wilsonville expects.
2. **Housing opportunities, especially more affordable housing choices, are needed and a priority for this plan.** In order to achieve this, the City will be looking closely at housing costs and what can be done to create more affordable options.
3. **A master plan is required by Wilsonville’s Comprehensive Plan prior to annexation and development.** Other additions to the City – Charbonneau, Villebois, Frog Pond West – have all had similar plans.
4. **Frog Pond East and South were added to the Urban Growth Boundary in December, 2018.** The City of Wilsonville has received a planning grant from Metro to prepare the Master Plan



WHO – The plan will be created by a diverse range of participants representing the full breadth of Wilsonville community members and other partners. The City is intent on crafting a plan that embodies its goals for public participation and equitable housing outcomes. In order to accomplish this, the Frog Pond East and South plan will engage underrepresented and historically disadvantaged groups, those with limited English proficiency, and others who are often left out of important planning processes.



COMMUNITY INPUT AND DECISION-MAKING STRUCTURE

The diagram below is a generalized structure of input and decision making:

Draft Input and Decision-Making Structure



ENGAGEMENT TOOLS AND ACTIVITIES

Public information – Initial Ideas

- Let's Talk Wilsonville page. This will be the primary “project website” – City staff will lead updates to the site with support and content from the consultant team. The page will provide information as well as be the site of (non-scientific) community surveys.
- Social Media announcements, including through groups such as Latinos de Wilsonville and the Arts & Cultural Council
- Tabling events (farmers market, library, El Grito)
- Pop-ups at community events
- Interested parties email list
- Boones Ferry Messenger

Meetings

- Two general types of Planning Commission meetings are planned:
 - a. **Work sessions.** The Planning Commission will hold work sessions with the project team to review working documents and project issues. Citizens may comment during the standing Citizen's Input item on the agenda. The work session format will be similar to the Middle Housing project work sessions and all meetings will be streamed over YouTube in real time.
 - b. **“CCI” meetings.** These meetings will be dedicated to dialog between the Planning Commission and community members, with project team member present to listen and



provide visuals and other supporting information. The Planning Commission will convene in its role as the Wilsonville Committee for Community Involvement (CCI).

- c. **Schedule** – A schedule of meeting dates and topics will be prepared. The general approach is to schedule CCI meetings approximately every other month so there is on-going and timely opportunity to comment on project ideas as they evolve.
- City Council work sessions
 - a. The City Council will be briefed approximately every other month so they can provide guidance and have on-going knowledge about the plan
- Other outreach meetings to be determined and scheduled:
 - a. Diversity Equity and Inclusion Committee engagement
 - b. Community forums/events
 - c. Focus groups and stakeholder meetings, including multi-cultural outreach meetings

ENGAGING UNDERREPRESENTED COMMUNITIES IN WILSONVILLE

Introduction – Reducing barriers to participation

There are several models of community engagement strategies to gather input from the public. However, it is important to keep in mind that all these methods must adapt to the specific needs of the target population. When planning the community engagement process for historically marginalized communities it is essential that we consider the barriers which prevent or hinder their participation on focus groups or advisory committees. To engage the community for the Frog Pond East and South project, we will adapt our outreach strategies to make the process accessible to these groups by providing written material in their language and hire interpretation services for community conversation activities. Furthermore, we will consider their cultural background, and will apply best practices for public participation.

Transportation, language, and technology are some of the obstacles to consider. To provide access and increase participation from our target population, we will distribute material in Spanish and conduct virtual meetings with simultaneous interpretation. During the multicultural Housing Outreach in 2020, we learned that social media is an effective tool to spark interest in community events and conversations. The Latino community has responded positively to public participation invitations, and they are very grateful for these opportunities. However, although they respond to social media requests, it is essential to connect with them with a phone call rather than via email. The community participants engaged during the Housing Outreach will be re-engaged during the Frog Pond process.

Community engagement framework

Our core values

- **Inclusivity:** The voice of those who would be impacted must be part of the decision-making process, particularly members of historically marginalized groups. The level of community participation must be determined during the inception of the planning process.
- **Communication:** Clear communication must be a part of all community engagement activities. Opinions and concerns expressed by participants will be considered.
- **Accountability:** Participants must be part of the entire process, and they must be informed of the evolution of the planning project.



- **Transparency and accuracy** are essential to ensure all participants understand all relevant information. Most importantly, these elements are the foundation to build trust between entities.

Steps

- Define objectives and outcomes
- Identify key stakeholders and potential participants
- Determine which community outreach strategies will be used
- Create a timeline for community outreach activities

During the community outreach process, we will implement the following best practices:

- Build trust through community partnerships
- Provide communication in the language of preference for participants
- Provide clear and accurate information
- Provide a safe place for conversation events
- Respect cultural norms
- Offer participants compensation for their time

We will address the challenges that hinder public participation of marginalized community members by implementing these set of practices. By doing so, our community engagement activities will result in increased participation, reliable input from participants, and most importantly, the voice of community members will be present during the planning process of this project.

ENGAGEMENT PHASES AND DRAFT WORK PLAN

The following engagement phases are aligned with the project work plan. Using this structure, outreach activities will be brainstormed with the team and refined during Phase 1.

Phase 1 – Project Kick-off, Background, and Regulatory Research

- Engagement – This is a **“Listening”** phase, focused on communicating project basics, and obtaining input/listening to input on how best to engage the community, aspirations for Frog Pond, and key issues.
- Work plan and schedule:
 - August-September – prepare Community Engagement Plan
 - September – Prepare fact sheet, Let’s Talk page, and other initial public information materials
 - September-October – initial outreach meetings:
 - Property owners informational meeting (September 23)
 - Frog Pond West residents and property owners (September 28)
 - Neighboring Homeowners Associations (October 7)
 - Planning Commission – October 13
 - City Council – October 18

Phase 2 – Land Use and Community Design

- Engagement – This will be an **“Exploring”** phase, where working ideas and options are communicated and there are feedback loops for community input to be considered by the



Planning Commission and team. Master Plan elements are anticipated to evolve and become working recommendations during this phase.

- Work plan and schedule scope:
 - December 2021 – July 2022
 - Planning Commission and City Council – see schedule
 - Outreach meetings – tbd

Phase 3 – Implementation Strategies and Adoption

- Engagement – This will be a “**Refining**” stage where the zoning, funding and other implementation is developed, stakeholder feedback is engaged, and working recommendations are finalized.
- Work plan and schedule scope:
 - July 2022 – December 2022
 - Planning Commission and City Council – see schedule
 - Outreach meetings – tbd