

**CITY OF WILSONVILLE
PLANNING COMMISSION**

**WEDNESDAY
DECEMBER 11, 2013**

6:00 P.M.



**WILSONVILLE CITY HALL
29799 SW TOWN CENTER LOOP EAST
WILSONVILLE, OREGON**

**PLANNING COMMISSION
WEDNESDAY, DECEMBER 11, 2013
6:00 PM**

AGENDA

I. 6:00 PM CALL TO ORDER - ROLL CALL

Ben Altman, Chair
Al Levit
Marta McGuire
Ray Phelps

Eric Postma, Vice Chair
Peter Hurley
Phyllis Millan
City Council Liaison Julie Fitzgerald

II. 6:05 PM PLEDGE OF ALLEGIANCE

III. 6:10 PM CITIZEN'S INPUT – This is an opportunity for visitors to address the Planning Commission on items **not** on the agenda.

IV. 6:15 PM CITY COUNCIL LIAISON REPORT

A. City Council Update

V. 6:20 PM CONSIDERATION OF THE MINUTES

A. Consideration of the November 13, 2013 Planning Commission minutes

VI. 6:25 PM WORK SESSION

- A. Draft Residential Lands Study Report distribution (Mangle)
- B. Goal 10 Housing Needs Analysis and related Code Amendments (Mangle)

VII. 7:30 PM OTHER BUSINESS

- A. 2013 & 2014 Planning Commission Work Program. Reschedule of February 2014 PC meeting
- B. Recognition of Commissioner Phelps 8 years of service to the City

VIII. 8:00 PM ADJOURNMENT

Time frames for agenda items are not time certain.

Public Testimony

The Commission places great value on testimony from the public. People who want to testify are encouraged to:

- Provide written summaries of their testimony
- Recognize that substance, not length, determines the value of testimony
- Endorse rather than repeat testimony of others

Thank you for taking the time to present your views.

For further information on Agenda items, call Linda Straessle, Planning Administrative Assistant, at (503) 570-1571 or e-mail her at straessle@ci.wilsonville.or.us.

Meeting packets are available on the City's web site at: <http://www.ci.wilsonville.or.us/pcdocs>.

Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting.
The City will also endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting:
*Qualified sign language interpreters for persons with speech or hearing impairments
*Qualified bilingual interpreters.

To obtain services, please call the Planning Administrative Assistant at (503) 682-4960

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City of Wilsonville

**PLANNING COMMISSION
WEDNESDAY, DECEMBER 11, 2013**

V. CONSIDERATION OF THE MINUTES

- A. Consideration of the November 13, 2013 Planning Commission minutes

DRAFT

PLANNING COMMISSION
WEDNESDAY, NOVEMBER 13, 2013
6:00 P.M.

Wilsonville City Hall
29799 SW Town Center Loop East
Wilsonville, Oregon

Minutes

I. CALL TO ORDER - ROLL CALL

Chair Altman called the meeting to order at 6:01 p.m. Those present:

Planning Commission: Ben Altman, Eric Postma, Marta McGuire, Peter Hurley, Phyllis Millan, and City Councilor Julie Fitzgerald. Al Levit arrived right after Roll Call. Ray Phelps was absent.

City Staff: Chris Neamtzu, Barbara Jacobson, Nancy Kraushaar, and Katie Mangle

II. PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

III. CITIZEN'S INPUT - This is an opportunity for visitors to address the Planning Commission on items not on the agenda. There was none.

IV. CITY COUNCIL LIAISON REPORT

A. City Council Update

Councilor Fitzgerald reported the City Council recently met with the Tualatin City Council to discuss the process for the Basalt Creek Planning Program. First, they identified that Councilors Goddard and Stevens would be working on a planning subcommittee to define protocols, when the two councils would meet, which would take a couple meetings to get underway. It looked like planning for Basalt Creek would be an 18- to 24-month process. She believed the two councils had a good meeting, and there seemed to be uniformity in being open to all ideas. A few members of the public attended the first meeting and she hoped everyone would consider attending and let other people know about the meetings as well.

V. CONSIDERATION OF THE MINUTES

The September 11, 2013 Planning Commission minutes were unanimously approved as presented.

VI. WORK SESSIONS

A. Goal 10 Housing Needs Analysis (Mangle)

Katie Mangle, Manager, Long-Range Planning, noted the work session was a bit of a redo of the September meeting. The direction had not changed significantly. The errors on how the Metro population forecast was being incorporated into the analysis had been corrected. A lot of it was related to exactly how much housing growth was needed to accommodate that part; everything else was left intact.

Bob Parker and Beth Goodman of ECONorthwest presented the changes made to the Goal 10 Housing Needs Analysis via PowerPoint, noting that upon further review of Metro's city forecast for Wilsonville, they learned it did not include the housing growth forecasted for Frog Pond and some other areas. As a result, the analysis and forecast presented in the previous memorandum was low. ECONorthwest had several discussions with Metro to ensure they understood how the allocations had been done; what portions were inside the Wilsonville planning area, Wilsonville's city limits, and outside the city limits. Those figures had

been incorporated into a revised model. He reviewed the components of the Goal 10 Housing analysis noting the changes resulting from the changed allocations with these key comments:

- The main difference between the previous memorandum and Table 1 of the current memo in the packet was that 980 units in areas currently outside the City limits were not reflected in the previous forecast. Almost all of that growth would occur in the Frog Pond area. As a result, that added almost 1,000 new units to the overall growth forecast for the 20-year planning period. Overall, that increased the assumed or implied growth rate for the Wilsonville planning area from 1.4 percent to 1.8 percent.
- The consultants had worked with Staff to provide more concrete examples of density, which was discussed at previous meeting. He reviewed several photographs that provided visual examples of the densities seen in different locations of the city.
- Using a higher growth rate meant more dwelling units would be built within the 20-year planning horizon. Upon comparison, based on assumptions compliant with the State requirements to meet a 50/50 split and a minimum of 8 dwelling units per net acre, Wilsonville had approximately enough land on average to meet Metro's forecast growth over the 20-year period.
- He confirmed the growth rates were specific to the Wilsonville area. They varied slightly on TAZ but were very reflective of the overall growth rates Metro was assuming for the entire Metro region. Wilsonville was not that different in Metro's forecast. In discussions with Metro, the consultants had noted the fact that Wilsonville had grown substantially faster than what the Metro model predicted. The Metro forecast seemed to do a good job of forecasting at the regional level, but it was a little less in-depth at figuring out factors that might create growth pressures at the local level. The results show that Wilsonville would likely have a land deficit before 2034, which would be affected by other factors, such as faster growth and commuting preferences. The consultants had spent a lot of time considering how the housing part fit with employment and the options Wilsonville must use to accommodate those things.
- Monitoring development trends had not really changed, but would become more important if the balance between the amount of capacity the City had and the amount of growth Metro was forecasting was fairly even or even with a slight deficit. If the City's growth rates were faster than Metro projections, obviously, Wilsonville would run out of the land faster so there were implications to consider.
- With the revised assumptions, the housing needs analysis showed a need for more residential land, meaning the timing of Advance Rd might be needed be moved up considerably to accommodate that growth. Metro's forecast showed Advance Rd would not be needed until 2035, but these data suggested it might be needed quite a bit sooner.
- The broader implication in considering the revisions was that the City would want to continue working with Metro on the Urban Growth Boundary (UGB) process, both on the land needs side and the revised forecast. Monitoring would be important for the City to continue to gather information and provide input into the Metro process, in the event that the City was advocating that growth was going faster and there might be a need for additional lands.
- ECONorthwest was working on the final technical report, which had gone out for internal city staff review and had been circulated to Metro staff and the Department of Land Conservation Development (DLCD) staff. A summary report was also underway and would hopefully be completed by the end of the month.

Discussion and feedback regarding the consultants' questions about these changes was as follows with responses to questions from the Commission as noted:

- Most of the visual examples provided had been pre-2000 development patterns, and lot sizes had decreased since 2000. Chair Altman was concerned the examples did not completely represent what could be expected in the future.
 - Ms. Mangle explained the idea had been to specifically address the 5 to 8 units per acre range and to give concrete examples of the lot sizes. The examples would be a helpful tool as the City began planning Frog Pond, because everyone would ask the same question as to what these numbers really translate into. Over the next six months, the goal was to at least have an example of most neighborhoods in the city starting with single-family but eventually doing multi-family as well.

- The Monitoring Plan was an excellent idea and the City maintaining that data on a regular basis and presenting a report with the metrics that had been outlined would be informative in forecasting to have data more tailored to Wilsonville's jurisdiction, as opposed to relying on regional data.
 - Mr. Parker confirmed the recommendation was to have the data collected annually and that was Staff's intent. Metro was very enthusiastic about the Monitoring Plan and validated that it would be a useful tool for them as well as the City. Very few cities in the region were doing it, and Metro found it very helpful in terms of thinking about how to calibrate their modeling. Ms. Mangle added that Mr. Neamtzu had some Planning Staff starting to work on the Monitoring Plan and think about which metrics could be easily and regularly produced with a goal of including it with the budget cycle for this year reporting on last year's data.
- As far as surrounding communities, Tigard and Lake Oswego completed their Goal 10 study last year. Portland had also done so as part of their Comprehensive Plan update. Sherwood could possibly be completing their analysis soon.
- In Table 5, shown on page 7 of 18 of the Staff report, the differentiation between the low-capacity and high-capacity scenarios was mostly in Frog Pond, but part of it was in the residential zones. Table 4 displayed the difference between the assumptions of capacity and the Comprehensive Plan designation. Villebois stayed the same because it was master planned.
 - The low capacity scenario still assumed the 90 percent single-family residential, as discussed previously. The high capacity scenario assumed 75 percent single-family detached.
- To the consultants' knowledge, Damascus was the only place that had attempted to correct an imbalance in density. The administrative rules do not provide a lot of direction about the requirements for justifying an alternative to the 50/50 split. There was a requirement for some jurisdictions outside of the Metro area that they consider land efficiency measures if considering a boundary expansion, and there was very little guidance on it. In their experience, Metro would let the City know when there was enough information to justify. Therefore, justification was not necessarily impossible; it was just one of those issues that cast a lot of uncertainty into the process and presented fairly significant legal challenges. It would require some serious effort.
 - Partly, the City would have to argue it was not forcing the need to expand the UGB more than it would otherwise with the alternative method. The City would need to document that it was meeting the identified housing needs. It would also require some fairly substantive modifications to the City's planning system to allow that to actually be implemented, meaning Comprehensive Plan and Development Code amendments to rezone land. The City would be unable to make much headway on balancing density by only focusing on Frog Pond; they would have to focus within the city as well, assuming there was no more expansion within the UGB.
 - Convincing Metro that Wilsonville needed a different, more accelerated expansion to the UGB to address the density was a different set of issues than the 50/50 OAR requirement, which had to be met within the UGB, not in future expansion areas.
 - The City did not comply with Metro's required 50/50 density balance already; being closer to a 60/40 provided the potential argument at Metro to correct that imbalance by doing something different with the land inclusion.
 - Ms. Mangle reiterated it was a different set of issues. It was not Metro's prerogative to help Wilsonville achieve lower densities, even though, for Wilsonville, lower meant closer to average densities. The land Metro Council approved to come into the UGB would be because land was needed for housing regionally. Expanding the UGB would need to perform against a separate set of metrics than the ones being discussed now and could not be used to solve their problems with the multi-family and single-family housing mix. However, if the City was trying to solve the problem of not having enough land for housing, it could request more growth area.
 - To address the density imbalance, Staff was factoring it into the assumptions for Frog Pond, which had been done. The math was the math; the numbers would only come to a certain conclusion, unless property was downzoned within the city. If the numbers zoned for multi-family or higher densities was changed, the numbers would change. However, it would require a significant engagement with private property that was already zoned with rights for private property development.

- Commissioner Postma replied in order to stay within the parameters of the City's current plan given this analysis; to not consider land outside the UGB. He was not sure the City wanted to do it a different way, but he was concerned that if they created a document and plan that took them down this road that Wilsonville had to fit within these defined parameters, had no other choice and would not explore any other options, it created an impetus that would be hard to change. He understood it would mean having difficult arguments before Metro, but there was a significant imbalance, based even upon what Metro said the City should have. The regulations did not give the City much flexibility but to correct the imbalance something different must be done. He was not sure there was a resolution to the problem.
 - Ms. Mangle noted that this Goal 10 Housing Analysis did not address densities, housing mix and housing types on the Advance Rd site; it focused on Frog Pond because it was the City's planning area and in the UGB. Advance Rd was identified as a place to grow, and nothing more.
- Chair Altman posited that the Commission should assess how they felt about where the City was right now, given the concern with the multi-family housing. How did they feel about it relative to the current plan, and when would they do that? Playing with the numbers had nothing to do with good planning but to develop a defensible argument for legal purposes. Where did the Commission get the community planning on what Wilsonville wanted into this mix?
- Frog Pond did not have a zoning density and was not zoned yet, master planned or anything; therefore, assumptions were made in the Goal 10 study because none had been adopted yet. The assumptions did not make the zoning policy, but were assumptions for a model. They were reflected in the Goal 10 document as the 5 to 8.5 units per gross acre shown in Table 4. Density was being specifically addressed in this project in the way assumptions were made. The rest of the assumptions in Table 4 were more or less about policy as directed by the Commission. Density was also specifically addressed due to a state requirement to demonstrate that density was being met citywide.
 - Density was also being addressed in what the City had done historically; development over the last decade or so was about 12 dwelling units per net acre. The assumed capacity was below that, but it met the state requirement of at least 8 dwelling units per net acre.
 - Given the density being considered and no zoning yet adopted for Frog Pond, could the City play with the zoning numbers for Frog Pond or would high density have to be along certain roads, for example, because that fit the model.
 - The 5 to 8 dwelling units per acre was 90 percent single-family detached with 10 percent of something denser, which could be single-family attached, like duplexes or triplexes, not multi-family.
 - Why not have 15,000 sq ft lots, which would still not mess up Metro's number. The City was not providing choices that people from other states are used to.
 - In developing the density of 5 to 8 dwelling units per acre, the consultants discussed refining a reasonable density level and the amount of development in Frog Pond in the concept and master planning process, which would be based in part on issues related to infrastructure investment and what worked fiscally, as well as what the market was looking to develop. Also, 5 to 8 dwelling units per acre was a reasonable low estimate of development density of a large area. It did not necessarily exclude 15,000 sq ft lots if allowed by zoning. The dwelling units per acre were determined following discussions with the Commission and considering that the issue would be revisited in much more detail in the concept and master plans.
 - The final density was not being decided; numbers had to be chosen for a model. The City would begin setting policy for Frog Pond in the concept planning process over the next year, which would include a discussion on density numbers but also on estimating the cost of infrastructure, amenities, etc. Planning for Frog Pond would occur in that process, not in the tables.
 - Staff also considered that the Planning Commission was interested in the density being a lower number of 5 to 8, preferably closer to 5. The number could be lowered a bit, but it would not really change the message of the report, which was that Wilsonville complied with Goal 10.

- The analysis provided a lot of information that would feed into the Frog Pond concept planning process, but also into housing policy decisions and applications presented to Council, who would have more information about the City's housing need. Information from the analysis would feed into local policy decisions.
 - The big picture was that Wilsonville had about enough land, depending on how much was built, but would probably run out of land in 20 years, which would inform conversations with Metro. The City was on Metro's track; the best thing to do was to be prepared with arguments and data, and articulate the need for housing specifically around Wilsonville.
- The state and Metro's regional requirements pertaining to housing were clarified. The state required each city to conduct a housing needs analysis that addresses housing need over a 20-year period based off a forecast, which led to a conclusion about how much housing would be needed by needed housing type (single-family detached, single-family attached, apartments, manufactured homes and government-assisted housing). The state administrative rule also required that jurisdictions in the Metro region also assume a 50/50 split or justify of a different split, and a minimum density of 8 units per net acre.
 - Appealing or pursuing an alternative split involved the Oregon state legislature, not Metro. Issues around concept planning, master planning and UGB amendments all involved a Metro process.
 - The Planning Commission would make a recommendation to City Council, who would adopt the housing study, which would go to the State for acknowledgement that certain items have been met. Hopefully, the City would know any concerns the State might have well in advance as staff had submitted the draft report to DLCD for comment.
- Similar to the TSP, some Comprehensive Plan and Code work had been done to follow-up and fully comply with Goal 10 numbers. As part of this specific action, they were not getting far into the Comprehensive Plan policy structure.
 - It was important to keep in mind that this housing analysis data provided the current state of the city and would be used to make informed decisions for the future. Then the Commission could discuss where they wanted to go and what methods would be used to get there.
 - Wilsonville had a Comprehensive Plan and the city had largely been planned already. There were continually choices to be made about the details of how the Comprehensive Plan was implemented, but neither the Comprehensive Plan nor the policies within it would be revisited at a substantive level. Frog Pond, the area not yet planned, was the focus of the policy discussion. They had policy discussions about Town Center, not to move Town Center, but to consider opportunities about how it could possibly be done better or more effectively.
 - An evaluation had also been completed of the Comprehensive Plan policies and implementation measures in the housing element. There might be things the Commission could consider looking at, but nothing regarded Goal 10 compliance. There was no urgency to change anything at this point.
 - There was still upcoming citizen involvement. The Commission had not yet engaged the community in a meaningful way; an open house is planned for early next year. The development community had yet to weigh-in on some of the issues as well. All of which was important to consider as the Commission went forward and thought about Comprehensive Plan policies and where the City was at this point. The Comprehensive Plan was completely rewritten in 2000. Staff had not had an opportunity to focus on the Comprehensive Plan or Development Code, but Mr. Neamtzu and Ms. Mangle were both working on that and would bring forward pieces for the Commission's consideration in upcoming meetings.
- Looking at Table 1, if all of the new housing was single-family, it would drop the City's ratio to somewhere around 40 percent multi-family/60 percent single-family. If 50 percent was single-family detached, the density would be somewhere around 56 percent multi-family and attached.
- The 18.5 percent conversion from gross to net in Table 3 involved some complex mathematics, not just multiplying the gross times 18.5 percent. Ms. Goodman agreed to provide the formulas to Ms. Mangle.
- There were two different types of net to gross conversions: the 18.5 percent, which was a Metro average used to get a citywide average, and then what was actually planned on the ground. Part of what was shown in Ms. Mangle's examples was areas with relatively low gross densities but higher net densities, partly due to the requirement for open space. How open space played out in the net to gross

conversion was a development-to-development requirement. If the net to gross conversion was viewed two different ways, it made a little more sense. Basically, Wilsonville often planned in gross acres, but the state requirements were in net acres; therefore, Staff had to calculate an estimate of net acres.

- While retirees would be a growing part of the population, it was difficult to determine how they factored into the income numbers, especially in Table 6. The data was based on the American Community Survey data for Wilsonville, which assumed the income distribution would remain more or less constant over the 20-year period in real terms.
 - One struggle with housing studies was that incomes were not necessarily indicative of wealth. Someone in a single person household who made less than \$21,900 per year was in a very different financial situation than someone in a four-person household. Having one's mortgage paid off clearly changed the financial outcome as well, so none of that was really factored into Table 6. Many boomers had not planned very well for retirement and might end up being in these income levels when they retired. Table 6 was intended to be demonstrative of the number of households that might fall under different income ranges and have different housing needs.
 - Indicators of housing affordability and wealth were discussed more extensively in the longer Staff Report, as well as the fact that some indicators were not as good as others. Generally, when housing affordability was considered, there was better data vis-à-vis wealth for renters than for homeowners, because homeowners could afford to pay more than HUD standard of 30 percent of their income on rent and still have enough left for other necessities. The data in Table 6 estimates future housing need by income bracket based on information from today.
 - How retirees factored into the numbers might be a more important question if the City pursued the alternative route trying to justify an alternative approach to the 50/50 split. It could also go the other way; the aging population could demand more small homes rather than large.
 - Data had been presented in previous meetings about things such as whether people own or rent by age. There were a relatively high number of seniors in Wilsonville, and many were in single-person households. To some extent, the market might already be starting to accommodate that demographic. It was extremely challenging for communities to think about how to plan to accommodate seniors, when considering the life cycle, the housing needs over that period of time, the financial capacity of people to purchase housing, and whether assisted care would be needed at some point. Those were all important needs that required land and would be require more land over the 20-year planning horizon.
 - The upside was that Wilsonville's planning system was flexible enough to accommodate those things as necessary. The way the City had thought about building communities and allowing for a range of housing was certainly supportive of the best planning practices to meet the needs of the aging population.
 - It was very difficult for those who desired a single-level home, especially a new home, to find one in Wilsonville. The economics was fairly difficult for the construction industry. Single-level homes were not available even for those who could afford it. That these homes should be considered in the housing mix was suggested.
 - On Map A-1, Page 16 of 18, TAZ Boundary 969 showed 769 new dwelling units over a 25-year period, 2010 to 2035, which included Brenchley Estates; therefore, much of it was already built.
 - Some of TAZ Boundary 985 had been in the urban reserve, but not in the UGB now because reserves were not counted in the UGB. The 25 dwellings from the Coffee Creek area would be included because they were within the UGB.
 - With the projected population growth, the larger the lots, the more land Wilsonville would need. At some point, the city would need to grow even larger, if the City pursued the ability to have large lots.
 - If the City was going to try to increase the size of the lots, more land would have to be incorporated, especially since Wilsonville was close to the balance now, according to the consultants' estimates.

Mr. Parker reviewed the Next Steps involving several meetings, which included the joint City Council and Planning Commission meeting scheduled for December 2, 2013 and a public forum with the Committee for

Citizen Involvement (CCI) on January 8, 2014 when the results of the housing study would be presented to the community. Later in January, City Council would review the draft of the full housing analysis study and then the public hearing process would begin.

Commissioner McGuire suggested being very specific about the desired outcomes for the public forum in January, because she believed the consultants would encounter the same issues the Commission had. They should present the findings and focus the conversation around Frog Pond and getting input specific to that. It was important to know what specific questions would be asked of the public when inviting them for input.

- Mr. Parker agreed, adding it was important that the questions involve things the public could actually have some sort of input on, not whether the City should comply with the Metro Housing Rule. The consultant team already had some ideas about specific things to discuss at the public forum, which the Commission could provide additional input on at a future meeting.

VII. OTHER BUSINESS

- A. 2013 Planning Commission Work Program
- B. Commissioners' Comments
 - OCPDA Training Summary (Altman & Millan)

Chair Altman stated he was disappointed because the Planning Commission training primarily focused on quasi-judicial decisions, rather than what Wilsonville's Planning Commission typically did, so it was not that helpful. He had hoped to get an update on a lot of case law.

Commissioner Millan said she had been struck by a couple of things. One was the panel of commissioners from other cities whose experiences had seemed fairly similar to Wilsonville's in terms of getting public involvement. The other commissioners had taken steps to make sure they were very clear in conveying what people could really affect. Second, there had been a concern for privacy and that people were providing their address when giving public testimony, essentially on television. Some locales had shifted away from doing that and just obtained the addresses in writing. As a new commissioner, she found the training and chatting with other commissioners about their experiences useful.

Barbara Jacobson, Assistant City Attorney, agreed to prepare materials regarding case law for Chair Altman, particularly concerning things the Planning Commission typically addressed and new case law, which could be discussed further if needed.

VIII. INFORMATIONAL ITEMS

- A. Basalt Creek Concept Plan update

Chris Neamtzu, Planning Director stated the kick-off meeting had been good and anyone interested could review the tape of the meeting. Many engaged citizens attended, including property owners, many of whom were concerned about transportation improvements; those living in nice homes, who were tracking the project closely; and business owners in the southwest Tualatin Concept Plan area and not within the geographic boundaries of the study area who were interested in how the planning related to their operations; as well as interested developers in the area. Having a lot of public involvement on the concept plan was guaranteed.

- He and Ms. Mangle were working with Tualatin's city staff to finalize a scope of work with the consultant team. He was apprehensive to put a timeline on it as two cities were involved as well as two committees. Each community was on different levels as far as information needs, so it would be a challenging process from a coordination standpoint.
- The Consulting team of Fregonese Associates with CH2M Hill was in the negotiation process for the contract. The firm had an exciting interactive model-building tool, "Envision Tomorrow" software, which

allowed for multiple scenarios to be developed relatively rapidly with outputs for different kinds of returns on investment.

Ms. Mangle added Councilor Fitzgerald had mentioned the subcommittee that City Council was forming to help define the decision-making process. Questions included whether there would be a steering committee, what form it would take, and whether to include Planning Commissioners or City Councilors on the subcommittee. Staff had not yet decided how much or in what capacity the Planning Commission would be involved. She was somewhat protective of the Commissioners' time because of the upcoming work on the Frog Pond and Advance Rd areas, but was aware of the desire to be engaged in the Basalt Creek project.

B. Industrial Form Based Code

Mr. Neamtzu stated Staff had submitted a proposal on the Industrial Form Based Code well over a year ago, but Staff changes had occurred at the State, so Wilsonville finally had a scope of work, and the City received \$63,000 dollars to work with architect Marcy McInnelly of Urbsworks and her partner, Joseph Readdy. Keith Liden, who had consulted for the school district and was very familiar with Wilsonville, was also on the team. The timing was not ideal, given everything else that was happening, but it was added to the work program because Staff wanted to accept the money and move the project forward. Property owners, the Chamber of Commerce, the brokerage community and other interested parties would be involved. Given the adoption of the Day Rd Design Overlay, Staff would revisit some of those design aspects to see if some processes could be streamlined. Exciting architectural books defining good industrial and office development would be created, providing an optional path for applicants. The Coffee Creek area would be used as a geographically-defined test case for the application of the new pattern book.

- The State was excited to roll out the Industrial Form Based Code and believed it could have application in other parts of the state. The State really wanted to create unique projects that could be tailored to different communities. The kick-off meeting, orientation and tour of the area had already been held. Staff was now doing mapping and assisting from a technical standpoint. He noted that the scope had been included for the Planning Commission's information.
- This code has not been done locally and was usually done on main streets or downtowns so, having it applied to a truly industrial area was unique. It would not be taken as far as to ignore all land uses, as many form-based codes did. However, there would be a picture book, pattern book, public realm, and good design with more of a checklist-type of approach to industrial development specifically. There was no test case, at least not in Oregon, and even nationally, there did not appear to be any great models.

IX. ADJOURNMENT

Chair Altman adjourned the regular meeting of the Wilsonville Planning Commission at 7:25 p.m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for
Linda Straessle, Planning Administrative Assistant



City of Wilsonville

**PLANNING COMMISSION
WEDNESDAY, DECEMBER 11, 2013**

VI. WORK SESSION

- A. Draft Residential Lands Study Report distribution (Mangle)

The draft of the full Housing Needs Analysis technical appendix will be distributed at the December meeting.



City of Wilsonville

**PLANNING COMMISSION
WEDNESDAY, DECEMBER 11, 2013**

VI. WORK SESSION

- B. Goal 10 Housing Needs Analysis and related Code Amendments (Mangle)

**PLANNING COMMISSION
 STAFF REPORT**

Meeting Date: December 11, 2013	Subject: Statewide Planning Goal 10 Housing Needs Analysis Project Staff Member: Katie Mangle Department: Planning
Action Required <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"/> Commission Direction <input type="checkbox"/> Consent Agenda	Advisory Board/Commission Recommendation <input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable Comments:

Staff Recommendation: None. This is a briefing for information and discussion only.
Recommended Language for Motion: N/A

PROJECT / ISSUE RELATES TO:		
<input checked="" type="checkbox"/> Council Goals/Priorities 5 - Thoughtful Land Use	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

ISSUE BEFORE THE COMMISSION:

The Housing Needs Analysis project is designed to both meet state Periodic Review requirements and to inform planning for the Frog Pond and Advance Road areas.

The focus of the December work session will be on code amendments needed to fulfill the Periodic Review task. At the direction of State Department of Land Conservation and

Development (DLCD) staff, City staff has identified several policy changes that are needed to fully comply with Statewide Planning Goal 10 and the state laws and administrative rules that implement it.

The draft Wilsonville Residential Lands Study is included as Attachment A, though staff is not planning to present it during the meeting. The draft of the full Housing Needs Analysis technical appendix will be distributed at the December meeting for Commission review. The draft illustrative Report will be the focus of the public forum in January, and both documents will be the subject of a Commission work session in February.

EXECUTIVE SUMMARY:

One of the initial steps of the Goal 10 Housing Needs Analysis project was to evaluate whether the Wilsonville Planning and Land Development Code complies with state and federal requirements. Overall, the City of Wilsonville is in compliance with applicable Federal and State housing regulations, with no significant, policy-changing amendments needed to comply with state and federal regulations. Department of Land Conservation and Development (DLCD) staff, who oversee compliance with state land use policies, concur with staff that the following four types of amendments will be needed for the City to comply with Goal 10:

1. **Allow Duplexes.** Add “duplex” to the list of uses allowed in all PD-R zones (Section 4.124). These zones allow single family and multifamily development; duplexes are already allowed in every other zone in the City. See Attachment B. Research indicates that this reference once existed, but may have been inadvertently deleted in prior code editing efforts.
2. **Clear and Objective Review of Needed Housing.**
 - A. Add an alternative, objective, Site Design Review process for new or significantly modified multifamily residential development in the PD-R zones, to be applied in the rare cases when such development does not also trigger Planned Development Stage 1 or Stage 2 review. See Attachment C for a preliminary draft of code changes that could achieve this objective.
 - B. Add an alternative, objective, review process for new attached and detached single family housing proposed in the Old Town Overlay Zone. See Attachment D for a preliminary draft of code changes that could achieve this objective.

1. Duplexes.

The Issue:

ORS.197.307(3) requires that needed housing types be permitted in one or more zoning districts. Wilsonville has a variety of zones, and together they allow for all needed housing types. Zones that implement the Comprehensive Plan for development (all zones except RA-H) allow for all housing types. One exception is that duplexes are not clearly allowed in the PD-R zones, though these zones allow multifamily development.

Recommendation:

Because duplexes are allowed in all other residential zones in the city, this amendment is not required for Goal 10 compliance. However, in the interest of encouraging a range of housing types, including those that result in moderate densities, staff recommends making this change to the code.

3. Clear and Objective Review of Needed Housing.

The Issue:

ORS.197.307(4 and 6) require that cities apply clear and objective approval standards and processes for certain residential development. In Wilsonville, most development is reviewed primarily against objective criteria, with consideration of aesthetics, through the Site Design Review process (see Table 1). Though this process has resulted in creation of hundreds of residential units in a wide variety of housing types distributed throughout the community, it requires discretionary approval of nearly all housing developments.

3A. Site Design Review of Multifamily Housing

Background:

For over 25 years the City has applied the Site Design Review process to numerous projects, resulting in a diverse array of housing types throughout the community. The Site Design Review application (Section 4.400) involves review at a public hearing by the Development Review Board (DRB) through a Class III quasi-judicial process (or during review of modifications through a Class II administrative process). It is almost always reviewed concurrently with other Class III DRB applications, such as Stage 2 of the Planned Development application. The Site Design Review process addresses many objectives, from site function and environmental protection to aesthetics. Most criteria do not relate to building design or form, which are addressed via the objective criteria for setbacks, height, open space, access, tree protection, landscaping, and parking.

Table 1. Summary of Review Procedures for Each Needed Housing Type¹

NEEDED HOUSING CATEGORIES	ZONE				
	RA-H	Residential (4.122)	PD-R (4.140, 4.124 through 4.124.7)	Village (4.125)	Old Town Overlay Zone (4.138)
Manufactured units on individual lots	Class I - Building permit	Class I - Building permit	N/A	Class I Building Permit	Class 3 - Site Design Review
Single family detached	Class I - Building permit	Class I - Building permit	Class I - Building permit	Class I - Building permit	Class 3 - Site Design Review
Single family attached (2 units on one lot, a duplex)	Conditional Use	Class I - Building permit	Not allowed	Class I - Building permit	Class 3 - Site Design Review

¹ Class I review is purely administrative “over the counter” procedure. Class II review is an administrative review that includes notification of surrounding property owners. Class III review involves public notification and a public hearing before the Development Review Board, which makes the decision.

Single family attached (a 2-unit rowhouse)	Conditional Use	Class I- Building permit	Class I- Building permit	Class I - Building permit	
Single family attached (2+ units)	Not permitted	Class 3 - Site Design Review	Class 3 - Site Design Review	Class 3 - Final Devel. Plan (FDP)/ Site Design Review	Class 3 - Site Design Review
Multifamily (3+ units)	Not permitted	Class 3 - Site Design Review	Class 3 - Site Design Review	Class 3 - Final Devel. Plan / Site Design Review (FDP)	Class 3 - Site Design Review

Site Design Review is almost always completed concurrently with Planned Development Stage 2 Review, or Villebois Preliminary Development Plan (PDP) review. In the rare instances when an application undergoes Site Design Review independent of other required discretionary review, DLCDC staff have determined that the City should provide an alternative, administrative review process for needed housing development.

Recommendation:

It is recommended that the City add an alternative, objective, Site Design Review process for new or significantly modified multifamily residential development, to be applied in the rare cases when such development does not also trigger other discretionary review (e.g., Planned Development Stage 2 review).

3B. Old Town Overlay Zone (OTOZ)

The Issue:

The Old Town Overlay Zone does not provide an option for an administrative land use approval process for new single family housing.

Background:

The OTOZ includes objective development standards for building height and setbacks, landscaping, building entrances and materials, window placement, and articulation. It also includes some discretionary criteria related to the pedestrian environment and building compatibility. The overlay zone requirements outlined in Section 4.138 apply in addition to the base zone requirements, and are implemented through the Site Design Review process. Review against the OTOZ standards, and the Site Design Review process, is required of all new development, including single family housing.

Adding such a process is also one of the key steps to implementing the Old Town Plan, which calls for encouraging context-sensitive infill development that respects the urban fabric and heritage of this older neighborhood. The Old Town Plan includes a Pattern Book for design of new development (see Attachment E) Upon Council adoption of the Plan, staff was directed to “Review and incorporate all or parts of the Architectural Pattern Book into WC 4.138 - Old

Town Overlay Zone to create process related efficiencies and a hierarchy of process types for different construction activities.” Providing an administrative review process will make it easier to develop single family homes, which is the desired housing type in the Plan. Adding single family development design standards that are based on the Pattern Book will help ensure a basic quality of design is incorporated into new houses.

Recommendation:

Add an alternative, objective, review process for new attached and detached single family housing proposed to be developed in the Old Town Overlay Zone. Staff has drafted additional amendments needed to implement the Old Town Pattern Book, such as lot design and lot coverage standards, and design standards for accessory dwelling units. These may be included in the package of Goal 10 code amendments as well. Staff has shared Attachment D with Old Town neighborhood representatives, and is seeking their concurrence on whether this approach effectively implements the goals of the Old Town Plan.

TIMELINE:

The Code amendments outlined in this report are needed for the City to complete the Periodic Review task to fully comply with Goal 10. It is not necessary to adopt the amendments concurrently with the Residential Land Report. However, doing so will allow for a full discussion of the issues in the context of the Goal 10 project, and allow the City to complete the task in the most efficient manner.

The Goal 10 Housing Needs Analysis project schedule is designed to provide the City with information needed for concept planning of the Frog Pond area:

- **January:** The Committee for Citizen Involvement will host a widely-advertised public forum on the draft strategy. Council will hold a work session on the draft Wilsonville Residential Lands Report.
- **Spring 2013:** Review and conduct public hearings on the final draft of the Wilsonville Residential Lands Report, which will include the Summary, Needs Analysis, and Strategy.

ATTACHMENTS

- A. Draft Wilsonville Residential Land Study
- B. Preliminary draft of Development Code amendments to Section 4.124
- C. Preliminary draft of amendments to Section 4.400 Site Design Review
- D. Preliminary draft of amendments to Section 4.138 Old Town Overlay Zone
- E. Excerpts from the Old Town Architectural Pattern Book

WILSONVILLE RESIDENTIAL LAND STUDY

December 4, 2013



DRAFT

SUMMARY

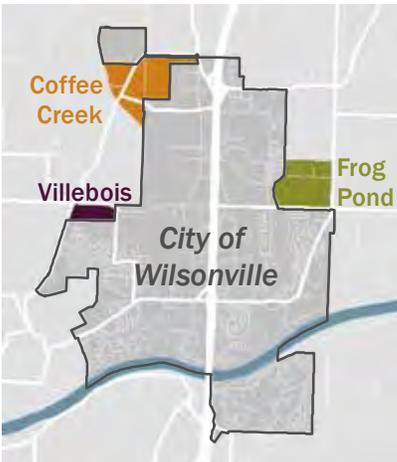
Summary

The City of Wilsonville, Oregon, features high-quality neighborhoods, popular amenities, and a healthy job base. The City's population has grown continuously over time, even during the Great Recession. Between 2000 and 2012, Wilsonville added 6,500 new people—an increase of 47%. This growth has continued throughout the economic recovery: between July 2012 and July 2013, Wilsonville added more than 1,000 new residents.

Population growth creates a need for housing. Wilsonville is actively planning to accommodate future population and employment. This report, the Wilsonville Residential Land Study, is a key part of the City's planning efforts. Key findings of the study include the following:

- **Wilsonville is planning for a complete, balanced community.** The Wilsonville Comprehensive Plan includes a balanced portfolio of different housing types that are well designed and will be developed across the community to serve different people at different points in their lives.
- **Wilsonville's Comprehensive Plan and Development Code meet state requirements.** The City's primary obligations are to (1) designate land in a way that 50% of new housing could be either multifamily or single-family attached housing (e.g., townhouses); (2) achieve an average density of eight dwelling units per net acre; and (3) provide enough land to accommodate forecasted housing needs for the next 20 years.
- **Wilsonville's existing housing stock is 50% multifamily, 41% single-family detached, and 9% single-family attached.** The City's Comprehensive Plan allows for a development mix of 50% single-family detached and 50% single-family attached or multifamily housing, if Frog Pond is planned exclusively for single-family detached housing. When planning for future development in Frog Pond, the community has latitude (though not complete autonomy) for local decision making about the type and density of housing.
- **Wilsonville has historically grown faster than Metro's growth forecasts.** Recent trends suggest that Wilsonville is likely to grow at a faster rate than Metro's forecasts predict. The implication of a faster growth rate is that the City needs to plan for housing in Town Center and Advance Road to meet the forecasted need. These areas will be needed to accommodate more housing in the latter part of the 20-year planning horizon.
- **Wilsonville is anticipating significant employment growth in the next 20 years.** Many people that work in Wilsonville live in other communities. Providing housing options in close proximity to employment centers could reduce pressures on the transportation system and reduce household commuting costs.

Wilsonville is actively planning to accommodate future population and employment.



WILSONVILLE PLANNING AREA

Coffee Creek, Frog Pond, and Villebois are currently outside Wilsonville city limits but are included in the Wilsonville Planning Area.

Purpose of Housing Needs Analysis

This report presents a Residential Land Study for the City of Wilsonville. The purpose of the study is to help decisionmakers develop policies to guide housing development in Wilsonville over the next 20 years. The study provides the City with information about the housing market in Wilsonville, in the context of the broader Portland metropolitan area. It describes the factors that will affect housing demand in Wilsonville in the future, such as changing demographics and potential changes to regional commuting patterns. This information is foundational to the Concept Planning process for Frog Pond and Advance Road.

The purpose of the Residential Land Study is to help decisionmakers develop policies to guide residential development over the next twenty years.

In addition, the Residential Land Study is intended to comply with Statewide Planning Goal 10, which governs planning for housing and residential development. Goal 10 requires the City to plan for housing that meets identified needs for housing within an urban growth boundary, at particular price ranges and rent levels. In short, Wilsonville must plan for a range of housing types at a range of price levels.

The Wilsonville Residential Land Study focuses on planning over the 2014 to 2034 period, using Metro's forecasts of housing growth and historical development trends in Wilsonville from 2000 to 2012. The study considers an alternative forecast for growth to illustrate housing demand if Wilsonville continues to grow faster than Metro's growth forecasts. City staff and decisionmakers can use information in the study to inform their work with Metro to expand the regional urban growth boundary.

PRODUCTS OF THE RESIDENTIAL LANDS STUDY



Summary of the Comprehensive Plan

“The City of Wilsonville shall provide opportunities for a wide range of housing types, sizes, and densities at prices and rent levels to accommodate people who are employed in Wilsonville.”

Wilsonville Comprehensive Plan, Policy 4.1.4

Wilsonville has a history of pro-active planning to accommodate residential development. Wilsonville’s Planning and Land Development Ordinance is structured and implemented differently than the codes of most other cities.

When Wilsonville incorporated in the 1960s, much of the land in the City was greenfields. By 1971, the City had a General Plan that included a goal related to affordable housing, plus the following objectives:

- Establish residential areas that are safe, convenient, healthful, and attractive places to live
- Encourage variety through the use of clusters and planned developments
- Develop a renewal program to update the “Old Town” area

Wilsonville has a unique and flexible market-based system of planning for and permitting residential development. Since Wilsonville’s Comprehensive Plan was initially acknowledged in 1980, Wilsonville has planned for growth of an industrial base surrounded by quality residential areas that feature a mix of single- and multifamily development, with an emphasis on open space and the natural environment. The 1988 plan update identified several issues that continue to be issues today:

- The majority of workers employed in Wilsonville do not live in the City
- Housing in Wilsonville is not affordable to some households
- Loss of existing mobile home parks will decrease the amount of affordable housing

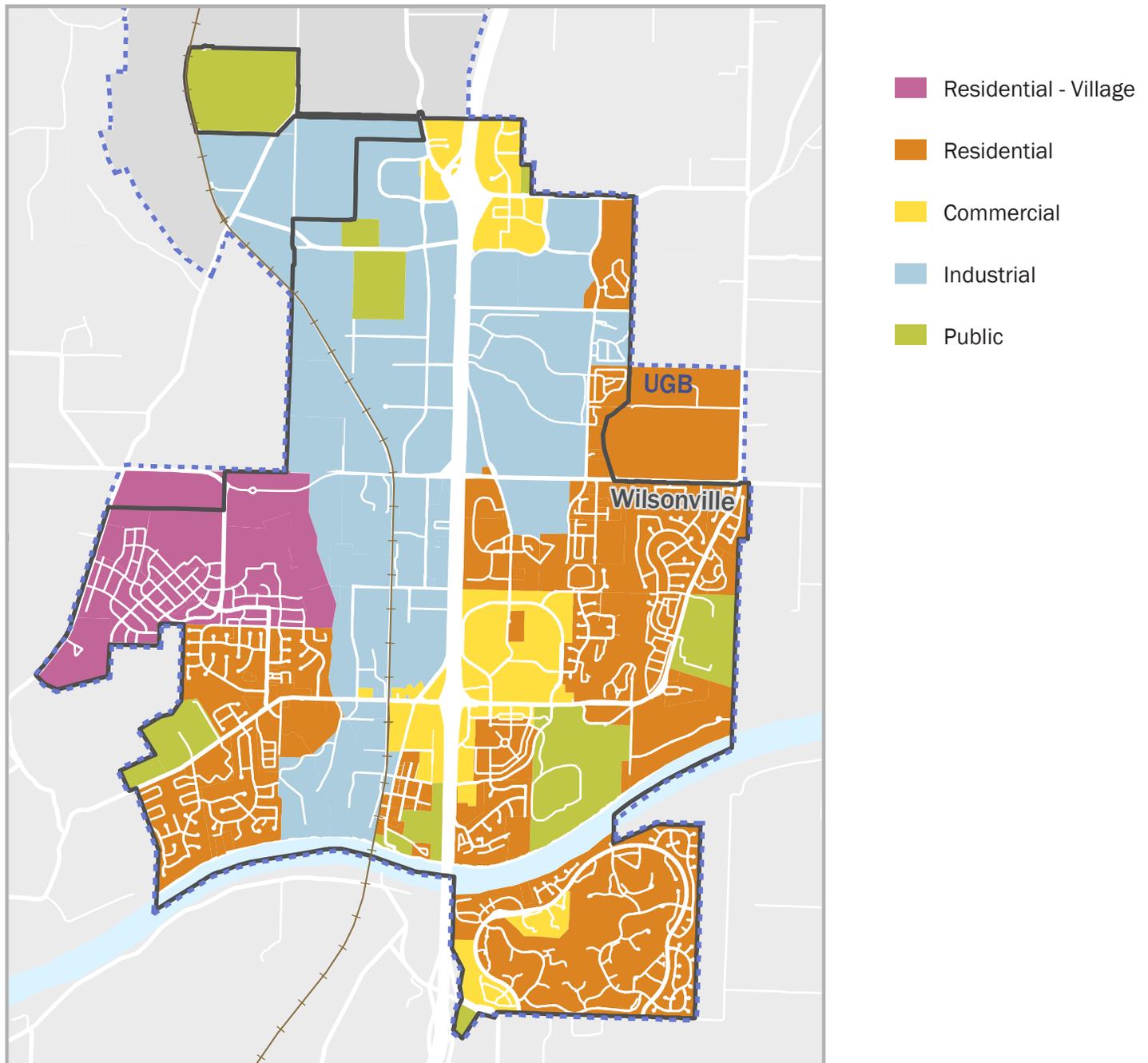
One of the core elements of Wilsonville’s approach is master planning. Wilsonville has three approved master plans for residential development that have not yet been fully implemented. These are the plans for Villebois, Brenchley Estates, and Town Center (which is primarily commercial but allows some residential development). Villebois Village is the largest master-planned neighborhood in Wilsonville, planned to include 2,300 housing units. The Villebois Concept Plan and subsequent Master Plan established a vision for an “urban village” surrounding a mixed-use urban center. Each of the neighborhoods within the village includes a mix of housing types, and the Village Center was planned for higher-density and mixed-use development.

SUMMARY OF THE COMPREHENSIVE PLAN

In sum, Wilsonville has long had a strong vision to provide a mix of housing types that match the financial capacity of the community. That commitment is reflected in the City's comprehensive plan and implementing ordinances and played a big role in the residential development pattern seen in Wilsonville in 2013.

Providing a mix of housing types and densities to create a whole community was envisioned in the original Comprehensive Plan map and text—a vision that the City has consistently implemented.

COMPREHENSIVE PLAN MAP



Snapshot of Wilsonville

Population and housing characteristics are useful for better understanding Wilsonville and the people that live here. Characteristics such as population growth, age of residents, household size and composition, commuting patterns, average pay per employee, and home ownership provide useful information about the City's historical development patterns and how Wilsonville fits into the broader Portland Region (defined here as Multnomah, Clackamas, and Washington counties.)

Unless otherwise noted, all data in this document are from the U.S. Census.

Wilsonville is growing.

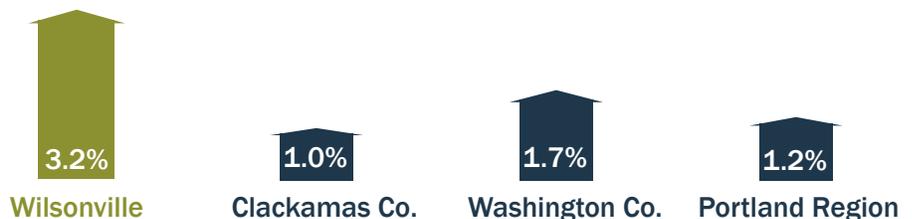
Between 2000 and 2012, Wilsonville grew faster than the tri-county region. Wilsonville added more than 6,500 residents between 2000 and 2012.

Wilsonville's location, transportation connections and mix of amenities are attractive to younger people who want to live in the southern part of the Portland Region.

Wilsonville is young.

Wilsonville has a relatively young median age and a large share of young working-age residents.

AVERAGE GROWTH PER YEAR, 2000-2012



POPULATION, 2012

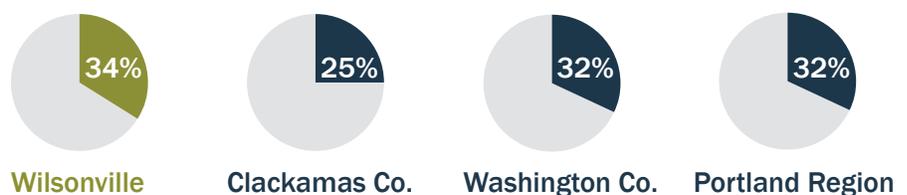
Source: Portland State University, Population Research Center



MEDIAN AGE, 2010

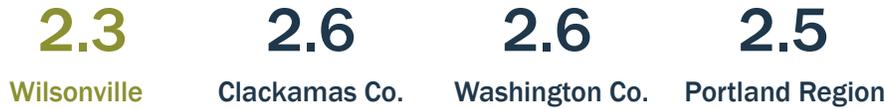


PERCENT OF RESIDENTS WHO ARE 18-39 YEARS OLD, 2010



SNAPSHOT OF WILSONVILLE

AVERAGE NUMBER OF PEOPLE PER HOUSEHOLD, 2010



Wilsonville has smaller household sizes than the regional average.

PERCENT OF HOUSEHOLDS THAT ARE SINGLE-PERSON, 2010



Wilsonville has large shares of single-person and non-family households.

Wilsonville attracts younger 1 or 2 person households. Wilsonville also has a higher percentage of older households, in part because of senior housing developments in Charbonneau.

PERCENT OF HOUSEHOLDS THAT ARE NON-FAMILY, 2007-2011

A family household is one in which the householder is related to at least one other person in the household by birth, marriage, or adoption. Non-family households include people living alone, unmarried couples, and unrelated housemates.



PERCENT OF HOUSEHOLDS THAT RENT, 2010



More than half of households in Wilsonville rent.

Wilsonville has a higher percentage of renters than other cities in the region.

SNAPSHOT OF WILSONVILLE

Commuting Trends

EMPLOYMENT INFLOW AND OUTFLOW, 2010

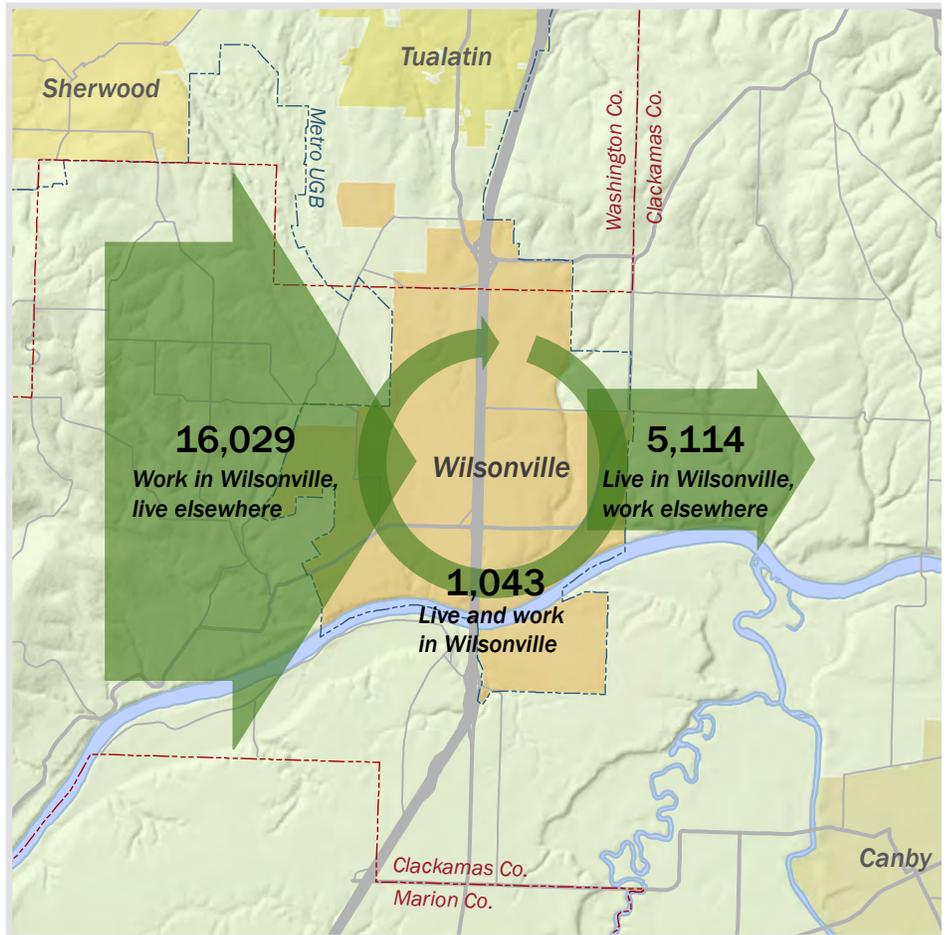
Wilsonville imports workers from Portland Region.

About 16,000 people commute to Wilsonville to work, mostly from Clackamas and Washington counties.

Relatively few people—about 1,000—live and work in Wilsonville.

The majority of Wilsonville’s workers commute to work in other parts of the Portland Region.

About 5,100 workers commute from Wilsonville to work across the Portland Region.



PERCENT OF WORKERS WHO COMMUTE IN, 2010

92% (16,029 out of 17,072) Wilsonville	93% (18,827 out of 20,142) Tualatin	85% (10,221 out of 11,961) Oregon City	92% (34,142 out of 37,034) Tigard
------------------------------------------------------------	---------------------------------------------------------	------------------------------------------------------------	-------------------------------------------------------

Nearby cities have similar commuting patterns to Wilsonville.

PERCENT OF WORKING RESIDENTS WHO COMMUTE OUT, 2010

83% (5,114 out of 6,157) Wilsonville	88% (9,501 out of 10,816) Tualatin	86% (10,589 out of 12,329) Oregon City	86% (17,917 out of 20,809) Tigard
----------------------------------------------------------	--------------------------------------------------------	------------------------------------------------------------	-------------------------------------------------------

Characteristics of Wilsonville's Workforce

In 2011, Wilsonville had more 17,800 jobs at more than 900 businesses.

AVERAGE PAY PER EMPLOYEE, 2011

Source: Oregon Employment Department, Quarterly Census of Employment and Wages

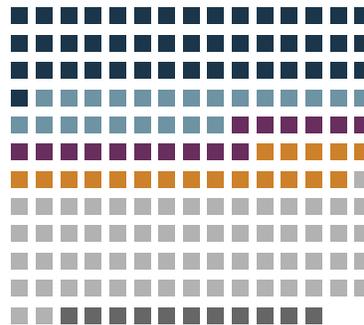
\$54,534	\$43,400	\$56,600	\$49,400
Wilsonville	Clackamas Co.	Washington Co.	Portland Region

Six out of Wilsonville's ten largest employers are manufacturers.

WILSONVILLE JOBS BY SECTOR OF FIRM, 2011

1 square represents 100 jobs. Source: Oregon Employment Department, Quarterly Census of Employment and Wages

- Manufacturing (4,600 jobs / 26%)**
- Wholesale Trade (2,300 jobs / 13%)**
- Other Industrial (1,600 jobs / 9%)**
- Retail Trade (1,900 jobs / 10%)**
- Other Services (6,300 jobs / 35%)**
- Government (1,100 / 6%)**



AVERAGE PAY PER EMPLOYEE, WILSONVILLE, 2011

Source: Oregon Employment Department, QCEW

Manufacturing: \$69,700
Wholesale Trade: \$60,300
Other Industrial: \$51,900
Retail Trade: \$31,200
Other Services: \$49,900
Government: \$49,700

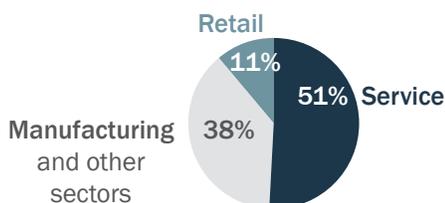
METRO FORECAST OF JOB GROWTH, 2010 TO 2035

Metro forecasts that employment in and around Wilsonville will grow by nearly 14,000 jobs by 2035. About half of this growth is expected to be in jobs with higher-than-average pay, such as manufacturing. This growth will increase demand for all types of housing in Wilsonville, with the biggest increase in demand for owner-occupied single-family detached housing.

Metro forecasts an increase in the highest paying jobs, such as manufacturing.

Wilsonville Planning Area

9,000 new jobs



Coffee Creek, West Railroad, and Basalt Creek

4,900 new jobs



The City is planning for approximately 1,100 jobs in Coffee Creek by 2020.

Snapshot of Wilsonville's Housing

Analysis of historical development trends in Wilsonville provides insights into how the local housing market functions in the context of the region. The Portland Region is expected to add nearly 300,000 new households by 2035. Population employment growth forecasts suggest that Wilsonville's housing market will remain strong for a long time to come, despite the recent downturn in the regional and national housing market.

HOUSING TYPES



Single-family detached
(includes mobile and manufactured homes)



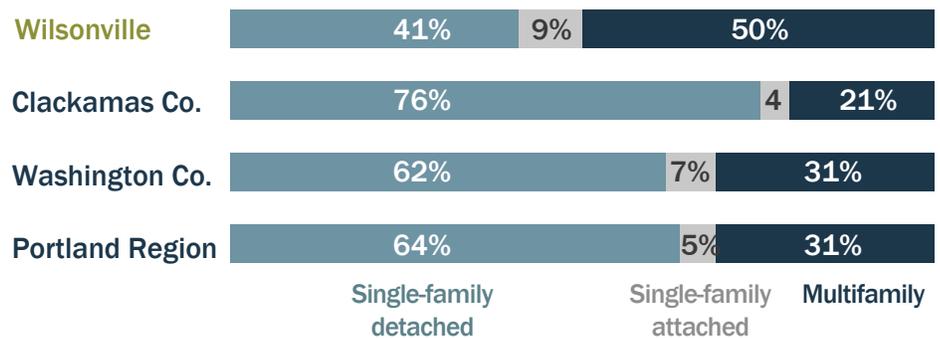
Single-family attached
(townhouses)



Multifamily

Wilsonville has a wider range of housing types than the regional average.

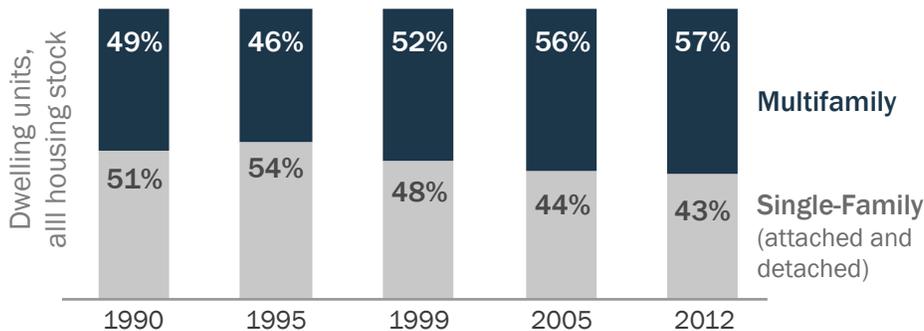
MIX OF EXISTING HOUSING, 2007-2011



SNAPSHOT OF WILSONVILLE'S HOUSING

CHANGE IN HOUSING MIX, WILSONVILLE, 1990-2012

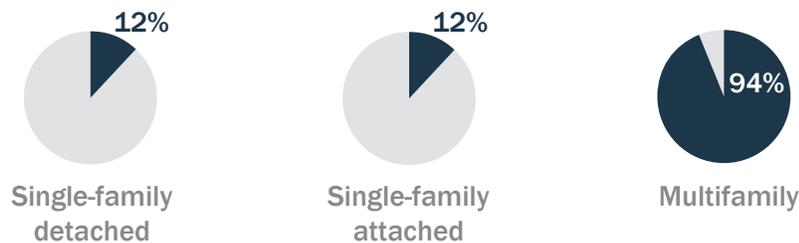
Source: 1990: Annual City housing inventory report, 1995: Annual City housing inventory report, 1999: Comprehensive Plan, 2005: 2005 Wilsonville Housing Study, 2012: Annual City housing inventory report



The amount of multifamily housing in Wilsonville increased over the last decade.

Two-thirds of units permitted during the 2000-2013 period were multifamily housing.

PERCENT OF WILSONVILLE HOUSING UNITS THAT ARE RENTER-OCCUPIED, 2007-2011



Homeownership and housing type are related.

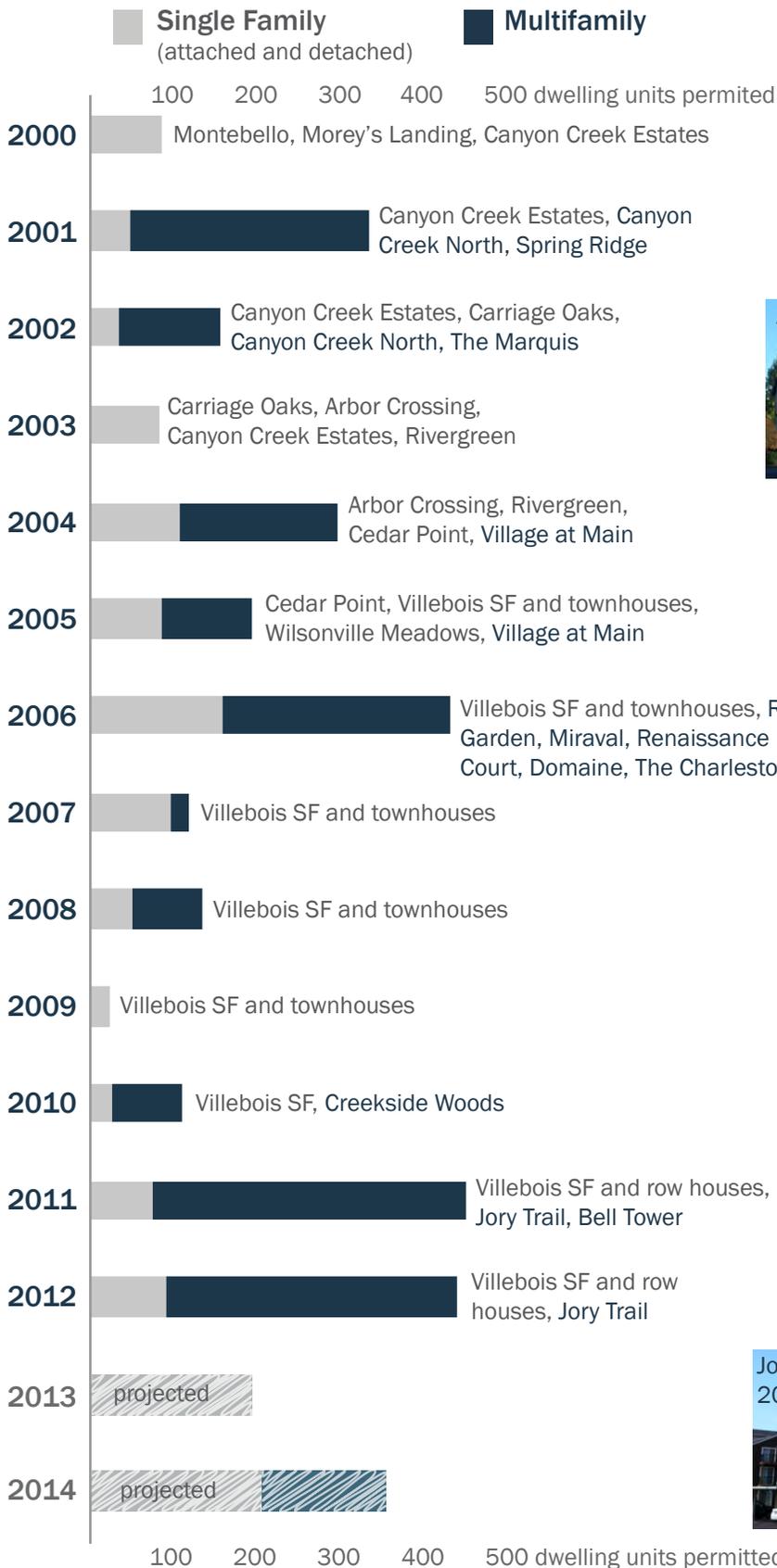
Although most single-family housing is owner occupied, 12% is occupied by renters.

The development timeline on the following page highlights recent single-family and multifamily development in Wilsonville. Between 2000 and 2012, Wilsonville permitted 2,862 housing units, 1,892 (66%) of which were multifamily. New multifamily developments in Wilsonville serve a diverse range of people and are located throughout the City. Types of new development include:

- Market-rate apartments and townhouses with amenities like patios, fitness centers, and high-speed internet. Examples include Jory Trail at the Grove, Domaine, Bell Tower, and Village at Main.
- Senior living, both assisted and independent. Examples include Spring Ridge and the Marquis.
- Government-subsidized affordable housing, some of which is designated for seniors or people with mental illnesses. Examples include Creekside Woods, Rain Garden Apartments, and the Charleston.

SNAPSHOT OF WILSONVILLE'S HOUSING

Development Timeline, 2000-2014



Source: City of Wilsonville Building Permit Database

SNAPSHOT OF WILSONVILLE'S HOUSING

Affordability

The term *affordable housing* refers to a household's ability to find housing within its financial means. Housing affordability affects both higher and lower income household and is an important issue for Wilsonville and the Portland Region. Low-income households have fewer resources available to pay for housing and have the most difficulty finding affordable housing. Key points about affordability include:

- Wilsonville will have an on-going need for housing affordable to lower-income households.
- The City is planning for needed housing types for households at all income levels and will work with housing providers to ensure availability of housing affordable to lower-income households.

RATIO OF MEDIAN OWNER VALUE TO MEDIAN HOUSEHOLD INCOME

(Lower ratios indicate that housing is more affordable. HUD's standard is 3.0)



PERCENT OF HOUSEHOLDS THAT ARE COST BURDENED, 2007-2011



Wilsonville has seven low-cost apartment complexes for low-income residents, with a total of 474 units. The units are a mixture of 1-, 2-, and 3-bedroom units. While some developments have low or no vacancies, some developments have available units.

The City of Wilsonville supports the development and operation of affordable housing through exempting low-income housing from property taxes. Five of the seven low-income apartment complexes in Wilsonville were exempted from property taxes in 2013, resulting in \$277,000 in tax exemptions annually.

Over the next 20 years, Wilsonville's population growth will be driven by employment growth, much of which will be in jobs with average or higher-than-average pay. The City's planning framework provides opportunities for development of housing that is affordable to Wilsonville's current and future workforce, both for owner-occupied and renter-occupied housing. That said, like other communities in the Metro region, Wilsonville will have an on-going need for housing affordable to lower-income households, as well as middle- and upper-income households.

Wilsonville's planning framework supports the development of housing that is affordable to a variety of households.

Wilsonville's owner-occupied housing is less affordable than regional averages.

Cost burden is as common in Wilsonville as in the region.

Households that are cost burdened spend more than 30% of their income on housing.

Wilsonville is meeting its obligations to plan for a range of housing types for households at all income levels.

Development Capacity

DEFINITIONS

Buildable residential land: unconstrained suitable land designated for residential development.

Capacity: number of dwelling units that can be accommodated on buildable land at planned densities.

Housing Density: Number of dwelling units in an acre of land, with 43,560 feet to 1 acre.

Housing density can be expressed as the number of dwelling units per net or gross acre.

Gross acre: includes rights-of-way (land used for roads and streets.) Land used for rights-of-way is not buildable.

Net acre: does not include rights-of-way.

Wilsonville had about 477 gross acres of developable residential land in 2013. The inventory identified 251 gross acres of vacant buildable land and 228 gross acres of land that is partially vacant or likely to redevelop.

The capacity analysis estimates the number of new dwelling units that can be accommodated on Wilsonville's residential land supply. And by applying assumptions based largely on the Comprehensive Plan, the capacity analysis evaluates different ways that vacant suitable residential land could be developed

This study assumes that new development within the city will occur within the range of densities adopted for each residential district in the Comprehensive Plan, or at the densities outlined in the Villebois Master Plan. For the purposes of this study, Frog Pond, which has yet to be planned, is assumed to have a density of 5 - 8.5 units per gross acre (i.e., with houses on roughly 7,000-8,000 square-foot lots).

LOW CAPACITY SCENARIO

3,390 dwelling units

Single-family detached:

1,622 / 48%
units

Multifamily:

1,768 / 52%
units

7.1 dwelling units per gross acre

HIGH CAPACITY SCENARIO

4,229 dwelling units

Single-family detached:

2,016 / 48%
units

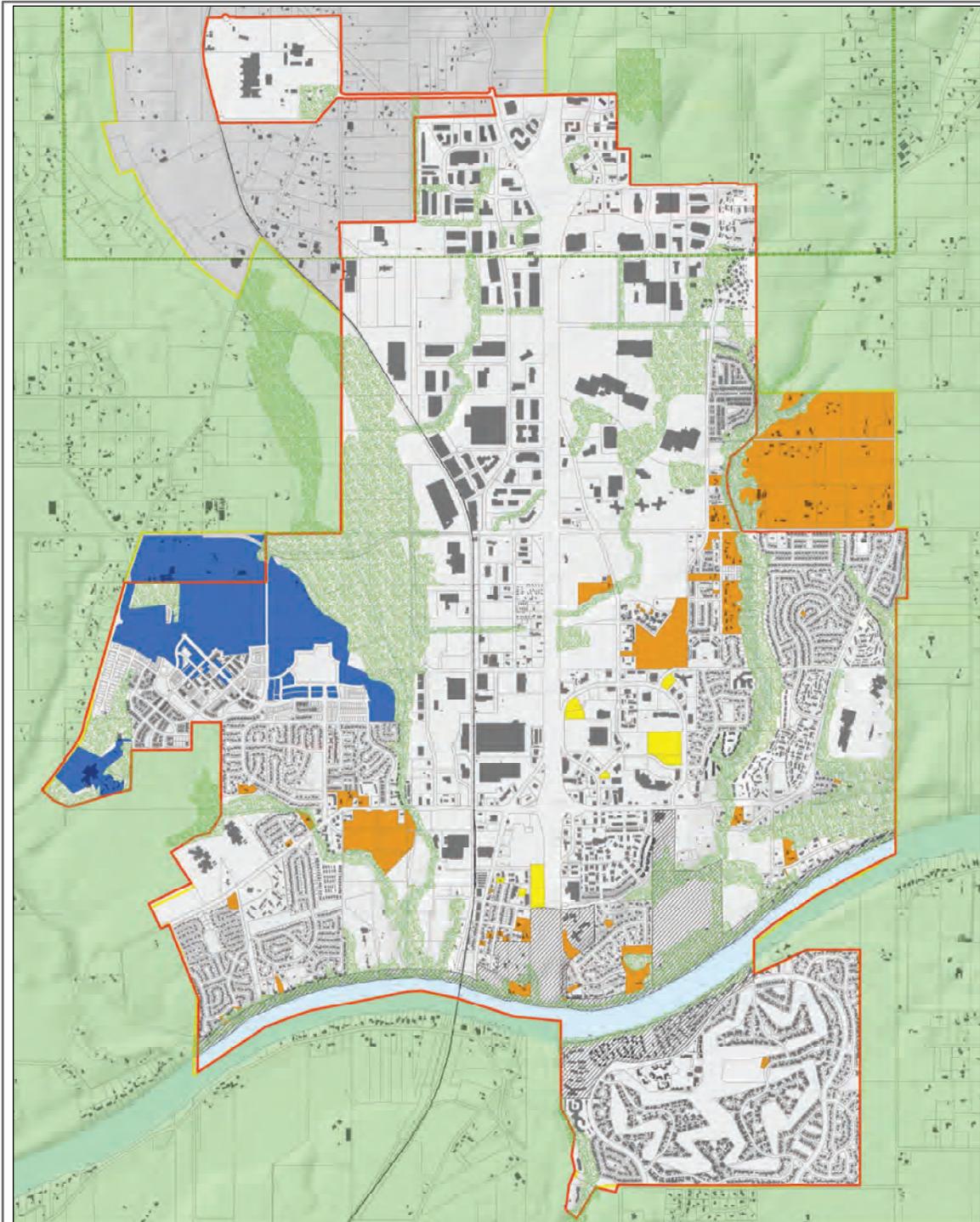
Multifamily:

2,213 / 52%
units

8.9 dwelling units per gross acre

Based on these assumptions, Wilsonville's 477 acres of suitable buildable residential land has the capacity to accommodate between 3,397 and 4,236 new dwelling units.

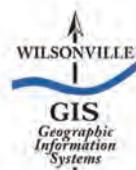
- The low-capacity scenario results in an overall density of 7.1 dwelling units per gross acre or 8.8 dwelling units per net acre.
- The high-capacity scenario results in an overall density of 8.9 dwelling units per gross acre or 10.5 dwelling units per net acre.



Buildable Residential Lands Inventory Map

Data from 2/2013, Map Created 5/2013

- | | |
|------------------------------------------|---------------------------|
| Vacant lots and land likely to redevelop | SROZ |
| Comprehensive Plan | Willamette River Greenway |
| Commercial | County Boundary |
| Residential | City Limits |
| Village | UGB |

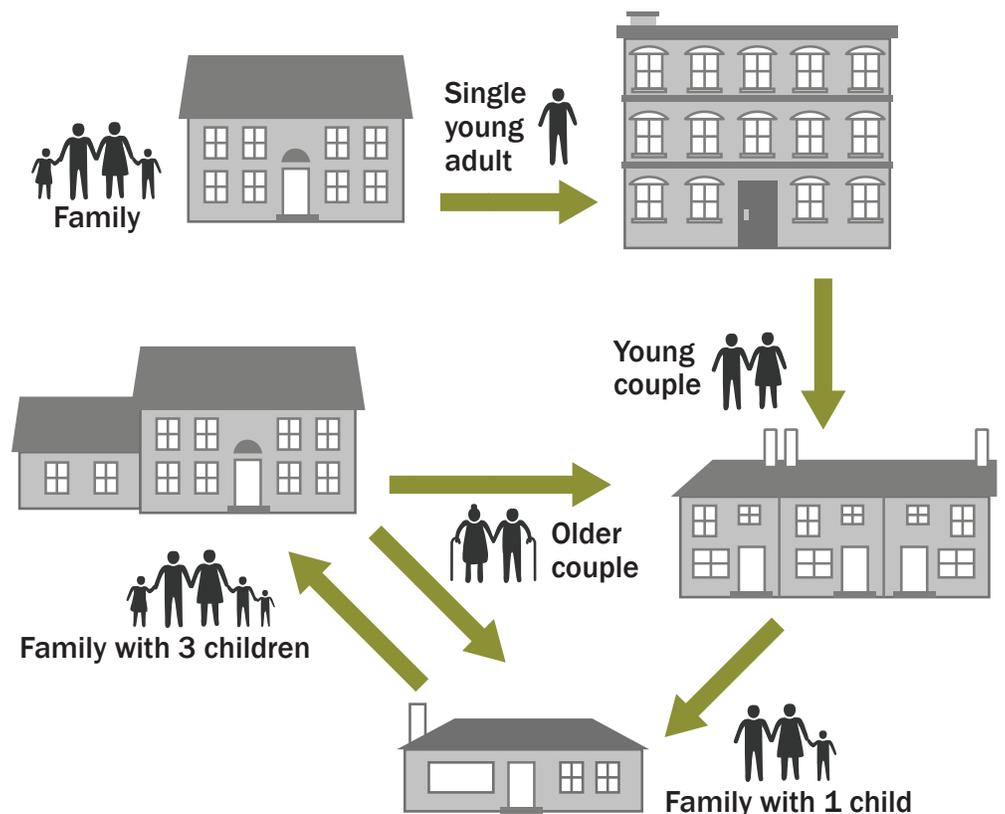


Factors Affecting Housing Need

Studies and data analysis have shown a clear linkage between demographic characteristics and housing choice, as shown in the figure below. Key relationships include:

- Homeownership rates increase as income increases
- Homeownership rates increase as age increases
- Choice of single-family detached housing increases as income increases
- Renters are much more likely to choose multifamily housing than single-family housing
- Income is a stronger determinant of tenure and housing-type choice for all age categories.

HOUSING LIFE CYCLE



The linkages between demographics and housing need can be used to predict future housing need in Wilsonville. Three main demographic trends are particularly important for Wilsonville and the Portland Region:

- Aging of the Baby Boomer Generation
- Aging of the Millennial Generation
- Continued growth of the Hispanic/Latino population

People 60 and older are the fastest growing age group in the Portland Region. By 2040, 23% of the region's population is forecasted to be 60 and over, up from 14% in 2000.

Aging of the Baby Boomers

LIKELY TRENDS AMONG BABY BOOMER HOUSEHOLDS:

-  **Household sizes**
-  **Homeownership rates,** especially after 75 years old
-  **Income**

IMPLICATIONS FOR HOUSING:

Need for smaller, lower-cost housing near transit access and urban amenities such as shopping and health care services.

Wilsonville is successful at attracting young, working age people. The biggest question, with implications for Wilsonville's future housing needs, is whether younger people who move to Wilsonville for rental opportunities will continue to live in Wilsonville if they are ready to become homeowners.

Aging of the Millennials

LIKELY TRENDS AMONG MILLENNIAL HOUSEHOLDS:

-  **Household sizes** (as they form families)
-  **Homeownership rates**
-  **Income**

IMPLICATIONS FOR HOUSING:

Need for low-cost ownership opportunities with high quality of life.

The Hispanic/Latino population is Wilsonville's fastest growing racial or ethnic group. Nationwide, the Hispanic/Latino population is predicted to be the fastest growing racial/ethnic group over the next decades.

Continued growth of the Hispanic/Latino population

CHARACTERISTICS OF HISPANIC HOUSEHOLDS COMPARED TO NON-HISPANIC HOUSEHOLDS:

-  **Household sizes** (more children)
-  **Homeownership rates** (for eligible buyers)
-  **Income**

IMPLICATIONS FOR HOUSING:

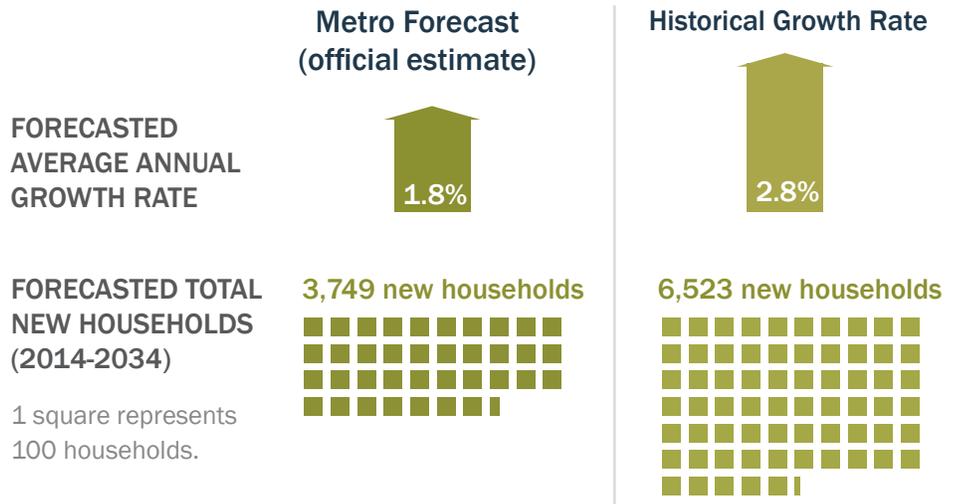
Need for larger, lower-cost renting and ownership opportunities.

Accommodating Housing Need

DEMAND FOR RESIDENTIAL LAND

The rate at which Wilsonville grows over the next 20 years will effect the number of new households and the demand for residential land. Metro forecasts that Wilsonville will grow at a rate of 1.8% per year for the 2014-2034 period. For comparison purposes, we show demand for residential land with both the official Metro forecast (1.8% annual growth) and at a historical growth rate (2.8% annual growth).

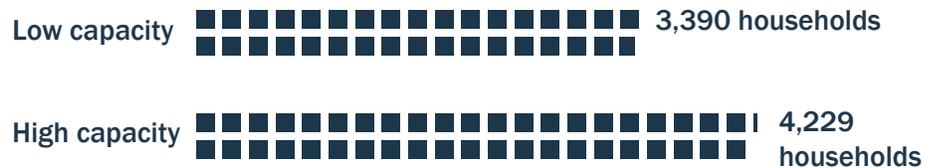
Metro forecasts that Wilsonville will add 3,749 households between 2014 and 2034.



CAPACITY ON BUILDABLE RESIDENTIAL LAND, WILSONVILLE PLANNING AREA

(1 square represents 100 households. For more detail, see page 14)

The Wilsonville planning area—which includes Frog Pond—has capacity to accomodate between 3,390 and 4,229 new dwelling units.

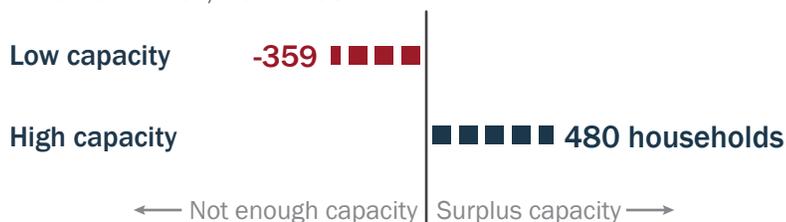


BASED ON METRO'S FORECAST, DOES WILSONVILLE HAVE ENOUGH BUILDABLE RESIDENTIAL LAND TO ACCOMMODATE HOUSING NEED?

- Under the low capacity scenario described on page 14, Wilsonville does not have enough land to accommodate new housing over the 20-year period. Wilsonville has a deficit of land to accommodate 359 new dwelling units.
- Under the high capacity scenario described on page 14, Wilsonville has enough land to accommodate new housing over the 20-year period. Under this scenario, Wilsonville can accommodate 480 dwelling units more than the Metro forecast projects over the 20-year period.

Wilsonville will need to add more residential land to the city limits between 2024 and 2032, depending on how fast the city grows.

COMPARISON OF HOUSING CAPACITY TO HOUSING DEMAND METRO FORECAST, 2014-2034



RESIDENTIAL LAND STUDY KEY FINDINGS:

The key conclusions of this study are that Wilsonville: (1) may not have a 20-year supply of residential land and (2) the City's residential policies meet Statewide Planning Goal 10 requirements.

- Under the Metro forecast, Wilsonville is very close to having enough residential land to accommodate expected growth. Wilsonville will run out of residential land by 2032.
- If Wilsonville grows faster than the Metro forecast, the City will run out of residential land before 2030, depending on how fast the City grows.
- Getting residential land ready for development is a complex process that involves decisions by Metro, City decisionmakers, landowners, the Wilsonville community, and others. The City is beginning the process of ensuring that additional residential land is available through the concept planning process for the Advance Road area.
- Wilsonville is meeting Statewide Planning Goal 10 requirements to "provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing" and to "provide for an overall density of eight or more dwelling units per net buildable acre."

Planning for Growth Areas

A key objective of the Wilsonville Residential Land Study is to inform policy choices related to residential development. Wilsonville's key residential policy choices are on the topics of planning for growth areas, Town Center, removing barriers to needed housing types in the city development code, and monitoring development.

Frog Pond

Information in the Residential Land Study will inform the Frog Pond Concept Plan and subsequent Master Plan. The City would like to develop strategies to determine desired densities and housing types for the Frog Pond Concept Plan. Given the City's experience with implementing the Villebois Master Plan, the adoption of a Frog Pond Concept Plan will provide a sufficient regulatory framework for developing certainty about achieving a specific mix and density of housing.

The Residential Land Study assumes that the majority of housing in Frog Pond will be single-family detached, with single-family-attached and multifamily housing accounting for 10% and 25% of housing in Frog Pond, respectively. The study also assumes that housing will develop at densities between 5.0 and 8.5 dwelling units per gross acre in Frog Pond.

While this study does not set the densities or other development assumptions for Frog Pond, it provides a reasonable place to begin discussions about residential development at Frog Pond. ECONorthwest recommends that the density and mix assumptions eventually built into the Frog Pond Concept Plan consider the results of the housing needs analysis, comply with the density and mix requirements of OAR 660-007, and consider the context of overall housing need in Wilsonville.

Advance Road

The Residential Land Study concludes that Wilsonville may have need for additional residential land, by 2032 or sooner. Advance Road was identified as an Urban Reserve area for residential uses. The City is beginning to plan for development of Advance Road, through the Concept Planning process for Frog Pond and Advance Road.

ECONorthwest recommends that City staff use information from Wilsonville's residential growth monitoring program to inform regional discussions with Metro about expansion of the UGB, which happen on a five-year cycle. City staff can provide Metro with information about population and housing growth, as well as residential development and land consumption, to inform UGB expansion discussions.

Given the amount of time it takes to get a new area to be development-ready



(i.e., brought into the UGB, planned, and services extended to the area), Wilsonville should begin discussions about bringing Advance Road into the UGB as part of the next cycle of UGB expansion discussions.

Town Center

City staff estimated the capacity in the Town Center zone ranges from 200 to 270 dwelling units. Town Center may be able to accommodate more housing, depending on the community's vision for development. The issue of how much housing to encourage in the Town Center is beyond the scope of this study.

ECONorthwest recommends that the City update the vision and master plan for Town Center, as part of a future planning process. This update should determine the potential market for housing in the Town Center, the amount and types of housing that the community wants in Town Center, Town Center's relationship to other residential areas, and how housing will relate to commercial development in Town Center.

Monitoring development activity

The determination of residential land sufficiency (page 19) is based on dwelling unit forecasts prepared by Metro. The Metro forecasts show new housing units increasing at a rate of 1.8% annually between 2014 and 2034 in the Wilsonville Planning Area. Under this forecast, Wilsonville will run out of residential land by about 2032.

If Wilsonville grows faster than Metro's forecast predicts, the city will run out of residential land sooner. For example, Wilsonville's household growth over the 2000-2012 period averaged about 2.8% annually. If Wilsonville continues to grow at this rate, the city will consume the available residential land by about 2025.

ECONorthwest recommends that City staff develop a monitoring program that will allow Wilsonville to understand how fast land is developing. The monitoring program will inform Metro's UGB planning process by providing more detailed information about housing growth and development capacity in Wilsonville. This information can help City staff and decision-makers make the case to Metro staff and decision-makers about the need for residential expansion areas. We recommend using the following metrics to monitor residential growth: population, building permits, subdivision and partition activity, land consumption, and right-of-way and open space dedications.

Legislative action on code changes

As part of this study, Wilsonville staff conducted a Goal 10 policy and Development Code evaluation. Staff concluded that Wilsonville is "... in compliance with applicable Federal and State housing regulations." City staff are proposing minor amendments to the Development Code to address issues such as allowing duplexes in all PD-R zones. ECONorthwest recommends that the City take action on these amendments.

Acknowledgements

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ECONorthwest prepared this report and is solely responsible for its content.

ECONorthwest specializes in economics, planning, and finance. Established in 1974, ECONorthwest has more than three decades of experience helping clients make sound decisions based on rigorous economic, planning, and financial analysis.

ECONorthwest gratefully acknowledges the substantial assistance provided by staff at the City of Wilsonville. Many other agencies and staff contributed to other research that this report relied on.

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**PROPOSED AMENDMENTS TO THE
WILSONVILLE
PLANNING AND LAND DEVELOPMENT CODE

PRELIMINARY DRAFT FOR DISCUSSION ONLY**

Section 4.124. Standards Applying To All Planned Development Residential Zones.

(.01) Examples of principal uses that are typically permitted:

- A. Open Space.
- B. Single-Family Dwelling Units.
- C. Multiple-Family Dwelling Units, subject to the density standards of the zone.
- D. Public parks, playgrounds, recreational and community buildings and grounds, tennis courts, and similar recreational uses, all of a non-commercial nature, provided that any principal building or public swimming pool shall be located not less than forty-five (45) feet from any other lot.
- E. Manufactured homes, subject to the standards of Section 4.115 (Manufactured Housing).

F. Duplexes.

Planned Development zones allow single family and multifamily development; duplexes are already allowed in every other zone in the City.

"Duplex" is defined in the Code as "Two dwelling units on a single lot, neither of which meets the definition of an accessory dwelling unit."

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PROPOSED AMENDMENTS TO THE WILSONVILLE PLANNING AND LAND DEVELOPMENT CODE

PRELIMINARY DRAFT FOR DISCUSSION ONLY

SITE DESIGN REVIEW

Section 4.400. Purpose.

- (.01) Excessive uniformity, inappropriateness or poor design of the exterior appearance of structures and signs and the lack of proper attention to site development and landscaping in the business, commercial, industrial and certain residential areas of the City hinders the harmonious development of the City, impairs the desirability of residence, investment or occupation in the City, limits the opportunity to attain the optimum use in value and improvements, adversely affects the stability and value of property, produces degeneration of property in such areas and with attendant deterioration of conditions affecting the peace, health and welfare, and destroys a proper relationship between the taxable value of property and the cost of municipal services therefor.
- (.02) The City Council declares that the purposes and objectives of site development requirements and the site design review procedure are to:
- A. Assure that Site Development Plans are designed in a manner that insures proper functioning of the site and maintains a high quality visual environment.
 - B. Encourage originality, flexibility and innovation in site planning and development, including the architecture, landscaping and graphic design of said development;
 - C. Discourage monotonous, drab, unsightly, dreary and inharmonious developments;
 - D. Conserve the City's natural beauty and visual character and charm by assuring that structures, signs and other improvements are properly related to their sites, and to surrounding sites and structures, with due regard to the aesthetic qualities of the natural terrain and landscaping, and that proper attention is given to exterior appearances of structures, signs and other improvements;
 - E. Protect and enhance the City's appeal and thus support and stimulate business and industry and promote the desirability of investment and occupancy in business, commercial and industrial purposes;
 - F. Stabilize and improve property values and prevent blighted areas and, thus, increase tax revenues;
 - G. Insure that adequate public facilities are available to serve development as it occurs and that proper attention is given to site planning and development so as to

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not adversely impact the orderly, efficient and economic provision of public facilities and services.

- H. Achieve the beneficial influence of pleasant environments for living and working on behavioral patterns and, thus, decrease the cost of governmental services and reduce opportunities for crime through careful consideration of physical design and site layout under defensible space guidelines that clearly define all areas as either public, semi-private, or private, provide clear identity of structures and opportunities for easy surveillance of the site that maximize resident control of behavior -- particularly crime;
- I. Foster civic pride and community spirit so as to improve the quality and quantity of citizen participation in local government and in community growth, change and improvements;
- J. Sustain the comfort, health, tranquility and contentment of residents and attract new residents by reason of the City's favorable environment and, thus, to promote and protect the peace, health and welfare of the City.

Section 4.420. Jurisdiction and Powers of the Board.

- (.01) Application of Section. ~~Except for single family or two family dwellings in any residential zoning district, and in the Village zone, row houses or apartments, n~~No Building Permit shall be issued for a new building or major exterior remodeling of an existing building, ~~and no Sign Permit, except as permitted in Sections 4.156.02 and 4.156.05, shall be issued for the erection or construction of a sign relating to such new building or major remodeling,~~ until the plans, drawings, sketches and other documents required for a ~~Sign Permit~~Site Design Review application have been reviewed and approved by the Board. The following development types are exempt from this section: single-family or two-family dwellings in any residential zoning district; and row houses or apartments in the Village zone.

The sign review requirement is already addressed in the Sign Review regulations (section 4.156.02). Other edits are not policy changes, just clarification.

- (.02) Development in Accord with Plans. Construction, site development and landscaping shall be carried out in substantial accord with the plans, drawings, sketches and other documents approved by the Board, unless altered with Board approval. Nothing in this subsection shall be construed to prevent ordinary repair, maintenance and replacement of any part of the building or landscaping which does not involve a substantial change from the purpose of Section 4.400. If the Board objects to such proposed changes, they shall be subject to the procedures and requirements of the site design review process applicable to new proposals.
- (.03) Variances. The Board may authorize variances from the site development requirements, based upon the procedures, standards and criteria listed in Section 4.196. Variances shall be considered in conjunction with the site design review process.

(.04) Review Process for Residential Development

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Two possible review processes are available for review of housing development that is subject to Site Design Review. Regardless of the review process, the applicant must demonstrate how the applicable standards or guidelines are met.

1. Projects reviewed concurrently with a zone change or Planned Development Stage I or Stage II process shall meet the Class III criteria and standards in Section 4.421.

2. Projects reviewed independently of the Planned Development or Zone Change process, or applications for a modification of an approved Site Design Review, shall meet the criteria and standards in Section 4.422 unless the applicant voluntarily chooses to apply the standards in Section 4.421 through a Class III review process.

Section 4.421. Criteria and Application of Class III Design Standards.

- (.01) The following standards shall be utilized by the Board in reviewing the plans, drawings, sketches and other documents required for Site Design Review. These standards are intended to provide a frame of reference for the applicant in the development of site and building plans as well as a method of review for the Board. These standards shall not be regarded as inflexible requirements. They are not intended to discourage creativity, invention and innovation. The specifications of one or more particular architectural styles is not included in these standards. (Even in the Boones Ferry Overlay Zone, a range of architectural styles will be encouraged.)
- A. Preservation of Landscape. The landscape shall be preserved in its natural state, insofar as practicable, by minimizing tree and soils removal, and any grade changes shall be in keeping with the general appearance of neighboring developed areas.
 - B. Relation of Proposed Buildings to Environment. Proposed structures shall be located and designed to assure harmony with the natural environment, including protection of steep slopes, vegetation and other naturally sensitive areas for wildlife habitat and shall provide proper buffering from less intensive uses in accordance with Sections 4.171 and 4.139 and 4.139.5. The achievement of such relationship may include the enclosure of space in conjunction with other existing buildings or other proposed buildings and the creation of focal points with respect to avenues of approach, street access or relationships to natural features such as vegetation or topography.
 - C. Drives, Parking and Circulation. With respect to vehicular and pedestrian circulation, including walkways, interior drives and parking, special attention shall be given to location and number of access points, general interior circulation, separation of pedestrian and vehicular traffic, and arrangement of parking areas that are safe and convenient and, insofar as practicable, do not detract from the design of proposed buildings and structures and the neighboring properties.
 - D. Surface Water Drainage. Special attention shall be given to proper site surface drainage so that removal of surface waters will not adversely affect neighboring properties of the public storm drainage system.

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- E. Utility Service. Any utility installations above ground shall be located so as to have a harmonious relation to neighboring properties and site. The proposed method of sanitary and storm sewage disposal from all buildings shall be indicated.
- F. Advertising Features. In addition to the requirements of the City's sign regulations, the following criteria should be included: the size, location, design, color, texture, lighting and materials of all exterior signs and outdoor advertising structures or features shall not detract from the design of proposed buildings and structures and the surrounding properties.
- G. Special Features. Exposed storage areas, exposed machinery installations, surface areas, truck loading areas, utility buildings and structures and similar accessory areas and structures shall be subject to such setbacks, screen plantings or other screening methods as shall be required to prevent their being incongruous with the existing or contemplated environment and its surrounding properties. Standards for screening and buffering are contained in Section 4.176.
- (.02) The standards of review outlined in Sections (a) through (g) above shall also apply to all accessory buildings, structures, exterior signs and other site features, however related to the major buildings or structures.
- (.03) The Board shall also be guided by the purpose of Section 4.400, and such objectives shall serve as additional criteria and standards.
- (.04) Conditional application. The Planning Director, Planning Commission, Development Review Board or City Council may, as a Condition of Approval for a zone change, subdivision, land partition, variance, conditional use, or other land use action, require conformance to the site development standards set forth in this Section.
- (.05) The Board may attach certain development or use conditions in granting an approval that are determined necessary to insure the proper and efficient functioning of the development, consistent with the intent of the Comprehensive Plan, allowed densities and the requirements of this Code. In making this determination of compliance and attaching conditions, the Board shall, however, consider the effects of this action on the availability and cost of needed housing. The provisions of this section shall not be used in such a manner that additional conditions either singularly or accumulatively have the effect of unnecessarily increasing the cost of housing or effectively excluding a needed housing type.
- (.06) The Board or Planning Director may require that certain paints or colors of materials be used in approving applications. Such requirements shall only be applied when site development or other land use applications are being reviewed by the City.
- A. Where the conditions of approval for a development permit specify that certain paints or colors of materials be used, the use of those paints or colors shall be binding upon the applicant. No Certificate of Occupancy shall be granted until compliance with such conditions has been verified.
- B. Subsequent changes to the color of a structure shall not be subject to City review unless the conditions of approval under which the original colors were set

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included a condition requiring a subsequent review before the colors could be changed.

Section 4.421. Criteria and Application of Class I Design Standards.

(.01) The following standards shall be utilized by the Planning Director when reviewing the plans, drawings, sketches and other documents required for Site Design Review per Section 4.420 (.04) 2.

A. The proposal complies with all applicable landscaping standards in Section 4.176.

B. The proposal complies with all applicable Natural Features standards in Section 4.171.

C. The proposal complies with all applicable circulation and parking standards in Sections 4.154, 4.155, 4.177, and 4.178.

D. The building materials and design conform with the standards of Table V-3 in Section 4.125.

E. Horizontal Façade articulation. Horizontal facades longer than 60 feet shall be articulated into smaller units. At least two of the following methods of horizontal articulation shall be employed:

1) change of material (at inside corner or with a reveal)

2) change of color, texture, or pattern of similar materials

3) major façade planes that are vertical in proportion

4) bays and recesses at least 8 feet wide and no more than 25 feet wide and at least 3 feet in depth

5) breaks in roof elevation (height) of 2 feet or greater in height; and / or

F. Exterior Building materials. At least 30 percent of each street-facing building façade, not including doors and windows, shall be finished in one of more of the following materials:

1) brick, stone, or cast stone

2) stucco or plaster

3) poured-in-place concrete, or pre-cast concrete veneer, and/or

4) metal panel systems

This table contains the building design standards that apply to all Villebois buildings outside the Village Center. Includes required and prohibited materials, and standards for windows, roof pitch, roof-mounted components, and balconies. An alternative approach would be to apply a version of design standards that are common in other cities (e.g., Gresham, Milwaukie).

Sections E, F, and G are based on the Villebois Drive Address building standards.

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G. Ground-level residential units shall utilize buffering elements between private zones and the public right of way. Strategies include, but are not limited to: gated fences, planted walls, change of paving material, recessed entries, and landscaping.

Section 4.430. Location, Design and Access Standards for mixed Solid Waste and Recycling Areas

- (.01) The following locations, design and access standards for mixed solid waste and recycling storage areas shall be applicable to the requirements of Section 4.179 of the Wilsonville City Code.
- (.02) Location Standards:
- A. To encourage its use, the storage area for source separated recyclables shall be co-located with the storage area for residual mixed solid waste.
 - B. Indoor and outdoor storage areas shall comply with Uniform Building and Fire Code requirements.
 - C. Storage area space requirements can be satisfied with a single location or multiple locations and can combine with both interior and exterior locations.
 - D. Exterior storage areas can be located within interior side yard or rear yard areas. Minimum setback shall be three (3) feet. Exterior storage areas shall not be located within a required front yard setback, including double frontage lots.
 - E. Exterior storage areas shall be located in central and visible locations on a site to enhance security for users.
 - F. Exterior storage areas can be located in a parking area if the proposed use provides at least the minimum number of parking spaces required for the use after deducting the area used for storage. Storage areas shall be appropriately screened according to the provisions of Section 4.430 (.03), below.
 - G. The storage area shall be accessible for collection vehicles and located so that the storage area will not obstruct pedestrian or vehicle traffic movement on the site or on public streets adjacent to the site.
- (.03) Design Standards.
- A. The dimensions of the storage area shall accommodate containers consistent with current methods of local collection.
 - B. Storage containers shall meet Uniform Fire Code standards and be made of or covered with waterproof materials or situated in a covered area.
 - C. Exterior storage areas shall be enclosed by a sight obscuring fence, wall or hedge at least six (6) feet in height. Gate openings for haulers shall be a minimum of ten (10) feet wide and shall be capable of being secured in a closed or open position. In no case shall exterior storage areas be located in conflict with the vision clearance requirements of Section 4.177.

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D. Storage area(s) and containers shall be clearly labeled to indicate the type of materials accepted.

(.04) Access Standards.

- A. Access to storage areas can be limited for security reasons. However, the storage area shall be accessible to users at convenient times of the day and to collect service personnel on the day and approximate time they are scheduled to provide collection service.
- B. Storage areas shall be designed to be easily accessible to collection trucks and equipment, considering paving, grade and vehicle access. A minimum of ten (10) feet horizontal clearance and eight feet of vertical clearance is required if the storage area is covered.
- C. Storage areas shall be accessible to collection vehicles without requiring backing out of a driveway onto a public street. If only a single access point is available to the storage area, adequate turning radius shall be provided to allow collection vehicles to safely exit the site in a forward motion. (Added by Ordinance #426, April 4, 1994.)

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Section 4.440. Procedure.

- (.01) Submission of Documents. A prospective applicant for a building or other permit who is subject to site design review shall submit to the Planning Department, in addition to the requirements of Section 4.035, the following:
- A. A site plan, drawn to scale, showing the proposed layout of all structures and other improvements including, where appropriate, driveways, pedestrian walks, landscaped areas, fences, walls, off-street parking and loading areas, and railroad tracks. The site plan shall indicate the location of entrances and exits and direction of traffic flow into and out of off-street parking and loading areas, the location of each parking space and each loading berth and areas of turning and maneuvering vehicles. The site plan shall indicate how utility service and drainage are to be provided.
 - B. A Landscape Plan, drawn to scale, showing the location and design of landscaped areas, the variety and sizes of trees and plant materials to be planted on the site, the location and design of landscaped areas, the varieties, by scientific and common name, and sizes of trees and plant materials to be retained or planted on the site, other pertinent landscape features, and irrigation systems required to maintain trees and plant materials. An inventory, drawn at the same scale as the Site Plan, of existing trees of 4" caliper or more is required. However, when large areas of trees are proposed to be retained undisturbed, only a survey identifying the location and size of all perimeter trees in the mass in necessary.
 - C. Architectural drawings or sketches, drawn to scale, including floor plans, in sufficient detail to permit computation of yard requirements and showing all elevations of the proposed structures and other improvements as they will appear on completion of construction. Floor plans shall also be provided in sufficient detail to permit computation of yard requirements based on the relationship of indoor versus outdoor living area, and to evaluate the floor plan's effect on the exterior design of the building through the placement and configuration of windows and doors.
 - D. A Color Board displaying specifications as to type, color, and texture of exterior surfaces of proposed structures. Also, a phased development schedule if the development is constructed in stages.
 - E. A sign Plan, drawn to scale, showing the location, size, design, material, color and methods of illumination of all exterior signs.
 - F. The required application fee.
- (.02) For applications subject to Class III review, as soon as possible after the preparation of a staff report, a public hearing shall be scheduled before the Development Review Board. In accordance with the procedures set forth in Section 4.010(2) and 4.012, the Development Review Board shall review and approve, approve with conditions, or deny the proposed architectural, site development, landscaping or sign plans of the applicant. If the Board finds that additional information or time are necessary to

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render a decision, the matter may be continued to a date certain. The applicant shall be immediately notified in writing of any such continuation or delay together with the scheduled date of review.

Section 4.441. Effective Date of Decisions.

A decision of the Board shall become effective fourteen (14) calendar days after the date of the decision, unless the decision is appealed to, or called up by, the Council. If the decision of the Board is appealed to, or called up by, the City Council, the decision of the Council shall become effective immediately.

Add or reference Class I procedures in these sections

Section 4.442. Time Limit on Approval.

Site design review approval shall be void after two (2) years unless a building permit has been issued and substantial development pursuant thereto has taken place; or an extension is granted by motion of the Board.

Section 4.443. Preliminary Consideration.

An applicant may request preliminary consideration by the Board of general plans prior to seeking a building permit. When seeking preliminary consideration, the applicant shall submit a site plan showing the proposed structures, improvements and parking, together with a general description of the plans. The Board shall approve or reject all or part of the applicant's general plan within the normal time requirements of a formal application. Preliminary approval shall be deemed to be approval of the final plan to the extent that the final design contains the characteristics of the preliminary design.

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PROPOSED AMENDMENTS TO THE WILSONVILLE PLANNING AND LAND DEVELOPMENT CODE

PRELIMINARY DRAFT FOR DISCUSSION ONLY

Note: Text in Comic Sans font is commentary intended to explain the purpose or effect of the changes to the Code.

Section 4.138. Old Town (O) Overlay Zone.

- (.01) Purpose. The purpose of this overlay zone is to establish the design standards that will be applied to developments within the Old Town neighborhood, mapped as the Boones Ferry District in the City's West Side Master Plan. The following purpose statement is not intended as a set of additional permit criteria. Rather, it is a description of the desired outcome as development occurs incrementally, over time. This overlay district is intended to create a modern interpretation of a traditional old town Main Street and mixed use neighborhood. It is recognized that the Old Town neighborhood is of unique significance because of its existing pattern of mixed uses, its access to the Willamette River and because it was the original center of housing and commerce for the community.
- A. The standards of the "O" overlay zone are intended to assure that, through the appropriate use of architectural details, windows, building orientation, facades, and construction materials, new structures, and major alterations of existing structures, create a pleasing and pedestrian-friendly environment.
 - B. It is the desire of the City to have buildings in the "O" overlay zone reflect a range of architectural types and styles that were popular in the Willamette Valley from approximately 1880 to 1930. The following design standards are intended to further define those characteristics that will convey the desired architecture.
 - C. These standards are intended to encourage quality design, to enhance public safety, and to provide a comfortable and attractive street environment by providing features and amenities of value to pedestrians. Quality design will result in an arrangement of buildings that are in visual harmony with one-another, leading to a neighborhood that is vital, interesting, attractive, and safe. These qualities contribute to the health and vitality of the overall community.
 - D. These standards shall be used by the City's Planning Department and Development Review Board in reviewing development applications within the Old Town neighborhood.

(.02) Make it easier to develop SFR by adding *administrative Class I review* for new SFR. Exclude single family dwellings from Site Design Review requirement. An alternative would be to offer a two-track system, allowing Class I review for buildings that meet the standards, but allow Site Design Review if not.

- (.02) The "O" Overlay zone shall be applied in conjunction with the underlying base zones in the Old Town neighborhood.
- A. The following shall require site design review per Section 4.400 for conformance with these standards:
 - 1. New building construction and the substantial redevelopment of existing buildings, with the exception including the construction of new single family dwellings; and

2. Any exterior remodeling of any structure other than a single family dwelling that requires a building permit, when that remodeling is visible from a public street (other than an alley).

B. ~~Except, however, that E~~ exterior remodeling of residential units other than those facing Boones Ferry Road shall be reviewed through the Class I Administrative Review procedures of Sections 4.009 through 4.012. This review will be applied only to the portions of buildings that are visible from public streets (not including alleys) and is intended to assure that the design of the portion of the building being remodeled will either match the standards of the Old Town Overlay Zone or be consistent with the existing design of the structure.

C. New single family dwellings, including manufactured homes located outside of approved mobile home parks, shall be reviewed through the Class I Administrative Review procedures of Sections 4.030, and subject to the standards in section xxxxxx.

Note: Per 4.030.01.1.4, Class I approval required for building permits for single family dwellings... meeting zoning requirements

~~DC.~~ Those proposing to build or remodel the exterior of any building in the area are encouraged to contact the City about the availability of funds for historic façade treatment.

(.03) This section would apply to all new development in Old Town. Move the standards that apply only to single family.

(.03) Development standards for all new development.-

A. Lot area, width, depth - As specified in the underlying base zone or in 4.138(.04). ~~Single family and two-family dwelling units, other than those on lots fronting Boones Ferry Road, shall be subject to the following minimum setbacks:~~

- ~~1. Front and rear yard: — 15 feet;~~
- ~~2. Street side of corner lots: — 10 feet;~~
- ~~3. Other side yards: — 5 feet.~~

B. Building Setbacks - Buildings fronting Boones Ferry Road shall abut the public sidewalk except where public plazas, courtyards, approved landscaping, or other public pedestrian amenities are approved. Except, however, that residential garages or carports shall be set back a minimum of twenty (20) feet from any sidewalk or traveled portion of a street across which access to the garage or carport is taken. The Development Review Board may approve other setbacks through Site Design Review or Variance processes to accommodate sidewalks, landscaping, or other streetscape features located between the street right-of-way and the building.

C. Landscaping - Not less than fifteen (15) percent of the development site shall be landscaped. In the event that a building is set back from a street side property line, along Boones Ferry Road, Bailey Street, or 5th Street, the intervening area shall be landscaped. In reviewing proposals for parking lots in locations between buildings and streets, the Development Review Board may require special landscaping treatments or designs to screen the view of the parking lot from the public right-of-way.

D. Building height - As specified in the underlying base zone.

E. Street access to Boones Ferry Road. Ingress and egress points along Boones Ferry Road shall be designed and constructed such that access points on one side of the road shall coordinate with access points on the other side of the road. New developments along Boones Ferry Road and north of Bailey Street will have access points designed and constructed in a pattern that replicates the shape of Main Street blocks.

(.04) New header to focus all of the existing standards on commercial, industrial and MFR.

(.04) Design Standards for development other than single family dwellings.

For all projects that trigger Site Design Review per Section 4.138.02.A, the Development Review Board shall review for compliance with the following:

~~(.04A)~~ Pedestrian environment. In order to enhance the pedestrian scale of the neighborhood:

- ~~A1~~ Special attention shall be given to the primary building entrances, assuring that they are both attractive and functional.
- ~~B2~~. The pedestrian environment shall be enhanced by amenities such as street furniture, landscaping, awnings, and movable planters with flowers, as required by the Development Review Board.
- ~~C3~~. Sidewalk width may vary from block to block, depending upon the nature of adjacent land uses and the setbacks of existing buildings. Provided, however, that a continuity of streetscape design is maintained along Boones Ferry Road, generally following the pattern that has been started with the 1996 approval for Old Town Village on the west side of Boones Ferry Road from Fourth Street to Fifth Street.
 - ~~1a~~. North of Bailey Street, where the most intense commercial development is anticipated, the widest sidewalks and most mature landscaping are required.
 - ~~2b~~. In situations where existing buildings are located at the right-of-way line, special sidewalk designs may be necessary to assure pedestrian access.
- ~~D4~~. When practicable, buildings along Boones Ferry Road shall occupy 100% of the street frontage between block segments. Up to 25% of street frontage may be in public plazas, courtyards, and similar landscape or streetscape features that provide public spaces adjacent to the sidewalk. For smaller lots, which may not have functional alternatives for parking, up to 40% of lot frontage may be used for parking, provided that appropriate screening and visual enhancement is created between the parking area and the sidewalk. Appropriate pedestrian connections shall be constructed between such parking lots and sidewalks.

~~(.05)B~~ Building compatibility.

- ~~A1~~. The design and materials of proposed buildings shall reflect the architectural styles of the Willamette Valley during the period from 1880 to 1930.
- ~~B2~~. Commercial and manufacturing buildings shall be designed to reflect the types of masonry or wood storefront buildings that were typical in the period from 1880 to 1930. Larger modern buildings shall be designed with facades that are divided to give the appearance of a series of smaller buildings or distinctive store fronts, and/or multi-storied structures with, at least, the appearance of second stories.
- ~~C3~~. Residential buildings shall be designed to reflect the size and shape of traditional dwellings from the period from 1880 to 1930. Where larger multiple family residential buildings are proposed, their building facades shall be divided into units that give the appearance of a series of smaller dwellings.
- ~~D4~~. ~~Manufactured housing units and mobile homes, if located outside of approved manufactured or mobile home parks, shall meet the design standards applied to other family dwellings in the area.~~ single

Revise this statement? This seemed to have led the developers in the wrong direction on the Fir St application.

Moved to SFR section.

~~(.06)C~~ Building materials.

- ~~A1~~. Facades shall be varied and articulated to provide visual interest to pedestrians. Within larger developments, variations in facades, floor levels, architectural features, and/or exterior finishes shall be used to create the appearance of a series of smaller buildings.

- B2.** Exterior building materials shall be durable, and shall convey a visual impression of durability. Materials such as masonry, stone, stucco, and wood will generally provide such an appearance. Other materials that replicate the appearance of those durable materials may also be used.
- E3.** Where masonry is to be used for exterior finish, varied patterns are to be incorporated to break up the appearance of larger surfaces.
- D4.** Wood siding is to be bevel, shingle siding or channel siding or the equivalent. T-111 and similar sheathed siding shall not be used unless it is incorporated with batten treatment to give the appearance of boards.
- E5.** Exterior materials and colors are to match the architecture of the period.

~~(.07)~~D Roof materials, roof design and parapets.

- A1.** Pitched roof structures shall have a minimum pitch of 4:12.
- B2.** Roofs with a pitch of less than 4:12 are permitted, provided that they have detailed, stepped parapets or detailed masonry coursing.
- E3.** Parapet corners are to be stepped. Parapets are to be designed to emphasize the center entrance or primary entrance(s).
- D4.** Sloped roofs that will be visible from the adjoining street right-of-way shall be of a dark, non-ornamental color.
- E5.** Preferred roofing materials that are visible from a public street include wood or architectural grade composition shingle, tile, or metal with standing or batten seams. Metal roofs without raised seams shall not be used in visible locations.
- F6.** All roof and wall-mounted mechanical, electrical, communications, and service equipment, including satellite dishes, wireless communication equipment, and vent pipes are to be completely screened from public view by parapets, walls or other approved means; or-, alternatively, may be effectively camouflaged to match the exterior of the building.
 - 1a.** "Public view" is intended to mean the view from the sidewalk directly across the street from the site.
 - 2b.** Roof and wall-mounted mechanical, electrical, communications, and service equipment, including satellite dishes, wireless communication equipment, and vent pipes that are visible from Interstate-5 shall be effectively camouflaged to match the exterior of the building

~~(.08)~~E Building entrances. If visible from the street, entrances to commercial, industrial, or multi-family residential buildings are to be architecturally emphasized, with coverings as noted in subsection (.09), below.

- A1.** The Development Review Board may establish conditions concerning any or all building entrances, especially where such entrances are adjacent to parking lots. For buildings fronting on Boones Ferry Road, at least one entrance shall be from the sidewalk.
- B2.** Secondary building entrances may have lesser architectural standards than primary entrances.

~~(.09)~~E Building facades.

- A1.** Ornamental devices, such as moldings, entablature, and friezes, are encouraged at building roof lines. Where such ornamentation is to be in the form of a linear molding or board, it shall match or complement the architecture of the building.
- B2.** Commercial, industrial, and multi-family residential buildings are to incorporate amenities such as alcoves, awnings, roof overhangs, porches, porticoes, and/or arcades to protect pedestrians from the rain and sun. Awnings and entrances may be designed to be shared between two adjoining structures. (See subsection (.08), above.)
- E3.** Commercial and manufacturing buildings with frontage on Boones Ferry Road shall incorporate the following traditional storefront elements:

- ~~1a.~~ Building fronts to be located at the right-of-way line for streets, except in cases where an approved sidewalk or other streetscape features are located between the street right-of-way and the building. Intervening areas are to be attractively landscaped.
- ~~2b.~~ Upper and lower facades are to be clearly delineated.
- ~~3c.~~ Lower facades shall include large windows, as specified in subsection "~~(E-10)~~," below, and recessed entries.
- ~~4d.~~ Tops of facades shall have decorative cornices.
- ~~D4.~~ Buildings are to have variations in relief, including such things as cornices, bases, fenestration, fluted masonry, and other aesthetic treatments to enhance pedestrian interest.

~~(10)E~~ Windows in buildings adjacent to Boones Ferry Road.

- ~~A1.~~ Windows shall include amenities such as bottom sills, pediments, or awnings. Glass curtain walls, highly reflective glass, and painted or darkly tinted glass are not permitted other than stained or leaded glass.
- ~~B2.~~ Ground-floor windows on commercial or industrial buildings shall include the following features:
 - ~~1a.~~ Windows shall be designed to allow views into interior activity areas and display areas along street frontages.
 - ~~2b.~~ Sills shall be no more than four (4) feet above grade, unless a different design is necessitated by unusual interior floor levels.
 - ~~3c.~~ At least twenty percent (20%), of ground floor wall area along Boones Ferry Road, Bailey Street, or 5th Street shall be in windows or entries. No blank walls shall be permitted abutting any street other than an alley.
- ~~C3.~~ Upper-floor windows on commercial, industrial, or multi-family residential buildings shall include the following features:
 - ~~1a.~~ Glass dimensions shall not exceed five (5) feet wide by seven (7) feet high.
 - ~~2b.~~ Windows shall be fully trimmed with molding that is at least two (2) inches wide.
 - ~~3c.~~ Multiple-light windows or windows with grid patterns may be required by the Development Review Board when architecturally consistent with the building.

~~(11)F~~ Landscapes and streetscapes.

- ~~A1.~~ The street lights to be used in the area shall be of a standardized design throughout the Old Town Overlay District.
- ~~B2.~~ Benches, outdoor seating, and trash receptacles are to be designed to match the architecture in the area.
- ~~C3.~~ Benches and other streetscape items placed within the public right-of-way must not block the free movement of pedestrians, including people with disabilities. A minimum pedestrian walkway of five (5) feet shall be maintained at all times. Standards of the Americans with Disabilities Act (ADA) shall be observed.

~~(12)G~~ Lighting.

- ~~A1.~~ All building entrances and exits shall be well-lit. The minimum lighting level for commercial, industrial, or multi-family residential building entrances is to be four (4) foot-candles. The maximum standard is to be ten (10) foot-candles. A lighting plan shall be submitted for review by the Development Review Board.
- ~~B2.~~ Exterior lighting is to be an integral part of the architectural design and must complement the street lighting of the area, unless it is located at the side or rear of buildings in locations that are not facing a public street that is not an alley.
- ~~C3.~~ In no case is lighting to produce glare on neighboring properties or public rights-of-way such that a nuisance or safety hazard results.

~~(13)~~H Exterior storage.

A1. Exterior storage of merchandise or materials shall be subject to the fencing or screening standards of Section 4.176 of the Wilsonville Code. The Development Review Board may prescribe special standards for landscaping or other screening of walls or fences.

B2. Temporary outdoor displays of merchandise shall be permitted, subject to the conditions of the development permit or temporary use permit for the purpose. Where pedestrian access is provided, a minimum walkway width of five (5) feet shall be maintained at all times.

~~(14)~~I Storage of Trash and Recyclables. Storage areas for trash and recyclables shall meet the applicable City requirements of Sections 4.179 and 4.430 of the Wilsonville Code.

~~(15)~~J Signs. Signs shall match the architecture of buildings in the area, and shall be subject to the provisions of Sections 4.156.01 through 4.156.11 of the Wilsonville Code.

(.05) New section of standards for single family residential (and duplexes?). New maximum lot coverage is from page 15 of the Pattern Book.

(.05) Development standards for single family dwellings.

A. Purpose

The design standards for single-family dwelling units are intended to promote attention to detail, human-scale design, street visibility, and privacy of adjacent properties, while affording flexibility to use a variety of architectural styles.

B-C. Lot design and setback standards moved from existing OTOZ section (.03). New maximum lot coverage standard from p. 15 of the Pattern Book; would more lot coverage than the R zone.

B. Lot area, width, depth - As specified in the underlying base zone.

C. Single family and two-family dwelling units, other than those on lots fronting Boones Ferry Road, shall be subject to the following minimum setbacks:

- 1. Front and rear yard: 15 feet;
- 2. Street side of corner lots: 10 feet;
- 3. Other side yards: 5 feet;
- 4. Maximum lot coverage: 30% for primary dwelling, 35% for all structures

D. New clear and objective standards to apply during Class I review. These focus on the strong urban design principles highlighted in the Pattern Book as being dominant features in all (or most) of the defined housing styles: façade articulation, prominent street-facing windows, and architectural detail expressed through features and materials. As written, these would be checked for new construction.

D. Architectural Design Standards

An architectural feature may be used to comply with more than one standard.

1. Articulation

All buildings with over 30 ft of street frontage shall incorporate one of the following design elements to break up all street-facing façades into smaller planes as follows.

- (a) A porch at least 5 ft deep.
- (b) A bay window that extends at least 2 ft wide.
- (c) A section of the façade that is recessed by at least 2 ft deep and 6 ft long.
- (d) A gabled dormer.
- (e) Exposed roof rafters.

2. Windows

At least 10% of the area of each street-facing façade must be windows or entrance doors.

- a. Windows used to meet this standard must be transparent and allow views from the building to the street. Glass blocks and privacy windows in bathrooms do not meet this standard.
- b. Half of the total window area in the door(s) of an attached garage counts toward the eyes on the street standard. All of the window area in the street-facing wall(s) of an attached garage count toward meeting this standard.
- c. Window area is considered the entire area within the outer window frame, including any interior window grid.
- d. Doors used to meet this standard must face the street or be at an angle of no greater than 45 degrees from the street.
- e. Door area is considered the portion of the door that moves. Door frames do not count toward this standard.

3. Detailed Design

All buildings shall include at least 5 of the following features on any street-facing façade.

- a. Covered porch at least 5 ft deep, as measured horizontally from the face of the main building façade to the edge of the deck, and at least 5 ft wide.
- b. Recessed entry area at least 2 ft deep, as measured horizontally from the face of the main building façade, and at least 5 ft wide.
- c. Offset on the building face of at least 16 in from 1 exterior wall surface to the other.
- d. Dormer that is at least 4 ft wide and integrated into the roof form.
- e. Roof eaves with a minimum projection of 12 in from the intersection of the roof and the exterior walls.
- f. Roof line offsets of at least 2 ft from the top surface of 1 roof to the top surface of the other.
- g. wood shingle roof.
- h. Horizontal lap siding between 3 to 7 in wide (the visible portion once installed). The siding material may be wood, fiber-cement, or vinyl.
- i. Brick, cedar shingles, stucco, or other similar decorative materials covering at least 40% of the street-facing façade.
- j. Gable roof, hip roof, or gambrel roof design.

- k. One of the following window features: trim around all windows at least 3 in wide and 5/8 in deep, bottom sills, pediments.
- l. Window recesses, in all windows, of at least 3 in as measured horizontally from the face of the building façade.
- m. Bay window at least 2 ft deep and 5 ft long.

4. Prohibited Materials

A) Metal roofs without raised seams shall not be used in visible locations.

(.06) Accessory Dwelling Units

The following standards apply to Accessory Dwelling Units located within the OTOZ in addition to the general standards found in Section 4.114(.11). The purpose of these standards is to provide the means for reasonable accommodation of accessory dwelling units, providing affordable housing, opportunity to house relatives, and a means for additional income for property owners, thereby encouraging maintenance of existing housing stock. It is the intent of this subsection that development of accessory dwelling units not diminish the single- family character of the neighborhood. The more restrictive provisions shall be applicable in the event of a conflict between standards in Section 4.113(.11), except where specifically noted.

- Add ADU standards to OTOZ:
 - Add ADU design standards:
 - Attached: 600 sf max, basic design standards
 - Detached: 600 sf max, structure design standards, privacy standards (?),
 - Change review process? Keep all as Class I, unless they exceed these standards?
 - Add parking requirement, behind front yard
 - Add reference in 4.113.11 (general ADU regulations section) to more specific standards in OTOZ

A. Standards for Attached Accessory Dwelling Units

The standards listed below apply to accessory dwelling units that are part of the primary structure on the property.

1. Maximum Allowed Floor Area

The floor area of an attached accessory dwelling unit is limited to 600 sq ft. The measurements are based on the floor areas of the primary and accessory dwelling units after completion of the accessory dwelling unit.

2. Design Standards

A. The façade of the structure that faces the front lot line shall have only 1 entrance. A secondary entrance for the accessory dwelling unit is allowed on any other façade of the structure.

B. Stairs, decks, landings, or other unenclosed portions of the structure leading to the entrance of the accessory dwelling unit are not allowed on the façade of the structure that faces the front lot line.

C. Proposals for attached accessory dwelling units that would increase floor area through new construction are subject to the following design standards.

- (1) Trim must be the same in type, size, and location as the trim used on the primary dwelling unit.
- (2) Windows on street-facing facades must match those in the primary dwelling unit in proportion (relationship of width to height) and orientation (horizontal or vertical).
- (3) Eaves must project from the building walls at the same proportion as the eaves on the primary dwelling unit.

B. Standards for Detached Accessory Dwelling Units

These standards apply to accessory dwelling units that are separate from the primary structure on the property. These standards are intended to promote attention to detail, while affording flexibility to use a variety of architectural styles.

- 1. The floor area of the accessory dwelling unit is limited to 600 sq ft.
- 2. Maximum Structure Height is limited to 25 ft
- 3. Design Standards

A detached accessory structure shall include at least 2 of the design details listed below. An architectural feature may be used to comply with more than 1 standard.

- A. Covered porch at least 5 ft deep, as measured horizontally from the face of the main building façade to the edge of the deck, and at least 5 ft wide.
- B. Recessed entry area at least 2 ft deep, as measured horizontally from the face of the main building façade, and at least 5 ft wide.
- C. Roof eaves with a minimum projection of 12 in from the intersection of the roof and the exterior walls.
- D. Horizontal lap siding between 3 to 7 in wide (the visible portion once installed). The siding material may be wood, fiber-cement, or vinyl.
- E. Window trim around all windows at least 3 in wide and 5/8 in deep.

4. Privacy Standards

A. Privacy standards are required for detached accessory dwelling units processed through a Class I review. A detached accessory dwelling unit permitted through a review before the DRB may be required to include privacy elements to demonstrate that the structure minimizes impacts to adjacent properties.

Privacy standards are required on or along wall(s) of a detached accessory dwelling unit, or portions thereof, that meet all of the following conditions.

- (a) The wall is within 20 ft of a side or rear lot line.
- (b) The wall is at an angle of 45 degrees or less to the lot line.
- (c) The wall faces an adjacent residential property.

B. A detached accessory dwelling unit meets the privacy standard if either one of the following standards is met.

1. All windows on a wall shall be placed in the upper third of the distance between a floor and ceiling

2. Visual screening is in place along the portion of a property line next to the wall of the accessory dwelling unit, plus an additional 10 lineal ft beyond the corner of the wall. The screening shall be opaque; shall be at least 6 ft high; and may consist of a fence, wall, or evergreen shrubs. Newly planted shrubs shall be no less than 5 ft above grade at time of planting, and they shall reach 6 ft. high within 1 year. Existing features on the site can be used to comply with this standard.

5. The following could be added here or in 4.113, as a way to ensure that the ADU does not become a de facto duplex. It requires that either the primary structure or the ADU is owner-occupied.

5. Additional Provisions

A. Either the primary or accessory dwelling unit shall be occupied by the owner of the property. At the time an accessory dwelling unit is established, the owner shall record a deed restriction on the property with the Clackamas County Recording Division that 1 of the dwellings on the lot shall be occupied by the property owner. A copy of the recorded deed restriction shall be provided to the Wilsonville Planning Department.

B. The Planning Director may require verification of compliance with this standard. Upon the request of the Planning Director, the property owner shall provide evidence, such as voter registration information or account information for utility services, to demonstrate residence in 1 the dwelling units.

C. Accessory dwelling units are not counted in the calculation of minimum or maximum density requirements listed in this title.

D. Additional home occupations are allowed for a property with an accessory dwelling unit.

4.113(.11) Accessory Dwelling Units.

A. Accessory Dwelling Units, developed on the same lot as the detached or attached single-family dwelling to which it is accessory, shall be permitted outright, subject to the standards and requirements of this Section.

B. Standards

1. One Accessory Dwelling Unit per lot shall be no greater than 800 square feet with not more than two bedrooms, unless the size and density of ADUs are otherwise provided in an adopted Neighborhood Plan or Stage II Development Plans. Larger units shall be subject to standards applied to duplex housing.

2. Accessory Dwelling Units may be either attached or detached, but are subject to all zone standards for setbacks, height, and lot coverage, unless those requirements are specifically waived through the Planned Development

waiver or Variance approval processes.

3. This Section applies to residential developments in PD-R, R, RA-H, or Village zones.

4. Where an Accessory Dwelling Unit is proposed to be added to an existing residence and no discretionary land use approval is being sought (e.g., Planned Development approval, Conditional Use Permit approval, etc.) the application shall require the approval of a Class I Administrative Review permit. Application for duplex construction shall be subject to the density standards of the zone in which it is located, or as otherwise provided in a Neighborhood Plan or Stage II/Final Development Plan.

5. Authorization to develop Accessory Dwelling Units does not waive Building Code requirements. Increased firewalls or building separation may be required as a means of assuring adequate fire separation from one unit to the next. Applicants are encouraged to contact, and work closely with, the Building Division of the City's Community Development Department to assure that Building Code requirements are adequately addressed.

6. The Accessory Dwelling Unit must be of substantially the same exterior design and architecture (i.e. siding, windows, doors and roofing materials) as the primary dwelling unit on the property.

7. Parking:

a. Each Accessory Dwelling Unit shall have one standard sized parking space on the same lot.

b. Where an off-street parking space is not available to serve the ADU, onstreet parking may be considered to satisfy this requirement if all of the following are present:

i. On-street parking exists along the frontage of the lot, or within 100' of the front lot line of the lot.

ii. No more than 25% of the lots in a block will have ADUs.

8. Each Accessory Dwelling Unit shall provide complete, independent permanent facilities for living, sleeping, eating, cooking, bathing and sanitation purposes, and shall have its own separate secure entrance.

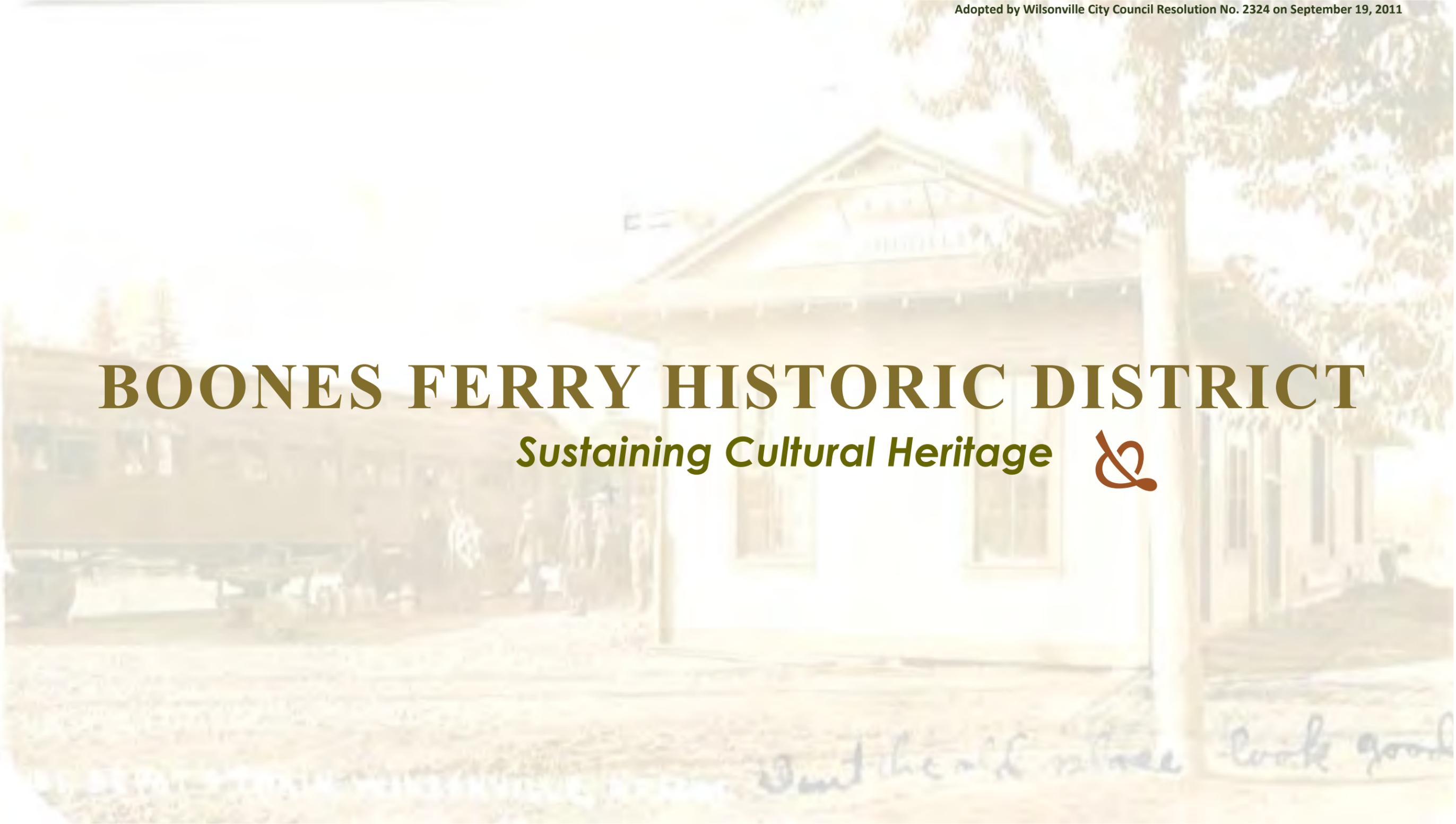
9. Each Accessory Dwelling Unit must be accessible by street or driveway to fire and emergency vehicles, and for trash pick-up.

C. Neighborhood Density and Size Standards.

1. Canyon Creek Estates – up to 12 ADUs as per Resolution No. 95PC16.

2. [Reference to Old Town Overlay zone ...](#)

[Section 4.133(11) amended by Ord. 677, 3/1/10]



BOONES FERRY HISTORIC DISTRICT
Sustaining Cultural Heritage &

Prepared by Boones Ferry Historic District Neighborhood Association June 2011

BOONES FERRY HISTORIC DISTRICT & ARCHITECTURAL PATTERN BOOK

BOONES FERRY Historic District

The Old Town historic area of Wilsonville is a neighborhood where history and the present come together to make this section of Wilsonville what it is today. The anchoring institutions that landmark our neighborhood establish the contributing architectural styles in Old Town.

Building began here about 1850 first in the area around the Boones Ferry Landing. Early buildings were constructed for use as stores, hotels, shops, offices, and banks, with a few homes. Many of the commercial buildings have been converted to residences while maintaining some or all of the architectural characteristics of the original structures.

The architectural pattern book reflects the cultural character of the Boones Ferry historic neighborhood as it has developed over the past 160 years and conserves that culture while embracing thoughtful change. The residents in the proposed Boones Ferry Historic District want to preserve a way of life not found in other Wilsonville neighborhoods by maintaining the existing historic resources and attendant culture as the basis for growth and prosperity in the old town.

The pattern book is presented as a guideline to ensure that proper scale, period reference and culture are preserved. The designs in this pattern book are based on accurate assessments of the historic buildings that remain in the neighborhood. The old town has public garden areas, mature landscapes, dead-end streets, and longtime residents who take pride in their homes and neighborhood. Children can play safely nearly anywhere in the neighborhood.

The purpose of the Old Town Plan and the Boones Ferry Historic District Architectural Pattern Book is to minimize potential future problems with development and redevelopment proposals that are inconsistent with the character and culture of the District. The families who reside here have agreed to have restrictions and conditions in place to preserve the heritage of historic Wilsonville. The Boones Ferry Historic District is truly a defining sector of the character of the community of Wilsonville.



This architectural pattern book is a simple guideline that will help create an urban design that represents the Boones Ferry neighborhood culture. The Boones Ferry community has come together to endorse thoughtful change, while establishing a sense of purpose and permanence for the history represented here. There are currently 12 existing buildings that are approximately 100 years old, all being used as residences. In addition, there are a few public buildings of that same period, i.e. St. Cyril's Catholic Church, the Tauchman House, as well as the old Methodist Church now preserved and included in the Fred Meyer development.

The old town area was built up culturally during several distinct time periods from first platting in 1908, unlike most of Wilsonville which was developed as a series of Planned Unit Developments under master plans which provided common design and development patterns throughout each of the PUDs.

The eclectic nature of old town diversity and architectural variation has resulted in an "affordability" factor. Over the years, families and business owners bought already platted lots and built or redeveloped homes or businesses on them consistent with their goals and resources at that time. The attendant costs of modern development were mostly avoided. Street and sidewalk improvements were generally not required, nor were expensive new infrastructures installed as part of development. The neighborhood developed slowly over the years to the standards of earlier times, creating today's historic character and individuality, typical of many small towns throughout Oregon and the nation.

The State Historic preservation office (SHPO) recognizes buildings that are 50 years as potentially historic consistent with the criteria for listing on the National Register of Historic Places. Historic districts usually have both contributing structures and non-contributing structures. A historic district is an area or neighborhood that has a concentration of buildings and associated landscape - streetscape features (50 years or older) that retains a high proportion of historic character and integrity, representing an important aspect of the city's history.

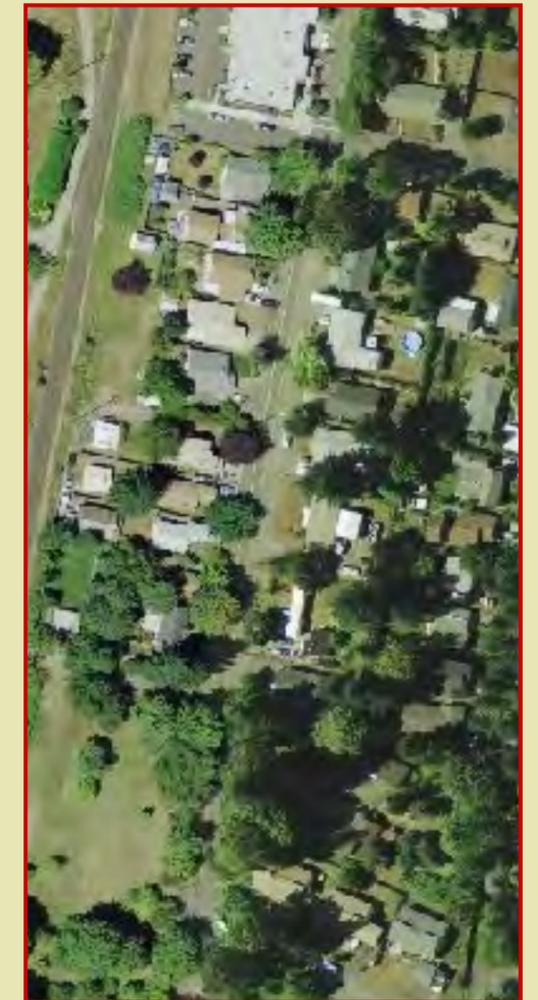
A contributing property is any building, structure, object, or site within the boundaries of the district that contribute to its historic associations, historic architectural qualities, or archaeological values. It can be any property, structure, or object that adds to the historic integrity or architectural qualities that make the area distinct as being of either local or federal, significance.

Another key aspect of a contributing property is historic integrity. Major alterations to a property can sever its physical connections with the past, lowering its historic integrity. Contributing properties are an integral part of the historic context and character of a historic district, meeting National and State Historic Preservation criteria and qualifying for benefits afforded a property or site listed individually on the National Register.

A non-contributing site has either been so substantially modified that it no longer conveys the historical significance of the district with irreversible modifications or the site was built outside the area's historical timeframe and does not add to the understanding of the district's significance.

The Architectural Pattern Book contains both residential and commercial guidelines that reflect the broad spectrum of cultural diversification that has developed over time in Old Town. Whatever the particular architectural style, buildings in old town are generally simple renditions of that style, with less trim, detail and complexity than more ornate examples of that style. This simplicity is the underlying premise of development and redevelopment in the Boones Ferry Historic District.

INTRODUCTION



Boones Ferry Historic District

CONTRIBUTING ARCHITECTURAL STYLES

RESIDENTIAL DESIGN STANDARDS ANCHORING INSTITUTION

Five historic periods of historical architecture have been designated as standards for residential design in the neighborhoods of the Boones Ferry Historic District. CONTRIBUTING

SEE PAGES 7-15



WESTERN FARMHOUSE 1850-1920



BUNGALOW 1900-1925



CRAFTSMAN 1905-1930



COLONIAL REVIVAL 1910-1935



MODERN MIX 1935 -1990

BOONES FERRY HISTORIC DISTRICT & ARCHITECTURAL PATTERN BOOK

**RESIDENTIAL
DESIGN
STANDARDS**
vintage

WESTERN FARMHOUSE 1850-1920

Basic Elements

One, one and a half, or two story
Side gabled roof, little or no overhang

Boxed Eave

Clad Lap siding or shingles

Prominent Entrance or porch w/ pediment

2-story gable L shape often has continuous porch w/ shed roof at intersection of L

Roof

12"-24" max overhang

Roof pitch 7:12—5:12

Gabled Dormers as option

Boxed eave

Optional corbels

Windows and Doors

Symmetrical placement of doors and windows

Entrance door located in the center of wide houses, at the corner of narrow houses

Double hung windows with multiple panes



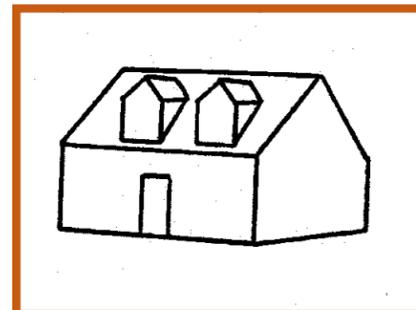
SUGGESTED HOUSE PLAN



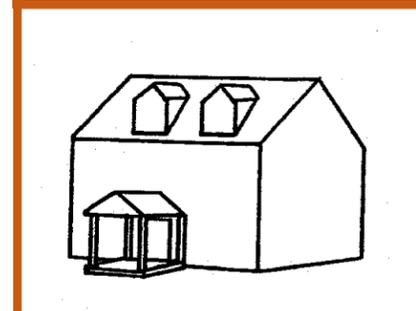
WESTERN FARMHOUSE 1850-1900



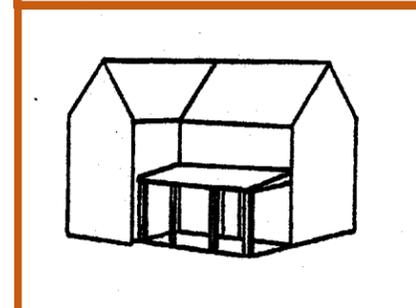
TAUCHMAN HOUSE



SUGGESTED HOUSE PLAN



VINTAGE FARM



VINTAGE FARM

Attachment E



TRAIN MASTERS HOUSE RELOCATED HERE



EX: SRG Homes / JACKSONVILLE, FLA



SUGGESTED HOUSE PLAN



OLD TOWN 1910



WILSONVILLE BANK W/ ADDITION



SUGGESTED HOUSE PLAN



RESIDENTIAL
DESIGN
STANDARDS
vintage

BUNGALOW 1900-1925

Basic Elements

- One, one and a half, or two story
- Hip Roof with overhang
- Clad Lap siding or shingles
- Prominent Entrance or porch w/ pediment

Roof

- 12"-24" max overhang
- Roof pitch 7:12—5:12
- Gabled Dormers as option
- Boxed eave

Windows and Doors

- Symmetrical placement of doors and windows
- Entrance door located in the center of wide houses, at the corner of narrow houses
- Double hung windows with multiple panes
- Shutters
- Doors

BOONES FERRY HISTORIC DISTRICT & ARCHITECTURAL PATTERN BOOK

**RESIDENTIAL
DESIGN
STANDARDS**
vintage

CRAFTSMAN 1905-1930

Basic Elements

One, one and a half, or two story
Hip Roof with Overhang
Clad Lap siding or shingles
Prominent Entrance or porch w/
pediment

Porches, either full or partial width,
with roof supported by tapered
square columns or pedestals fre-
quently extend to ground level with-
out break at level of porch floor

Roof

12"-24" max overhang
Roof pitch 7:12—5:12
Gabled Dormers as option
Low-pitched, gabled roof (occa-
sionally hipped) with wide, unen-
closed eave overhang
Roof Rafters usually exposed; false
decorative beams or braces com-
monly added under gables,

Windows and Doors

Asymmetrical placement of doors
and windows
Double hung windows with multi-
ple panes
Doors



SUGGESTED HOUSE PLAN



SUGGESTED HOUSE PLAN



ARTS AND CRAFTS 1900-1925



ARTS AND CRAFTS



SUGGESTED HOUSE PLAN



SUGGESTED HOUSE PLAN

BOONES FERRY HISTORIC DISTRICT & ARCHITECTURAL PATTERN BOOK



SUGGESTED HOUSE PLAN



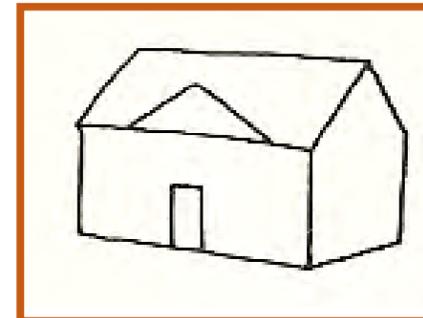
SUGGESTED HOUSE PLAN



SUGGESTED HOUSE PLAN



COLONIAL REVIVAL MOVED HERE 1950



SUGGESTED HOUSE PLAN



SUGGESTED HOUSE PLAN



RESIDENTIAL DESIGN STANDARDS era

COLONIAL REVIVAL 1910-1935

Basic Elements

One, one and a half, or two story
Facade is usually symmetrical, but may have side porches or sunrooms on either or both sides.

Rectangular mass

Entrance is centered and accented with columns, pilasters, pediment, and/or hooded to create a covered porch; fanlight or transom, sidelights, paneled door

Wood clapboard most common
Classical columns, two-story pilasters, dentils under eaves

Roof

Usually a side gable roof with narrow eaves, medium pitch, hipped roof and dormers are occasionally seen.

Windows and Doors

Multi-pane (six-over-six or six-over-one lights are common), double-hung windows with shutters, bay windows

Palladian windows

RESIDENTIAL DESIGN STANDARDS

era

MODERN MIX 1935-PRESENT

BASIC ELEMENTS

Wide eave overhangs, flat roofs, or low-pitched roofs with broad, low, front-facing gables.

Contrasting wall materials and textures,

Unusual window shapes and placements

Shed style. Roof characterized by one or more shed-roofed elements, moderate to high pitch dominate the façade - geometric effect

RANCH 1960-PRESENT

BASIC ELEMENTS

Single story

Low pitched roof with deep-set eaves

Broad rambling facade

Sprawling floor plans

Built long, narrow, and low to the ground

Rectangular, L-shaped, or U-shaped design

Large windows of varying styles

Sliding glass doors leading out to patio and back yard

Attached garage

Emphasis on openness and efficient use of space

Simplicity of architecture



SUGGESTED HOUSE PLAN



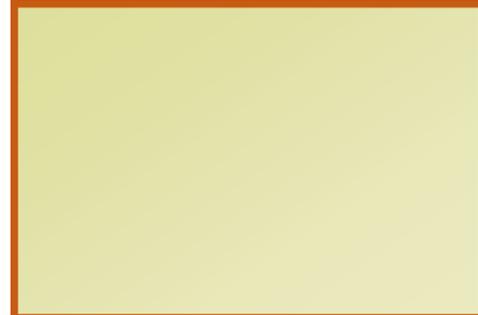
EXISTING RANCH



EXISTING RANCH



EXISTING MODERN MIX



EXISTING RANCH



EXISTING SHED ROOF RANCH

BOONES FERRY HISTORIC DISTRICT & ARCHITECTURAL PATTERN BOOK



SUGGESTED ENERGY QUALIFIED GREEN HOME



EXISTING MANUFACTURED HOME



SUGGESTED PREFABRICATED DESIGN



EXISTING MANUFACTURED HOME



SUGGESTED ENERGY QUALIFIED GREEN HOME



EXISTING MANUFACTURED HOME

**RESIDENTIAL
DESIGN
STANDARDS**
new

**MANUFACTURED HOUSING
1960—PRESENT**

Affordable energy efficient modular homes of today resemble residential frame structures and may replace existing manufactured housing in the neighborhood.

A modular home is defined as a building prefabricated and assembled using the same construction methods as stick built homes. Licensed contractors apply the finishes

These homes are available in styles that complement the design standards of Old Town and match the quality of stick built homes.

**RESIDENTIAL
DESIGN
STANDARDS**
new

MULTI-FAMILY HOUSING 1960

1960—PRESENT

Row Houses

Single Family

Duplex

Street Facing Cottage

Front yard setback: 10'

Side yard setback: 5'

Rear yard setback: 10'

Garage setback: 20'

Building Height: 28'

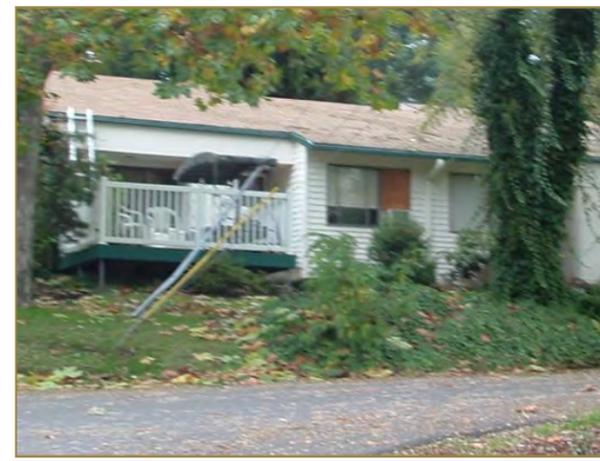
Private unit green space

Off street parking

These are architectural examples
of multifamily structures in scale
with the neighborhood:



EXISTING MULTI-FAMILY 1960



EXISTING MULTI-FAMILY 1960



EXISTING MULTI-FAMILY 1960



MULTI-FAMILY EXAMPLE: CONDOS

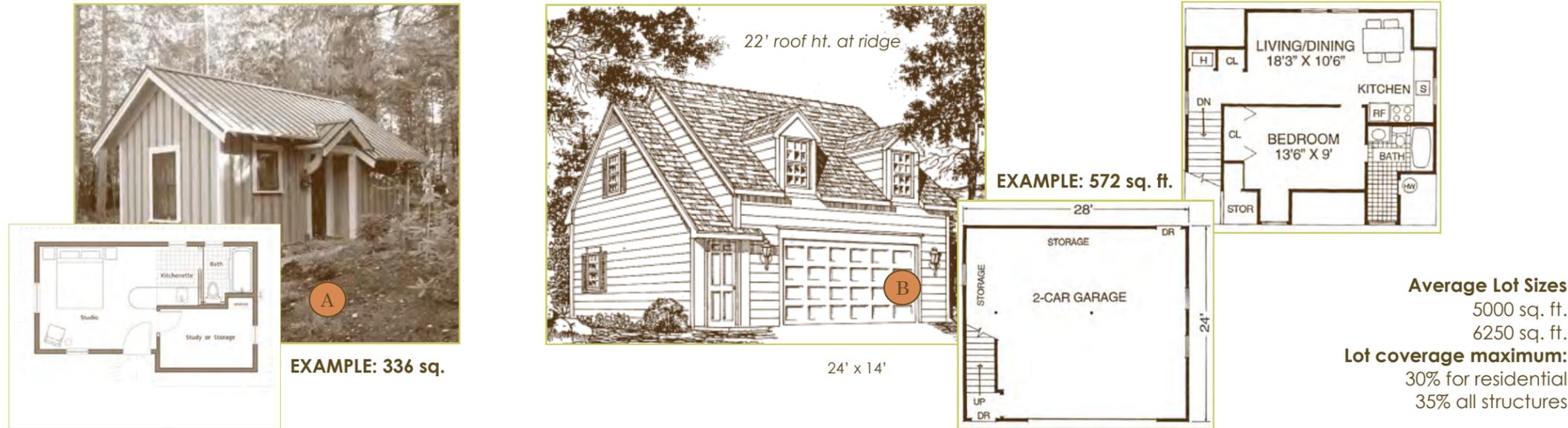


EX: STREET FACING FARMSTYLE

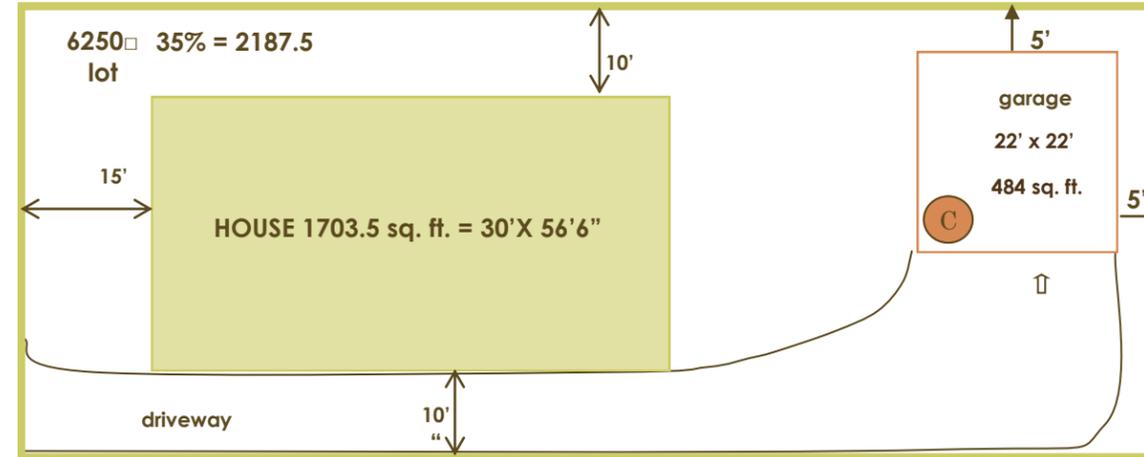
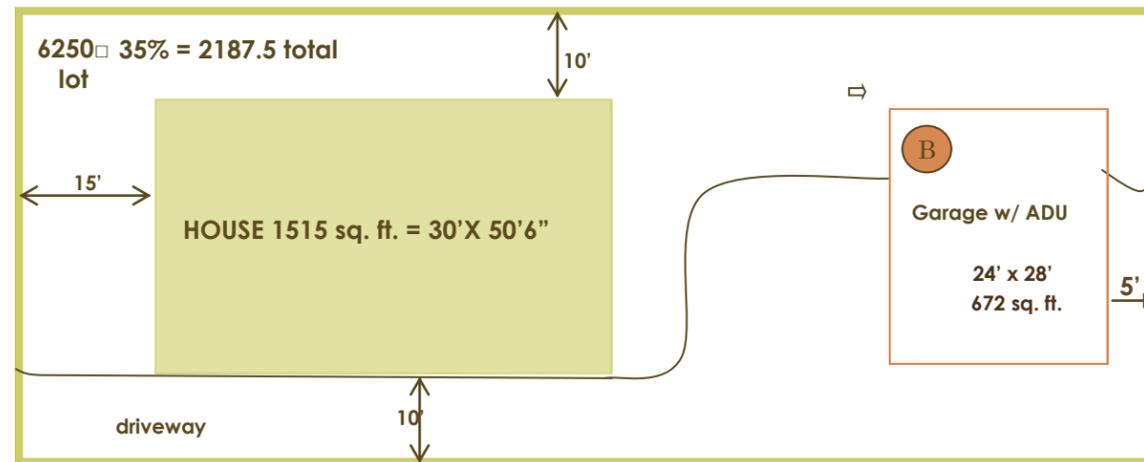
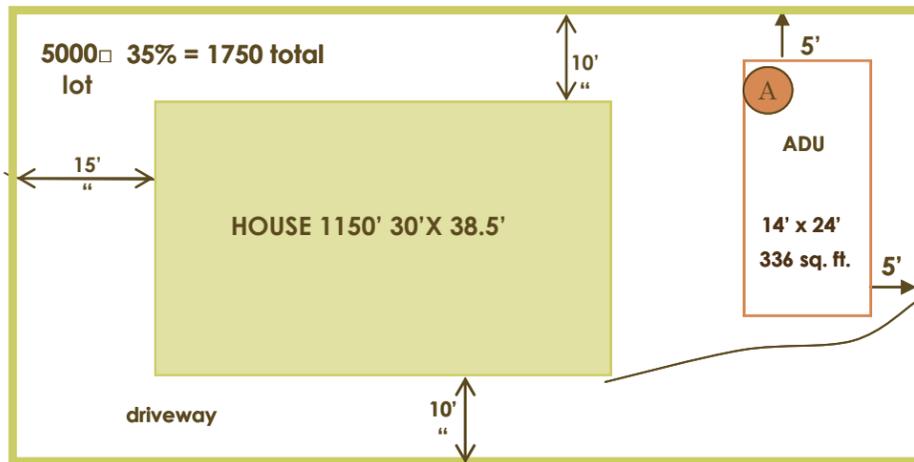


EX: STREET FACING COTTAGE

Attachment E



Average Lot Sizes
 5000 sq. ft.
 6250 sq. ft.
Lot coverage maximum:
 30% for residential
 35% all structures



ADU 's are to be no more than 600 square feet and the architecture must be compatible in design and scale with the residential structure on the same lot . Each ADU is to have one off street parking space. The total number is ADU's is to be determined by percentage density as defined by plan.

RESIDENTIAL DESIGN STANDARDS

NEIGHBORHOOD LAYOUT

Single Family Residential Lots:

The residential area of Old Town was platted in 1908 with lot sizes:
 50' x 100' (5000 sq. ft.)
 50' x 120' (6250 sq. ft.)

The development pattern over the years has honored these original lot sizes, and is the context necessary for historic designation. To remain consistent with historic character maintains the recommended lot size:
 minimum 5000 sq. ft.
 maximum 6500 sq. ft.

Combining adjacent lots to build larger structures is not in character with historic development pattern and is strongly discouraged

Ratio of building to lot area is a part of the old town historic character. Residential building proportional to lot area is generally smaller homes on larger lots. Lot dimensional requirements are to be preserved to maintain existing balance.



City of Wilsonville

**PLANNING COMMISSION
WEDNESDAY, DECEMBER 11, 2013**

VII. OTHER BUSINESS

- A. 2013 & 2014 Planning Commission Work Program.
Reschedule of February 2014 PC meeting

2013 Annual Planning Commission Work Program

DATE	AGENDA ITEMS		
	Informational	Work Sessions	Public Hearings
December 11	Frog Pond / Advance Road Concept Plan Old Town Plan implementation	Goal 10 Housing Needs Analysis and Code Amendments	
2014			
January 8		Goal 10 Housing Needs Analysis: CCI Public Forum on Wilsonville's Residential Lands Strategy	
February 13-15	Smart Growth Conference		
February ? Rescheduled PC meeting		Goal 10 Housing Needs Analysis and Code Amendments	
March 12		Industrial Form-Based Code Goal 10 Code Amendments	

2013

- 1 5-year Infrastructure Plan
- 2 Asset Management Plan
- 3 **Basalt Creek Concept Planning**
- 4 Code Amendments to the Solid Waste and Recycling Section of the WC
- 5 Community Investment Initiative
- 6 Climate Smart Communities (Metro)
- 7 **Density Inconsistency Code Amendments**
- 8 **Development Code amendments related to density**
- 9 **Industrial Form-Based Code**
- 10 **Frog Pond / Advance Road Concept Planning**
- 11 **Goal 10 Housing Plan**
- 12 **Old Town Code Amendments**
- 13 Parks & Rec MP Update - Rec Center/Memorial Park Planning
- 14 French Prairie Bike/Ped Bridge

*Projects in bold are being actively worked on in preparation for future worksessions