

# PLANNING COMMISSION

WEDNESDAY, SEPTEMBER 11, 2019

6:00 PM

## AGENDA



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

Jerry Greenfield – Chair	Kamran Mesbah
Eric Postma – Vice Chair	Phyllis Millan
Ron Heberlein	Simon Springall
Peter Hurley	

### PLEDGE OF ALLEGIANCE

### CITIZEN'S INPUT

This is the time that citizens have the opportunity to address the Planning Commission regarding any item that is not already scheduled for a formal Public Hearing tonight. Therefore, if any member of the audience would like to speak about any Work Session item or any other matter of concern, please raise your hand so that we may hear from you now.

### ADMINISTRATIVE MATTERS

A. Consideration of the August 14, 2019 Planning Commission Minutes

### II. 6:15 PM WORK SESSION

A. Equitable Housing Strategic Plan (Rybold) (90 Minutes)

### III. 7:45 PM INFORMATIONAL

A. Clackamas County Housing Needs Analysis  
B. City Council Action Minutes (Aug. 5 & 19, 2019)  
C. 2019 Planning Commission Work Program

### IV. 8:15 PM ADJOURNMENT

*Timeframes 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

For further information on Agenda items, call Miranda Bateschell, Planning Director, at (503) 570-1581 or e-mail her at [bateschell@ci.wilsonville.or.us](mailto:bateschell@ci.wilsonville.or.us).

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

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 Tami Bergeron, Planning Administrative Assistant at (503) 570-1571



# **PLANNING COMMISSION**

## **WEDNESDAY, SEPTEMBER 11, 2019**

### **I. ADMINISTRATIVE MATTERS**

A. Consideration of the August 14, 2019 PC Minutes

**PLANNING COMMISSION  
WEDNESDAY, AUGUST 14, 2019  
6:00 P.M.**

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

**Minutes**

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**I. CALL TO ORDER - ROLL CALL**

Chair Jerry Greenfield called the meeting to order at 6:00 p.m. Those present:

Planning Commission: Jerry Greenfield, Eric Postma, Peter Hurley, Simon Springall and Kamran Mesbah. Phyllis Millan and Ron Heberlein were absent.

City Staff: Miranda Bateschell, Daniel Pauly, Kimberly Veliz, Beth Wolf, Bill Evans, and Amanda Guile-Hinman

**PLEDGE OF ALLEGIANCE**

The Pledge of Allegiance was recited.

**CITIZENS INPUT** - This is an opportunity for visitors to address the Planning Commission on items not on the agenda.

Garet Prior, Wilsonville resident, explained his experience with education inequality had driven him toward his career from a teacher to an urban planner and community organizer, and his plans to write about racial divides nationally through the scope of Wilsonville's schools, urbanism, housing, and work force. He believed the Equitable Housing Task Force was an excellent name and title, and he hoped that his writing, the Planning Commission, City Council and the Task Force together could achieve and live up to the title of equity. He had sent comments to the Commission that recapped the first Task Force meeting and he believed they were off to a great start. He urged the Commissioners to ask big questions at the upcoming work session in September, because a lot of work around equity was in name-only and addressed the margins of things very incrementally. What big things could the City and its planning do to implement those plans? He had seen some of the Town Center Plan and believed it was an excellent way to establish a good, dense urban core of mixed use, but the City should push to ensure mixed-use was also mixed income and affordable housing around where the infrastructure, jobs, and other greatest resources were in the community.

- Regarding the open space standards presented in tonight's meeting packet, he understood how private yards could be calculated originally, but in practice, private yard open space would be difficult to enforce overtime as property owners added a patio, for example, that would use up the open space. The quality of open space was also a difficult issue. In the past, he preferred when standards were used around contiguous land, or land that was not delegated for wetlands or small pieces of land that had been discarded and counted as open space. He believed the draft language was moving toward that. Open space was a difficult item that many communities were working on, but he believed the Code language was moving in a good direction.

**ADMINISTRATIVE MATTERS**

A. Consideration of the July 10, 2019 Planning Commission minutes.

Chair Greenfield requested the following amendments to the July 10, 2019 Planning Commission minutes:

- On page 4, in the second paragraph prior to the Informational agenda item, "Chair Greenfield noted one could not ~~reliably count~~ **easily guess** the number of residences in Charbonneau..."

- On page 4, under the Informational agenda item, “Chair Greenfield added the follow-up session was very interesting and a bit ~~too factual~~ **alarming**, noting it would take 15 minutes for the valves to close...”

Commissioner Postma moved to adopt the July 10, 2019 Planning Commission minutes as amended.

Commissioner Mesbah seconded the motion, which passed 4 to 0 to 1 with Commissioner Springall abstaining.

## II. WORK SESSION

### A. Online Engagement Tool (Evans/Wolf).

Miranda Bateschell, Planning Director, said she was excited to discuss the online engagement tool with the Commission, because the City had continuously tried to improve community engagement to ensure transparency and provide opportunities for a high level of engagement with the community. The online engagement tool was had already been implemented in house and was about to launch online for the community.

Ms. Bateschell, Senior Systems Analyst Beth Wolf and Communications and Marketing Manager Bill Evans presented the *Let's Talk Wilsonville! Community Engagement Tool* via PowerPoint and reviewed the layout and key features of [www.LetsTalkWilsonville.com](http://www.LetsTalkWilsonville.com), which would also be formatted for use on mobile devices.

Discussion and feedback from the Planning Commission was as follows with responses by Staff to Commissioner questions as noted.

- The City's current website had a link showing current projects occurring around the city and their status, but no way for citizens to provide feedback, ask questions, or note concerns. Including a similar link on *Let's Talk Wilsonville!* was suggested that also enabled two-way conversations with citizens. Being City moderated, factual, consistent information could be provided, rather than the misinformation often seen on social media.
  - While the new platform was project orientated, if the City planned to brand and promote the platform as a means of two-way engagement, Staff agreed the new website should include a space for a general Q&A tool where Staff could respond to questions posed by citizens, including those regarding current projects throughout the city. When looking at platforms used elsewhere, one site had a Myth Busters page, which could be useful as well.
  - *Let's Talk Wilsonville!* was an excellent first step towards a higher level of engagement for projects, as well as getting structural corrections for the City's tools. However, the Q and A section of the platform should not be described as a conversation, because it was not actual dialogue and could not replace actual face-to-face discussions, not only with staff, but also amongst citizens. The City would need to develop additional steps and activities, similar to that done with Town Center, to establish ongoing dialogue with the community and ensure the debunking of rumors and the sharing of facts.
- The letters U and P on the back of the business cards advertising *Let's Talk Wilsonville!* allowed users to quickly note their username and password for easy reference.
- The City currently used several different platforms for engagement and follow-up, and because registered user were attached to an email, Staff could track what activities users were engaged in, including which surveys they had participated in, and also create an interested parties list to strategically target active participants for future projects. The *Let's Talk Wilsonville* platform would provide the same feature.
  - Staff would ask whether the EngagementHQ software allowed registered individuals to opt-out of specific surveys or projects that did not interest them, while still keeping them in the greater system.
- *Let's Talk Wilsonville* was hosted by a company called Bang The Table, who provided the EngagementHQ software used on the website. The City of Tigard also used the same platform. The City paid an annual maintenance fee to Bang The Table for continued use and access to the EngagementHQ tool.
  - The City was not limited by bandwidth or the number of projects posted on the website.
- In terms of moderation, Bang The Table's software had the ability to scan for and flag inappropriate words that typically would not be allowed on a city website in order to maintain a certain level of decorum. If inappropriate language was flagged, the comment was reviewed if found to be inappropriate, it would not be posted publicly, and the user would be notified of the moderation violation. The violating user would be

warned and resent the link to the moderation policies, and if they continued to violate policies, their account would be placed on hold. As the administrators of the website, Staff would not allow comments that did not meet the moderation policy to be posted publicly.

- Concerns were expressed about an individual's right to free speech and ensuring all comments, whether dissenting or with offensive language, were included in the data. Because the City was soliciting input for government purposes maintaining open records was also important.
  - Staff hoped the moderation violation warning and resending of policies would drive users to repost their comments with appropriate language to ensure their voice was heard.
  - Staff would confirm with Bank The Table that a rejected post would still be logged in the system as input and included in the analytics.
- The new platform accumulated all the comments and feedback from all the public input tools used on a project and allowed Staff to create a report at the end with all the results in one document, making records preparation more efficient. Staff would ensure any inappropriate comments were also logged as a record with the City.
  - The website analytics from *Let's Talk Wilsonville* would only be available to the website's administrators in real time during the project to understand how people were engaging, which could be reported regularly to the Planning Commission or City Council. The report at the end of a project would become part of the record and used to present findings to the City Council, Planning Commission and users of the website. The engagement tool also tracked timelines and where engagements took place, allowing Staff to provide the analytics report as a link within the timeline so users who participated in that survey could see the report once the project was complete.
  - Staff could also create a mid-term report if needed and post it within the timeline to solicit more input from users.
  - The quick polls on the website would allow participants to view a tally of all votes in real time.
- Concerns associated with using a third-party host for the website was the security of the user's personal information and the potential of losing data should the third-party site close for any reason. The City would need to ensure that participants' information was safe, so people would participate and archive the data on a regular basis.
  - The registration process required users to answer all questions, but some questions requesting sensitive data, such as race or gender, had a "prefer not to answer" option.
- Having ready connections between the City of Wilsonville's website and *Let's Talk Wilsonville* was important. The *Let's Talk Wilsonville* logo linking to the engagement platform had already been added to the header of the main City website near the Facebook and YouTube icons, but it would take time for the logo to become recognizable to the general public. Staff also planned to add cross-over links on all City websites, including city project pages, and the link was already on [www.ridesmart.com](http://www.ridesmart.com), [www.wilsonvilleparksandrec.com](http://www.wilsonvilleparksandrec.com), and [www.wilsonvillelibrary.org](http://www.wilsonvillelibrary.org).
  - A Google search for Wilsonville, Oregon would likely bring up the main City website, but including "let's talk" in the search would likely bring up the "About" site for *Let's Talk Wilsonville*.
- With regard to legibility, using colored text, and especially desaturated colored text against a white background, was discouraged because it could be difficult to read. This was particularly true for running text as well as the logo, which needed to be dark with a brightness contrast rather than gradation. In general, more saturation and moving to a darker color against a light background were important. Staff agreed to make any needed adjustments for better legibility.
- In terms of the moderation of content, true conversation and dialogue required authenticity and these types of tools often become tools of propaganda, because they become a newsletter for only positive news and spin. If a tool for conversation becomes known for only having positive spin, it would not be effective for dialogue. Staff was urged to keep this in mind as the website grew and the moderator began dealing with real problems, answers, and tough questions, because the more authentic the responses were the more credibility the website would have as a tool for honest conversation.

Chair Greenfield called for a brief recess at 7:05 pm and reconvened the meeting at 7:10 pm.

## B. Residential Code Revision Project (Pauly)

Miranda Bateschell, Planning Director, explained the Residential Code Revision Project was introduced in this spring, and was intended to address inconsistencies and conflicts within the existing Development Code. She reminded that the project had been split into two parts. Last month, the Commission addressed the density inconsistencies and tonight, the Commission would work through some of the open space standards.

Daniel Pauly, Planning Manager, presented Topic Area 2, Open Space Requirements, of the Residential Code Revision Project via PowerPoint, highlighting the background, issues to address, and draft recommendations.

Discussion and feedback from the Commission on the Topic Areas were as follows with responses to Commissioner questions as noted:

- Topic 2.1: What to Count as Open Space
  - Staff's PowerPoint presentation (Slide 7) was different from the Staff report. Under "Backyards" on Page 2 of 4 of the Staff report, it stated, "...but require 10% open space for small lots (4,000-6,000 sq ft) half of which must be usable." Yet, in the presentation, Staff stated 10% of private yards for all lots less than 6,000 sq ft.
  - Mr. Pauly clarified he had mixed two concepts during his presentation. The first concept was ~~if there were four~~ that for lots 6,000 sq ft or larger, 10% would be counted toward the overall open space requirement, while areas of a subdivision with lots 6,000 sq ft or larger did not otherwise have a separate open space requirement. In areas with smaller lots, 10% of that block, for instance, would need to be open space. In terms of the second concept, there was an equalizer when calculating the 25% open space, because 10% of that residential area would count towards the 25% total open space requirement, regardless of lot size.
  - He clarified that usable open space was defined as open space programed by a professional with an eye on maximizing the ages and other demographics served by that space.
- An important function of open space, not parks, was habitat connectivity that allowed wildlife to get to the river corridor from places in the city. If the 10% was not linear, it would not do anything for such habitat connections. However, this was not a natural resource plan, but an open space plan that Staff was trying to create clear categories for.
  - Mr. Pauly noted the City did have the Significant Resource Overlay Zone (SROZ) and a Natural Resource Plan in areas designated for wildlife corridors throughout the city. Areas preserved for significant resources counted toward the overall open space requirement. Half of the space outside the SROZ could be in storm facilities or other wildlife habitat could be developed as non-park space that served habitat functions. In reviewing the requirements, Staff understood not all open spaces were green parks with picnic tables, but included SROZ and other areas served wildlife. It was important to have SROZs that provided a network of spaces for wildlife.
  - Commissioner Mesbah noted the SROZ areas he had seen were a very disconnected network due to isolation pockets that cause migratory issues for wildlife. He wanted to bring attention to the qualitative aspects of open space that dealt particularly with habitat contiguity and continuity. If trying to include SROZ areas a deeper discussion was needed about what was open space.
- Topic 2.3, Ensuring Usability of Open Space
- The term "experienced" (Slide 12) should be removed because it could not be clearly defined; credentialed landscape architects required a minimum amount of experience.
- Including more specific design parameters for the landscape architect to consider was suggested. The preservation of valuable habitats was standard language that created an aquarium type of habitat in isolation, while preserving and explaining the functions of a high-quality habitat created habitat that preserved connectivity.
  - Mr. Pauly explained that in the context of wildlife habitats and urban growth areas, these standards would apply to the high-quality habitats not already part of the SROZ. The primary functions

Commissioner Mesbah sought were already in the SROZ regulations, which require the continuation and preservation of riparian networks. Some connections had been cut-off over the years by agriculture or other development, and while there was no plan to reconnect them, it was important to preserve those connections, as well as maintain and improve the existing forested riparian networks. Natural Resources Program Manager Kerry Rappold worked with applicants to enhance existing habitat areas where possible.

- The landscape architect should be able to recognize where habitat connectivity had been lost and if the habitat was sustainable, the connection could be restored in a new location, which would improve water quality in disconnected riparian areas. Additionally, these riparian areas were not SROZ, because they were changed through agricultural practices. Through urban development, and well done open space and environmental planning, those connections could be restored to benefit the habitat and water quality. If the design standards did not at least encourage such restoration, why would a developer do it?
  - Mr. Pauly suggested adding language to establish connections where possible, and networks would be provided during project planning to provide connectivity. He cited the greenway and pathway networks planned in Frog Pond and Town Center as examples providing that connectivity. In many cases, the ability to reestablish a network was limited due to a small site, although, clear and concise language could be explored to encourage designers to look for the opportunity to expand or enhance habitat connectivity. For example, if adjacent to an upland forest habitat, additional natural area or open space could be required; encouraging the non-usable portion to be a continuation of the natural space.
  - The City had a policy that discouraged pipes where open drainage could be reestablished as part of the landscape. Extensions could be extensions of pathways. For example, the filbert orchard south of Wilsonville had a park on the south side, and open space on that property should connect to the park and extend up toward Wilsonville; that was one useable linearity that could be expanded. Commissioner Mesbah hoped to see some form of language or statement to let designers know the City was interested in making such connections. If designers were given parameters in which to work, they would design accordingly, but without any clear instructions, they would do whatever was easiest.
- Open space did not necessarily have to be green or have permeable pavement. Pathways not connected to sidewalks, but to recreational areas, counted as open space, as did plazas and basketball courts, for example. Hard surfaces could be counted as open space.
  - Permeability was important, because the City did not want all of its land paved over. Consequences associated with the new storm water standards had influenced developers to minimize impervious surfaces, because adding impervious surfaces in one location would take up land elsewhere to treat run-off.
- The 10% open space requirement for 6,000 sq ft lot raised concerns about equity as smaller, denser development areas had to allocate land for open space, while larger development areas were given a reduction. Clarification was requested on how the 10% requirement for 6,000 sq ft lots in Frog Pond was now being applied citywide. Discussion continued as follows:
  - Staff explained that when the Planning Commission discussed the Residential Neighborhood Zone for Frog Pond, there was a lot of discussion about moving away from a percentage for all lots, due to the neighborhood parks in place, as well as the Boeckman Creek Corridor. Using percentages for smaller lots with little yard space was also a concern, because there would not be adequate green or open space in those areas and there was a desire to ensure those residents had open space to enjoy, which lead to the requirement that half of the open space must be usable to ensure the spaces had amenities and were not just blank open lawn.
  - Chair Greenfield noted that giving credits for open space requirements to large lots penalized small lot owners, because they had proportionally less open space allocated to them. He agreed there was a question of equity.
    - Staff believed the open space requirement was limited to 10% in an attempt to balance the open space between large and small lots from a practicality standpoint, recognizing that some portion of the rear yard functioned for outdoor recreation purposes.

- Vice Chair Postma expressed confusion about the equity argument, because he recalled the Commission was concerned there would be less usable space as lots got smaller. With larger lots, the yard would be usable as a place for kids to play outside. From an equity standpoint, he understood when the lots got smaller, they had to ensure there was usable space, meaning larger parks within the smaller lot subdivisions. The offset regarding the equity was to make sure smaller lots had usable space where they otherwise would not.
- Larger lots were presumed to have more yard space, but they also had bigger houses, and therefore, not more outdoor space. When builders planned smaller lots, they had to set aside space for open space; but not when planning larger lots. This appeared to make the smaller lots more expensive per acre due to the tax of required open space on the smaller lots.
  - Metro was driving smaller, denser, more expensive lots where people did not have backyards. Based on Wilsonville's Development Code, developers could not build a house on the entire lot without open space; a backyard was required.
- The City's Code pushed landowners' costs to provide that open space for smaller lots. Lowering the open space requirements would drive down the cost of smaller lots, but there was no solution because land was a zero-sum game; there was only so much land. Having a system to ensure usable space in small lot subdivisions was a trade-off for the fact that land was zero-sum. Additionally, they had to ensure that those buying small lot subdivisions had usable space even though the buyers could not pay more money for larger lots with yards that factored into usable space. Some yards in Frog Pond were pretty large and served as usable outdoor space.
- Open space was treated as a commodity, if one would afford to have a large lot, they would have open space, but people who could not afford large lots must pool resources together for a collective open space. However, the equity argument being discussed regarded building a mixed-use neighborhood, with the individuals who purchase large lots donating to the collective open space for people who have small lots to have a similar amenity.
  - System development charges (SDCs) already provided an equitable way to have a collective open space in subdivisions with smaller lots.
- Determining the funding mechanism for the costs associated with open space was up to private developers, not the Planning Commission. The Code was about open space and percentages, not funding. However, the Commission did not want to take actions and unknowingly create disparity.
  - Mr. Pauly noted the 10% was part of the overall 25% requirement, so 15% of the open space would still be shared regardless.

Mr. Pauly presented examples showing how different open space Code requirements over the years would have impacted the Arbor Crossing, Renaissance, and Aspen Meadows Subdivisions as detailed in an Excel spreadsheet distributed to the Commission. He addressed clarifying questions from the Commission as follows:

- The average lot size in Arbor Crossing was 5,000 to 6,000 sq ft and 15 lots were larger, about 9,000 sq ft. Not many lots reached back to the SROZ; many were inside a cul de sac or on a corner. The lots on the west side were larger. There was a relatively sizable park near the entrance of the development.
- The difference between the current Code and what could be counted as rear yards in the proposed Code was not a large percentage of the overall open space. In the 2000 to 2005 Code, a substantial amount could be counted as open space, taking away from what was otherwise provided.
- He was able to determine specific useable open space areas in Renaissance, because the Staff report identified the programmed spaces, such as the pool area, play structures, etc. He was unable to determine what portion of the larger tracts were programmed spaces in Arbor Crossing.
- He reiterated that usable was being defined with a focus on the space being professionally designed with usability in mind.

Discussion and feedback from the Planning Commission was as follows with responses by Staff to Commissioner questions as noted.



- Mr. Pauly explained that included non-usage open space, so a rainwater swale or something of that nature would be 0.13 acres. Due to its size, Aspen Meadows would only be required to have about 2,800 sq ft of usable open space outside of the SROZ; a substantial reduction from 9,100 sq ft, which was intended to better balance land consuming requirements, such as streets.
  - The implication was that Aspen Meadows, which was approved in 2016, was not as developable as first believed.
- Mr. Pauly reviewed a site plan of Aspen Meadows on the City's website, noting that under the new standards, the open space would be smaller, but it would also be required to have more quality design and more specific requirements. The open space had some grass with a picnic table, trail, and bench. The current Code did not define useable, but the open space must be used for something.
 

<https://www.ci.wilsonville.or.us/engineering/project/aspens-meadows-14-lot-single-family-subdivision>
- With regard to the clear and objective standards that apply to nearby park facilities, currently a waiver must be requested, and the purpose of the open space requirements being met with alternative means, such as a nearby park or facility, must be demonstrated. The proposed clear and objective Code standard stated the space must be within a quarter mile and not already claimed as open space for a development.
  - Mr. Pauly acknowledged the standard needed to be dialed in a bit more because half the development could be more than a quarter mile away, depending on where the alternative open space was located.
- The notion of shared credit for public parks needed to be parsed out further to see how it would work in the Code. For example, if a potential developable residential land was within a quarter mile, how would that be divided equally?
- Mr. Pauly explained Staff's approach to the open space requirements was to acknowledge the robust discussion on these topics with Frog Pond, and the merit of building upon that discussion.
  - Chair Greenfield concurred with the draft recommendations as written, noting the devil was in the details.
  - Reviewing the examples was always a good exercise that helped cover all angles of the Code, and showed how the draft recommendations could have improved Aspen Meadows, though the intent of the Code was right at the time.
- The proposed Code would mostly apply to three areas in the city. The one near Aspen Meadows had significant amounts of SROZ, but what about the land for Mentor Graphics and the old filbert orchard?
  - Mr. Pauly stated the old filbert orchard had SROZ on the south side along Arrowhead Creek and it would probably end up in a scenario similar to Arbor Crossing. As mentioned, when adding a forested or non-active area it made more sense to enhance the area along the existing creek for connectivity.
  - It was shocking to see how much the SROZ impacted the open space requirements. Aspen Meadows did not have a park area, but some people might want to live near significant habitat.
    - In Aspen Meadows, several lots facing or in the SROZ were ideal. High-density was usually placed where there was natural open space to create openness. However, residents that were in the SROZ would not be able to use that space for recreation, which was why a clear definition of usable open space was needed.
- The bigger question was, "What was the open space going to be used for?" Areas like Renaissance and Aspen Creek have open space that could not be used because of the SROZ. There were no design requirements that the open space could be used for recreational purposes, but that demographic might not want or need recreational space. The question was whether the City wanted to create private parks in lieu of city parks by requiring open space and use of a certified landscape architect, or just create more space for people to spread out.
  - Mr. Pauly believed all those components were involved.
  - There was a way of designing that would not allow a ball to be kicked around in SROZ open space, such as preventing fences to be built in backyards that were within a vegetative buffer to the SROZ; however, the usability of the backyard would remain intact. That open space was just as active for other usability purposes, including psychological, educational, and emotional well-being.
  - The market also came into play, because the home owner buys based on the opportunities available. However, the market was only partially a factor, because markets were made. If that option was never

available anywhere, it was just not available. The key was to have a variety of options in the broader community.

- Was it reasonable to require a small, quarter acre, shared open space in only a 1.5 acre, five-lot subdivision? Shared open spaces made sense in large subdivisions, but what about in smaller subdivisions.
  - Normally in small subdivisions, a neighborhood park that served several neighborhoods was more desirable, so perhaps a fee in lieu of was a better option so the City could capitalize on a public park located on the border of three or four acre developments.

Mr. Pauly asked if the Planning Commission believed Staff was on track with the Residential Code Revision Project, or if any specific changes were needed.

Commissioner Springall appreciated the SROZ Map from the City's website ([https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/planning/page/4921/sroz\\_map\\_201312061501197095.pdf](https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/planning/page/4921/sroz_map_201312061501197095.pdf)) which spoke to Commissioner Mesbah's point about wildlife corridors and could be used to demonstrate where those corridors were as well as the gaps. He appreciated the discussion about the 10 percent, noting a more painful conversation occurred during Frog Pond and it was still a good compromise. He was happy with Staff's progress and the recommended draft changes.

Chair Greenfield stated he was already on record as having private reservations about clear and objective standards, which was great in principle, but problematic in practice because there must be human judgement in any process. He also liked what Staff had done.

### III. INFORMATIONAL

#### A. City Council Action Minutes (July 1 & 15, 2019)

There were no comments regarding the minutes.

Vice Chair Postma asked who maintained the wetland along Wilsonville Rd in front of the high school, noting it appeared rather rough with a lot of trash and over growth.

- Mr. Pauly responded that he believed the wetland was owned by the school district.

#### B. 2019 Planning Commission Work Program.

Chair Greenfield noted December was completely free and no public hearings were scheduled in the near future.

Miranda Bateschell, Planning Director, reminded the Commission had a large volume of public hearings in 2018 and the lack of hearings now was rather common due to the two-year work program of goals from City Council, which was coming to an end. Council had started new work programs and projects in 2019, which would result in joint meetings and work sessions, and eventually, hearings would be scheduled.

### IV. ADJOURNMENT

Chair Greenfield adjourned the regular meeting of the Wilsonville Planning Commission at 8:33 p m.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, Inc. for  
Tami Bergeron, Administrative Assistant-Planning



# PLANNING COMMISSION

## WEDNESDAY, SEPTEMBER 11, 2019

### II. WORK SESSION

- A. Equitable Housing Strategic Plan (Rybold) (90 minutes)



## PLANNING COMMISSION WORK SESSION STAFF REPORT

<b>Meeting Date:</b> September 11, 2019		<b>Subject:</b> Equitable Housing Strategic Plan	
		<b>Staff Member:</b> Kimberly Rybold, AICP, Senior Planner	
		<b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable <b>Comments:</b>	
<b>Staff Recommendation:</b> N/A			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities Housing Affordability Study and Policy Development	<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable	

### ISSUE BEFORE COMMISSION:

Provide market research and stakeholder outreach findings, present an update on the work of the project Task Force, including possible policy strategies for consideration in the Equitable Housing Strategic Plan, and provide an opportunity for public comment on the project.

## **EXECUTIVE SUMMARY:**

In 2016, Wilsonville applied for and received a Metro Community Planning and Development Grant to develop an Equitable Housing Strategic Plan. The primary goal of this project is to identify gaps that are currently present in Wilsonville's housing market and develop a plan with prioritized strategies to fill these gaps, providing Wilsonville residents and employees housing opportunities for different household compositions, ages, and income ranges.

To help identify these gaps, the project consultant team prepared a Housing Market Research Report that builds upon the findings of the Clackamas County Housing Needs Analysis project. This report (Attachment 1) highlights key factors affecting Wilsonville's housing market, including changing demographics, increased rental costs, and unit type mix of recent construction. At this work session, the project consultant will present the key findings from this report. The information in the Housing Market Research Report will help inform the project task force, Planning Commission, and City Council in developing and prioritizing strategies for inclusion in the Equitable Housing Strategic Plan.

The project team is also in the midst of the project's stakeholder engagement phase. Throughout July and August, the project team held focus groups with local service providers, non-profit housing developers, and employers, and conducted stakeholder interviews with industry experts to gain insight about housing needs and expanding housing choice within Wilsonville. A summary of themes that have emerged from stakeholder engagement efforts thus far is included (Attachment 2). Additionally, the project is using the City's new online engagement platform, Let's Talk Wilsonville, to provide an opportunity for community members to participate in a project survey and provide feedback on housing in Wilsonville.

On September 4, the Equitable Housing Strategic Plan Task Force will hold its second meeting, where the group will identify and discuss strategies to be considered for inclusion within the Equitable Housing Strategic Plan. The project team will present a list of strategies to the Task Force for consideration (Attachment 3). At the Planning Commission work session, the project team will provide an update on the Task Force discussion and gather additional input from the Commission on these potential strategies.

## **EXPECTED RESULTS:**

Additional stakeholder engagement activities will occur through mid-September. Input from this additional engagement and the Planning Commission work session will be incorporated into the policy strategy options that will be presented to City Council this fall.

## **TIMELINE:**

City Council will discuss prioritization of the proposed policies in fall 2019, with a draft strategic plan expected for review by the Planning Commission in late fall/early winter. A final Equitable Housing Strategic Plan is anticipated to be completed in early 2020, with the City Council considering adoption in spring 2020.

## **CURRENT YEAR BUDGET IMPACTS:**

The Professional Services Agreement has a budget of \$62,500 included within the CD Fund in the adopted budget, which is funded through a Metro Community Planning and Development

grant with a \$10,000 City match. Staff estimates spending approximately \$50,000 of the remaining Professional Services Agreement contract amount during this fiscal year.

**FINANCIAL REVIEW / COMMENTS:** N/A

**LEGAL REVIEW / COMMENT:** N/A

**COMMUNITY INVOLVEMENT PROCESS:**

There will be multiple opportunities to participate in the project. Participation opportunities include an advisory task force, stakeholder interviews, focus groups, and online surveys, in addition to work sessions and public hearings before the Planning Commission and City Council. The project team seeks to provide meaningful stakeholder engagement and will work with stakeholders to make available fair and equitable opportunities to voice needs and opinions for the future of equitable housing development in Wilsonville.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:**

As a result of this project, the City will have a better understanding of the specific housing gaps that exist within Wilsonville, with a list of policy strategies for the City to pursue aimed at filling these gaps. Pursuit of these strategies will strive to make housing more affordable and attainable for City residents and employees, ensuring Wilsonville provides housing opportunity for different household compositions, ages, and income ranges.

**ALTERNATIVES:**

The Planning Commission may recommend additional policy strategies to be considered for inclusion within Equitable Housing Strategic Plan.

**CITY MANAGER COMMENT:** N/A

**ATTACHMENTS:**

1. City of Wilsonville Housing Market Research Report – August 2019
2. Stakeholder Engagement Themes
3. List of Potential Strategies

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# City of Wilsonville

## Housing Market Research Report

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August 2019

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

For over 40 years ECONorthwest has helped its clients make sound decisions based on rigorous economic, planning, and financial analysis. For more information about ECONorthwest: [www.econw.com](http://www.econw.com).

ECONorthwest prepared this report for the City of Wilsonville. It received substantial assistance from Communitas, LLC and Commonworks Consulting as well as Kim Rybold at the City of Wilsonville. Other firms, agencies, and staff contributed to other research that this report relied on.

This project is partially funded by a Metro 2040 Grant. That assistance notwithstanding, ECONorthwest is responsible for the content of this report. The staff at ECONorthwest prepared this report based on their general knowledge of housing economics, and on information derived from government agencies, private statistical services, the reports of others, interviews of individuals, or other sources believed to be reliable. ECONorthwest has not independently verified the accuracy of all such information, and makes no representation regarding its accuracy or completeness. Any statements nonfactual in nature constitute the authors' current opinions, which may change as more information becomes available.

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# 1 Purpose and Context

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As housing affordability declines in Wilsonville, community members have expressed concern about being displaced or having to move out of the city in search of more affordable rental and homeownership opportunities elsewhere. A number of community members have testified before the Wilsonville City Council about how the large and sudden rent increases threaten community members' housing stability.

To address the community's housing needs now and in the future, the City of Wilsonville has identified the need to establish a roadmap toward a more equitable housing system. Generally speaking, equitable housing means more people are able to find a home that meets their needs for location, price, and household needs. In the midst of a regional housing crisis, Wilsonville is poised to design a strategy that expands opportunities and access for more people to enjoy the quality of living in the city.

The purpose of this Housing Market Research Report is to synthesize background information on the current housing market to support decision making as the City develops its Equitable Housing Strategic Plan. In particular, the report focuses on housing affordability issues and identifies the types of housing that the City should plan for in the future. This analysis draws heavily on the Wilsonville Baseline Housing Needs Assessment, completed as a component of the Clackamas County Regional Housing Needs Analysis in 2019. Based on research and stakeholder outreach the team will conduct throughout Summer 2019, the Task Force and City Council identify which types of programs and policies are relevant to promoting equitable housing in Wilsonville.

The remainder of this document is organized into five sections:

2. Who lives in Wilsonville today?
3. What will Wilsonville's future population look like?
4. What are the current housing conditions in Wilsonville?
5. What types of housing will future residents need?
6. Conclusion

## What is equitable housing?

Equitable housing goes beyond simple affordability. It aims to ensure all people have housing choices that are diverse, high quality, physically accessible, and reasonably priced, with access to opportunities, services, and amenities.

This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities, and incomes and convenient to everyday needs, such as transit, schools, childcare, food, and parks.

Equitable housing also represents a system that accounts for the needs of households with low income and communities of color, recognizes a history of housing discrimination, and complies with current state and federal fair housing policy.

*Source: Metro*

## 2 Who lives in Wilsonville today?

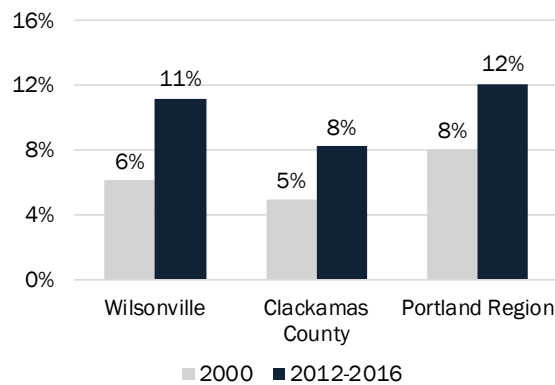
Wilsonville has grown quickly, and with that growth has come changing demographics and an increasing need for the City’s leadership to focus on existing and future housing needs. From 2014 to 2019, Wilsonville saw a 15% increase in population and an 11% increase in housing units.<sup>1</sup> According to a recent article in the Portland Business Journal, Wilsonville ranks third in the entire state of Oregon in five-year population growth.<sup>2</sup>

### Demographics have changed over the last 20 years.

**Wilsonville’s Latinx community is expanding.** Between 2000 and 2016, the Latinx population in Wilsonville increased by about 2,000 people, almost doubling from a share of 6% to 11% of the population. Over the same period, the County and Portland Region saw slower growth in this population group. The growth rate of Wilsonville’s Latinx population was greater than the growth rate of Wilsonville’s population overall.

**Exhibit 1. Share of Latinx Population, Wilsonville, Clackamas County, Portland Region, 2000 to 2012-2016, 2012-2016**

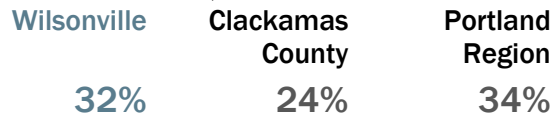
Source: U.S. Census Bureau, 2012-2016 ACS Table.



**Millennials are a large proportion of Wilsonville residents.** In 2012-2016, 32% of Wilsonville’s population was between 20 and 40 years old. This is more similar to the share within the Portland region than in Clackamas County.

**Exhibit 2. Population between 20 and 40 years of age, Wilsonville, Clackamas County, Portland Region 2012-2016**

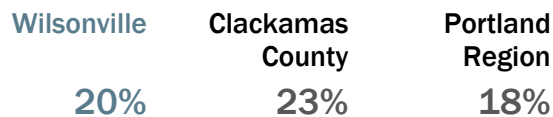
Source: U.S. Census Bureau, 2012-2016 ACS Table.



**Aging Baby Boomers are a small, but important population segment in the city.** In 2012-2016, 20% of Wilsonville’s population was over 60 years old. This is a greater share than the Portland region.

**Exhibit 3. Population over 60 years of age, Wilsonville, Clackamas County, Portland Region 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS Table.



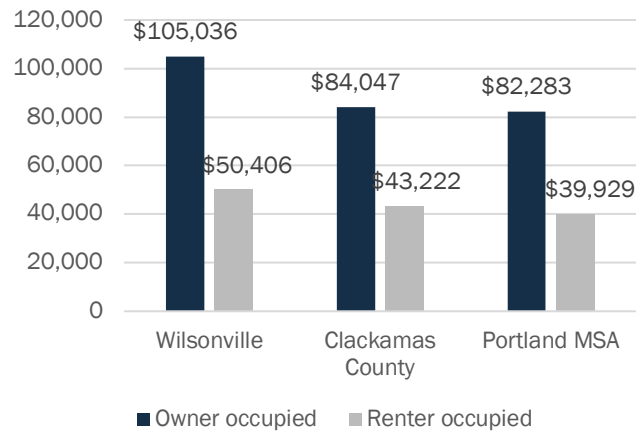
## Incomes for owner households are generally higher than renter households.

The median household income for renters, just \$50,000, is less than half the median for homeowners, over \$105,000.

While average incomes in Wilsonville are higher than in the rest of the County and metro area, the magnitude of difference in income between renters and homeowners is similar.

**Exhibit 4. Median Household Income by Tenure, 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS Table B25119.

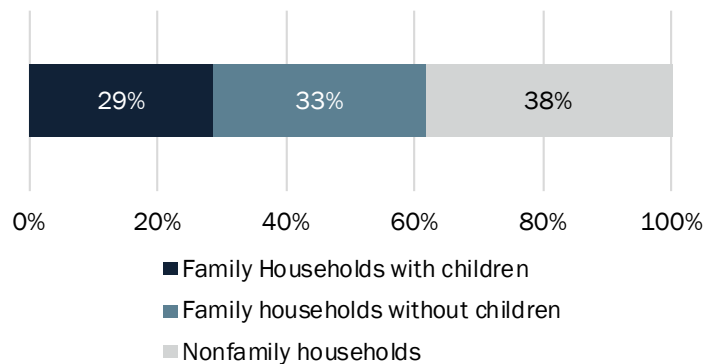


## Incomes vary by family type.

The majority of households in Wilsonville are family households. Per the Census, “Family households consist of two or more individuals who are related by birth, marriage, or adoption, although they also may include other unrelated people. Nonfamily households consist of people who live alone or who share their residence with unrelated individuals.”<sup>3</sup>

**Exhibit 5. Family and Non-Family Households, Wilsonville, 2012-2016**

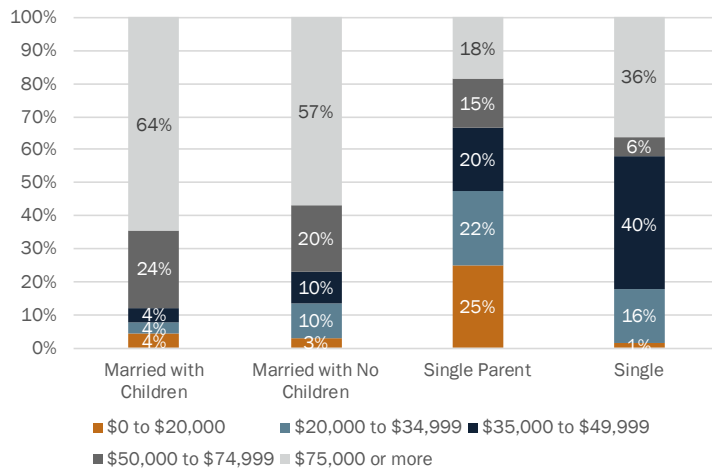
Source: U.S. Census Bureau, 2012-2016 ACS Table B25119.



Of all family types, single parent households in Wilsonville have some of the lowest incomes compared to the amount of housing they need. Two thirds of single parent households have less than \$50,000 in household income per year.

**Exhibit 6. Household Income by Family Type, Wilsonville, 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS

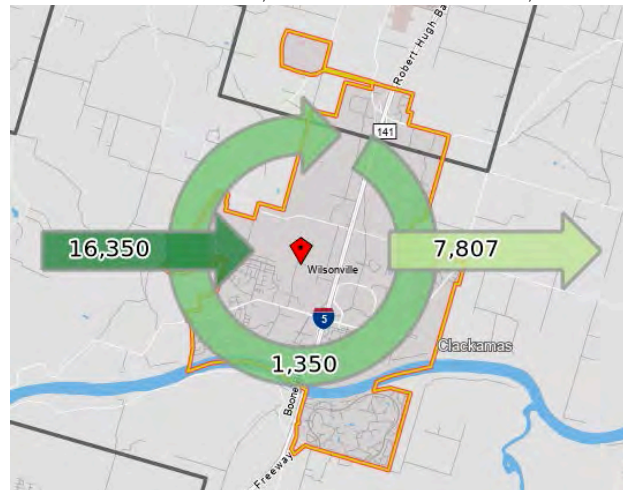


## Most Wilsonville residents commute elsewhere to work.

As of 2015<sup>4</sup>, about 85% of employed residents leave Wilsonville for work, while over 16,000 workers come to Wilsonville from other communities.

**Exhibit 7. Commuting Patterns in Wilsonville.**

Source: U.S. Census Bureau, Center for Economic Studies, On The Map, 2015.



## Many children attending Wilsonville schools are economically disadvantaged.

There are several schools in Wilsonville with a large share of economically disadvantaged students, which the Oregon Department of Education defines as students eligible for free and reduced price lunch.<sup>5</sup> In 2016-2017, a family of four qualified for free lunches with a household income of \$31,590, and reduced price lunches with a household income of \$44,955.

### Exhibit 8. Share of Economically Disadvantaged Students (per Oregon Department of Education) in Wilsonville Schools.

Source: Oregon Report Card 2016-2017.  
<https://www.wlww.k12.or.us/domain/95> and Free and Reduced Price Meal Income Guidelines for School Year 2016-2017  
<https://www.ode.state.or.us/wma/nutrition/snp/memos/nslp-income-guidelines.pdf>

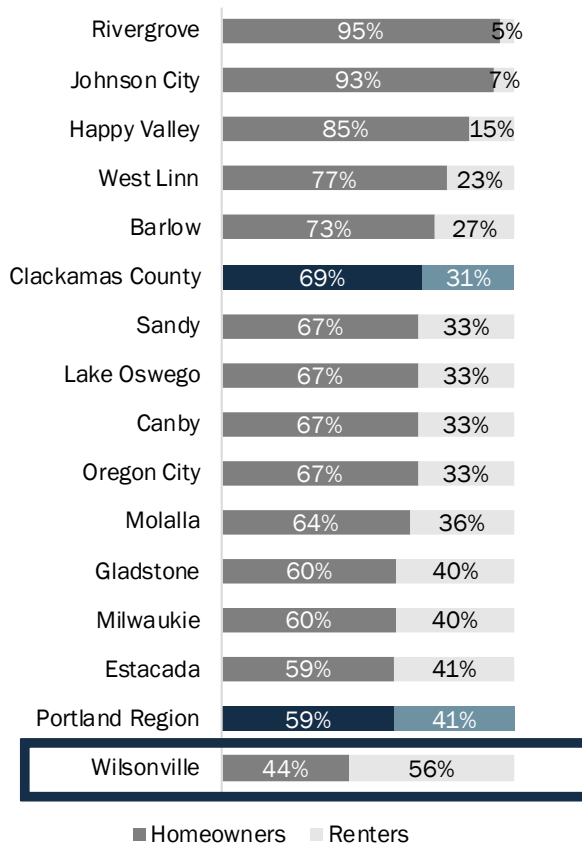
- Arts and Technology High School – 54%
- Boeckman Creek Primary School – 33%
- Boones Ferry Primary School – 40%
- Lowrie Primary School – 21%
- Wilsonville High School – 21%
- Inza Wood Middle School – 30%

## The majority of Wilsonville households rent their homes.

In Wilsonville, over half of households rent their homes. In 2012-2016, about 56% of Wilsonville’s households were renters and 44% were homeowners. In every other major city in Clackamas County, the majority of households are homeowners.

### Exhibit 9. Housing Tenure, Wilsonville and cities within Clackamas County, 2012-2016

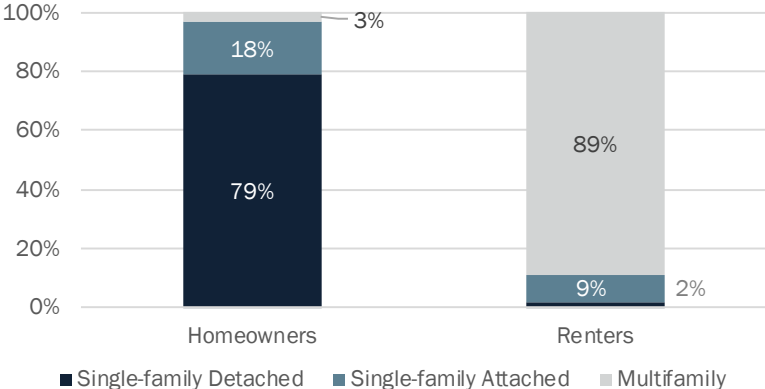
Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.



**In Wilsonville, homeowners mostly live in single-family houses, while renters mostly live in apartment buildings.**

**Exhibit 10. Housing Tenure by Housing Type, Wilsonville and Cities within Clackamas County, 2012-2016**

Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.





# 3 What will Wilsonville's future population look like?

## Wilsonville is expected to grow by over 3,000 new residents over the next 20 years.

By 2040, Wilsonville is projected to see a 14% increase over the 2019 population. Wilsonville is expected to add 3,373 people in about 1,752 households between 2019 and 2039. In recent years, however, the City has grown faster than Metro forecasts, with annual housing growth surpassing the forecasted growth in each of the past five years (15% population growth from 2014 to 2018).<sup>6</sup> If this trend continues, population and household growth would likely surpass this estimate before 2039.

### Exhibit 11. Forecast of Population Growth, Wilsonville UGB, 2019–2039

Source: Metro population forecast, 2015.

<b>23,492</b>	<b>26,865</b>	<b>3,373</b>	<b>14% increase</b>
Residents in 2019	Residents in 2039	New residents, 2019-2039	0.7% AAGR

Note: This forecast does not account for expected growth that may come as a result of the City's recent UGB expansion in Frog Pond East and South and the 2019 adoption of the Town Center Plan.<sup>7</sup>

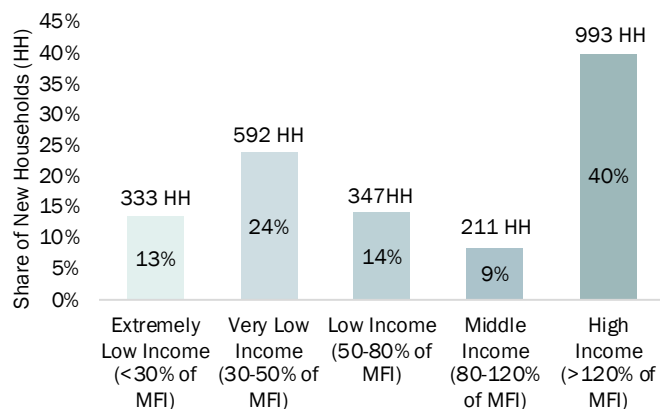
About half of new households in Wilsonville are forecast to be low income. These households will need affordable housing options.

This is similar to Clackamas County as a whole, where 47% of households are expected to be low income (with household incomes less than 80% of MFI).<sup>8</sup>

### Exhibit 12. Future New Households in Wilsonville, by Median Family Income (MFI) for Clackamas County (\$81,400), 2019 to 2039

Source: U.S. Department of Housing and Urban Development. U.S. Census Bureau, 2012-2016 ACS Table 19001.

The percentages used below are based on current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.



Recent forecasting work from the Portland State University Population Research Center and Metro points to the following trends over the planning period. Since specific estimates for Wilsonville are not available, we used Clackamas County, Portland Region, or Portland MSA trends:

- **More middle-aged Millennials.** Wilsonville currently has a larger share of Millennials than the County. The Population Research Center at PSU estimated future age cohorts by county. By 2040, Millennials will be between 40 and 60 years old. This generation is expected to grow from 23% of Clackamas County's population to 28% of the County's population. Family households in this age cohort are moving toward becoming "empty nesters" or multi-generation households.
- **A relatively constant share of people over the age of 60.** Between 2020 and 2040, the share of people over 60 years old is expected to stay relatively constant in Clackamas County, from 26% of the population to 27% of the population. However, Metro anticipates for the Portland MSA, the share of heads of households who are 65 and older will increase from 23% to 30% by 2038. Wilsonville will need to plan for a stable to growing share of older households.
- **An increasing share of Latinx households.** Metro's growth forecast projects an increase of about 329,000 new Latinx residents in the region by 2040. This represents 46% of all new residents in the region by that date, and a 116% growth in the share of Latinx residents over 2015.
- **Lower average household sizes.** Metro anticipates that the average household size for the seven-county metropolitan area is expected to drop from 2.6 people per household in 2018 to about 2.4 people per household in 2038. Today (and in 2038), almost two-thirds of households consist of one or two people.<sup>9</sup> This trend suggests an increased need for smaller housing types.
- **Increasing monthly housing costs.** In its regional Housing Needs Assessment, Metro forecasts that "average monthly housing costs for both owners and renters will continue to increase above historical levels, with the projected increases being particularly acute for owners."<sup>10</sup> Metro projects that household incomes will not increase as fast as housing costs, which means cost burdens will also increase, with new homeowners experiencing more significant increases than renters. This is because historic sales prices have outpaced growth in rents and household incomes, and this trend is expected to continue.<sup>11</sup> These results suggest that the need for additional entry-level ownership housing will continue to be strong.

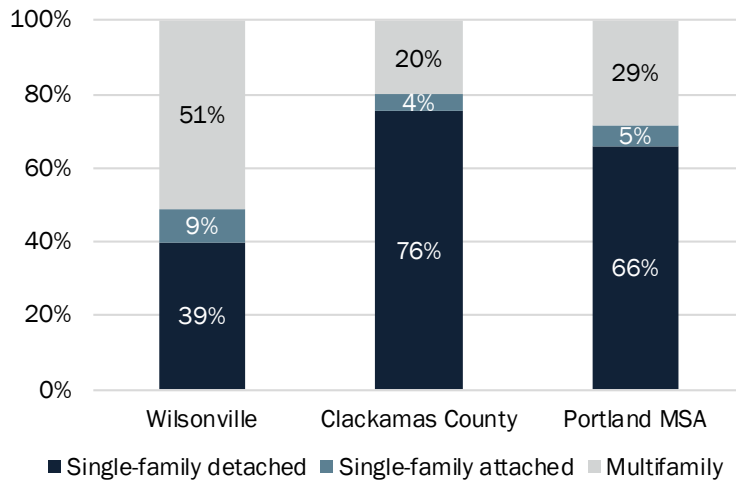
# 4 What are the current housing conditions in Wilsonville?

**Wilsonville has an even mix of multifamily and single-family homes.**

Wilsonville has a much larger proportion of multifamily homes than Clackamas County or the region as a whole. About half of all housing units in the city are located in multifamily buildings. Wilsonville also has a greater share of single-family attached units (like townhomes and duplexes) than Clackamas County or the region.

**Exhibit 13. Housing Mix in Wilsonville and Comparison Geographies, 2012-2016.**

Source: U.S. Census Bureau, 2012-2016 ACS Table B25024.



### Census Definitions for Housing Mix

**Multifamily housing:** “residential buildings containing units built one on top of another and those built side-by-side which do not have a ground-to-roof wall and/or have common facilities (i.e., attic, basement, heating plant, plumbing, etc.)”

**Single-family attached:** “each must be separated from the adjacent unit by a ground-to-roof wall in order to be classified as a single-family structure. Also, these units must not share heating/air-conditioning systems or utilities.

Units built one on top of another and those built side-by-side that do not have a ground-to-roof wall and/or have common facilities (i.e., attic, basement, heating plant, plumbing, etc.) are not included in the single-family statistics

Source: United States Census Bureau. *New Residential Construction Definitions.*  
<https://www.census.gov/construction/nrc/definitions/index.html>

## Until recently, the housing mix for new development has been evenly split between multifamily and single-family homes.

**Historically, housing construction in Wilsonville has included multifamily units, single-family attached homes (townhomes), and single-family detached homes, with more units overall in apartments and townhomes.**

Between 2000 and 2012, Wilsonville permitted 2,862 housing units, two-thirds of which (1,892) were multifamily or single-family attached units.<sup>12</sup> These new developments include market-rate apartments and townhomes, senior living (both assisted and independent), and subsidized affordable housing (including some designated for seniors or others for people of all ages with disabilities). Most new home construction between 2014 and 2017 has been in the Villebois neighborhood, which is required to build about one third of the units as multifamily housing. Some of these units must come with affordability requirements under the City's development agreement with the State of Oregon, which allowed the former state hospital to be converted into a mixed-income neighborhood.<sup>13</sup>

Wilsonville's development code characterizes attached single-family units as multifamily: "Dwelling, Multiple Family: Three or more attached dwelling units located on a single tax lot. In the Village zone, such use also includes stacked flats or townhouses"

Source: City of Wilsonville

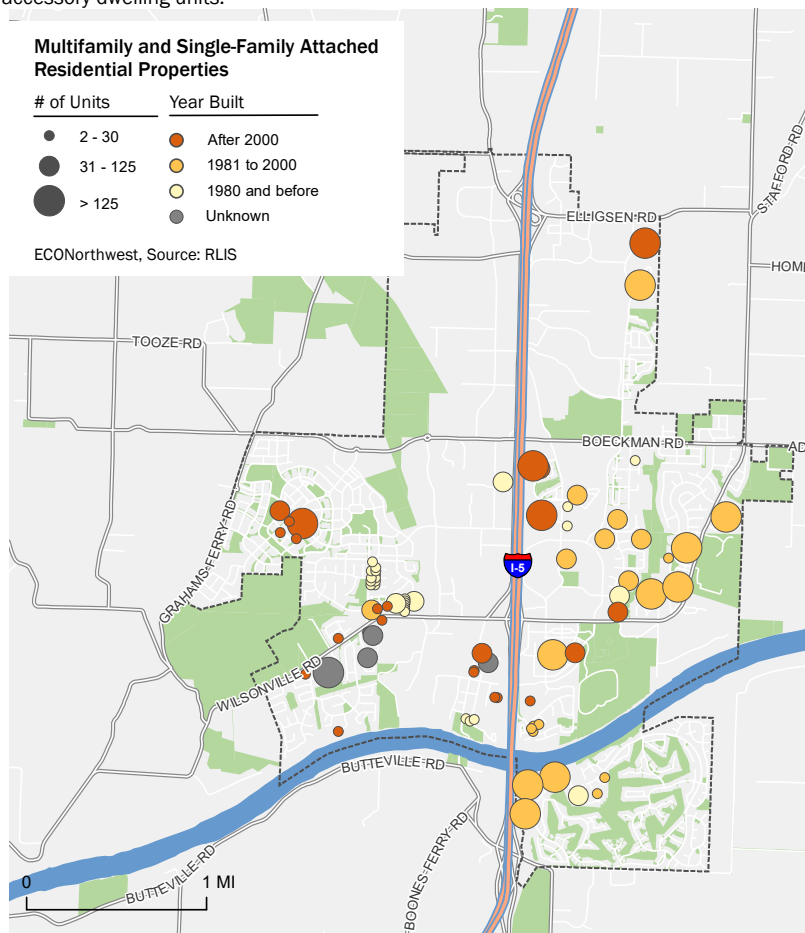
**However, more single-family homes have been built in recent years.** The construction of additional single-family units has helped to balance the city's overall housing inventory, which has been weighted towards multifamily homes. In 2016 and 2017, no multifamily units were permitted. In 2018, 70% of permits approved were for single-family homes, including attached and detached rowhomes, and 30% were for multifamily units.<sup>14</sup>

# Wilsonville’s multifamily and single-family attached housing stock is well-distributed across the city, and close to services.

Metro’s Regional Land Information System (RLIS) data shows where the distribution of multifamily and single-family attached units are in the city. Exhibit 14 shows where multifamily units—both ownership and rental buildings—are located in Wilsonville as well as the age and relative size of each complex. Much of Wilsonville’s multifamily housing stock is concentrated near the Town Center, where the majority of housing was built between 1981 and 2000. Town Center has a concentration of services, shops, and amenities. Newer multifamily and single-family attached housing development is concentrated in Villebois and several complexes in the core of Wilsonville.

## Exhibit 14. Distribution of Multifamily and Single-Family Attached Residential Units, Wilsonville, 2019

Source: Metro RLIS. Note: RLIS data includes multifamily unit types as well as single-family attached types like townhomes, duplexes, and accessory dwelling units.



# The city has a limited stock of subsidized affordable housing.

**About 11% of Wilsonville residents live in subsidized housing.** As of 2018, Wilsonville had 449 subsidized, affordable units in 12 developments. The majority of these units are reserved for families; two developments are reserved for seniors. The subsidies and affordability regulations for these units come from programs such as the low-income housing tax credit and the City's tax abatement. These units serve residents making between 30% and 60% of area median income. Exhibit 15 shows the total number of subsidized units in Wilsonville as of 2018.

## Exhibit 15. Government-Subsidized Affordable Housing, Wilsonville, 2018

Source: Oregon Housing and Community Services. Note: Two of these developments are accessible to residents through referral only (Rain Garden and Renaissance Court). This is because they serve residents with specific needs.

Development Name	Total Units	Total Affordable Units	Population Served
29875 SW Montebello Dr	1	1	Family
29885 SW Montebello Dr	1	1	Family
Autumn Park	143	140	Family
Beaver State - Montebello	50	41	Family
Charleston Apts	52	52	Family
Creekside Woods	84	44	Senior
Duck Country - Wilsonville Heights	24	24	Family
Hearthstone	5	5	Low income
Montecino	34	34	Family
Rain Garden	29	29	Low income, Referral Only
Renaissance Court	20	20	Low income, Referral Only
Wiedemann Park Apts	58	58	Senior
<b>Totals</b>	<b>501</b>	<b>449</b>	

**Unregulated homes may be affordable to some renters, but prices are subject to market fluctuations.** In these homes, rents are subject to market conditions, which generally means they have been increasing. There are no Wilsonville-based policies in place to preserve their affordability or protect tenants from displacement if they cannot afford a rent increase levied by their landlords. However, Senate Bill 608 was passed in 2019 which includes the following provisions:

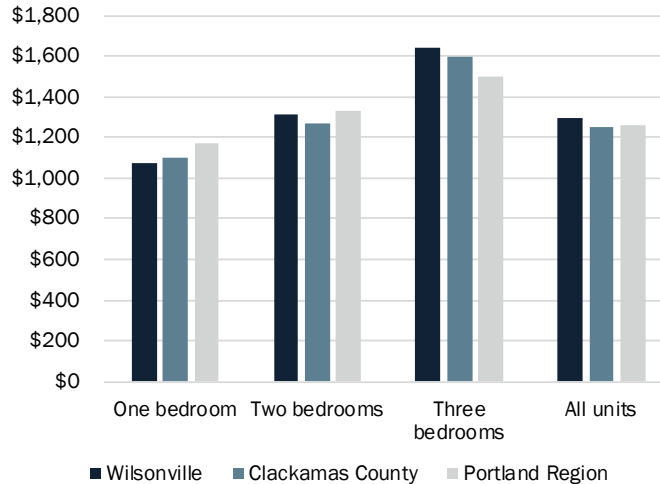
- Annual rent increases are limited to 7% plus the Consumer Price Index for the past 12 months. This applies to buildings over 15 years old.
- No-cause evictions are now limited to one of these four reasons:
  - Sale of the home to a new owner who will move-in
  - If the landlord or a family member will move-in
  - To address a significant repair or renovation of the unit
  - If the rental will no longer be used for residential use<sup>15</sup>

# Wilsonville’s multifamily rental housing market trends mirror the Portland region.

On average, rents for one-bedroom units in Wilsonville are less than Clackamas County or the region, while larger units have similar or slightly higher rents than those in Clackamas County and the region.

**Exhibit 16. Apartment Rents, by Bedroom Count, Wilsonville, Clackamas County, Portland Region, 2018.**

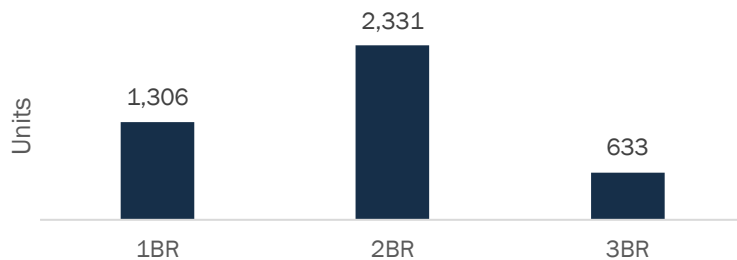
Source: CoStar.



Most multifamily rental housing units in the city are smaller one and two-bedroom units. Of 4,270 housing units in Wilsonville, about 31% have one bedroom, almost 55% have two, and only 15% have three.

**Exhibit 17. Housing Unit Size, Wilsonville. 2019.**

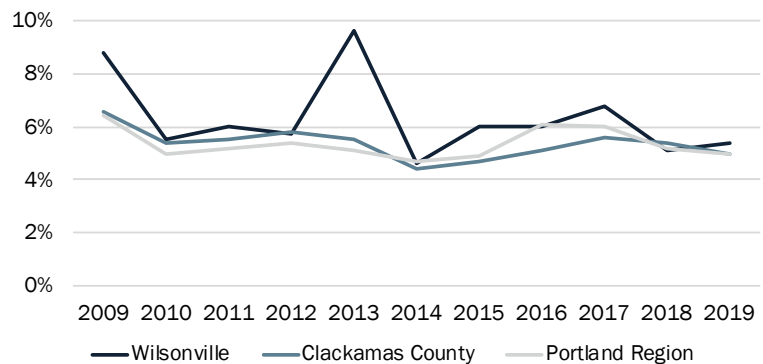
Source: CoStar



Multifamily vacancies in Wilsonville are average for the region. After some volatility during the recession, vacancy rates have settled at 5.4% in 2019, mirroring trends in the region, with vacancy rates of 5% for the Portland MSA and 4.8% for Clackamas County.

**Exhibit 18. Multifamily Vacancy Rates in Wilsonville and Comparison Geographies, 2009-2019.**

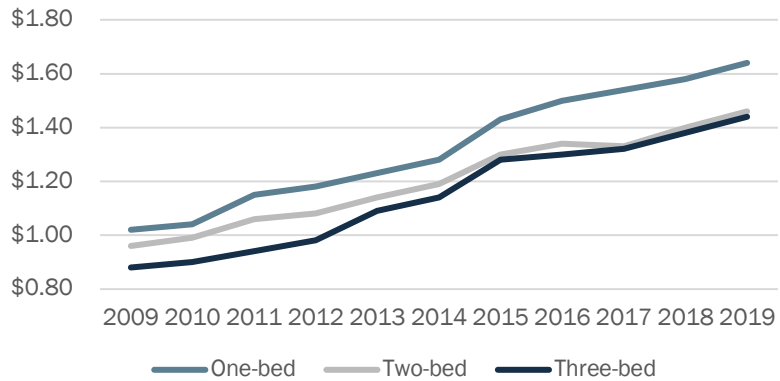
Source: CoStar



Apartment rents per square foot have been rising at similar rates across unit sizes. While one-bedroom apartments are still more expensive on a per square foot basis than larger units, the prices are rising at similar rates as for two- and three-bedroom apartments.

**Exhibit 19. Wilsonville Apartment Rents per Square Foot, by Bedroom Count.**

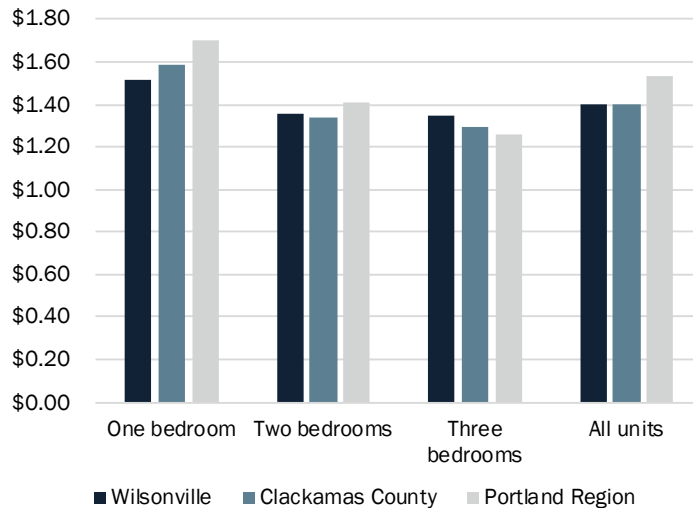
Source: CoStar.



Rents for Wilsonville’s one bedroom units are less expensive than the County or region, while three bedroom units are more expensive.

**Exhibit 20. Apartment Rents Per Square Foot, by Bedroom Count, Wilsonville, Clackamas County, Portland Region, 2018.**

Source: CoStar.



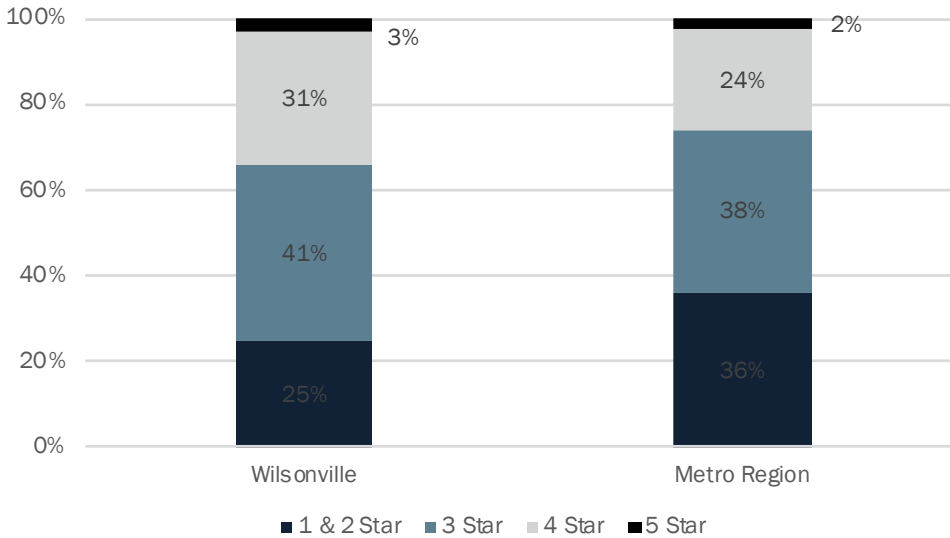


## Wilsonville’s multifamily housing stock is relatively high-quality compared to the region.

According to CoStar—a multi-national commercial real estate information company—over one-third of Wilsonville’s multifamily housing stock is high-quality, compared to only one-quarter in the Portland region. This difference is mostly explained by the city’s relative lack of housing that CoStar<sup>16</sup> rates as lower-tier.

**Exhibit 21. Costar Quality Ratings for Multifamily Buildings in Wilsonville and Metro Region housing.**

Source: CoStar.



Wilsonville’s higher quality multifamily housing stock results in higher rental prices compared with communities with a greater share of low-cost market rate rentals. On the other hand, Wilsonville may be less likely to see as much repositioning of its multifamily housing stock. This is the result of investors buying low-cost apartment complexes, making improvements, and increasing the rents at higher than average market rates.

# Many residents cannot afford their housing costs.

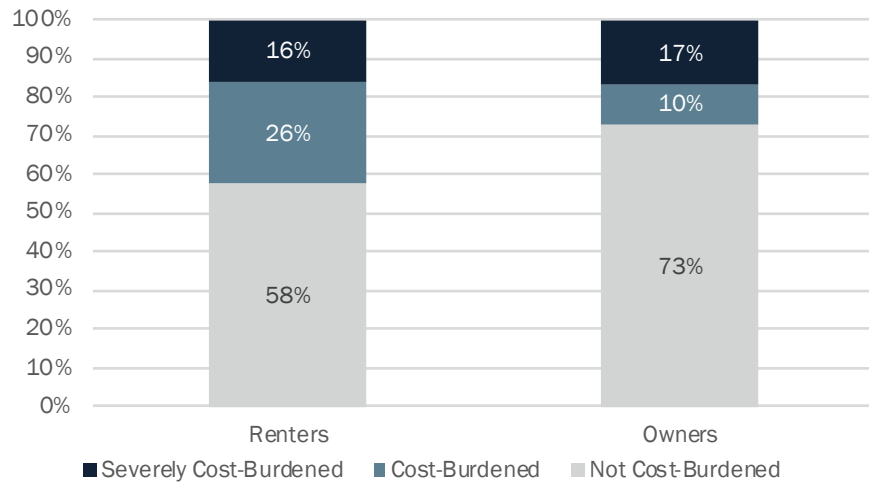
Many residents are paying more than 30% of their income on housing. Almost a quarter (23%) of all households in Wilsonville are cost-burdened, defined as spending more than 30% of their income on housing costs. Renters are particularly impacted: 42% are cost-burdened or extremely cost-burdened (spending more than 50% of their income on housing costs).

Low-income households are particularly likely to be cost-burdened.

Cost burden is a particularly pressing issue amongst renters. Disparities in income between current residents who rent and own their homes exacerbate the issue of housing cost burden, as renters have less income to begin with and are also paying too much of these limited resources on housing costs.

**Exhibit 22. Housing Cost Burden in the City of Wilsonville by Tenure, 2012-2016**

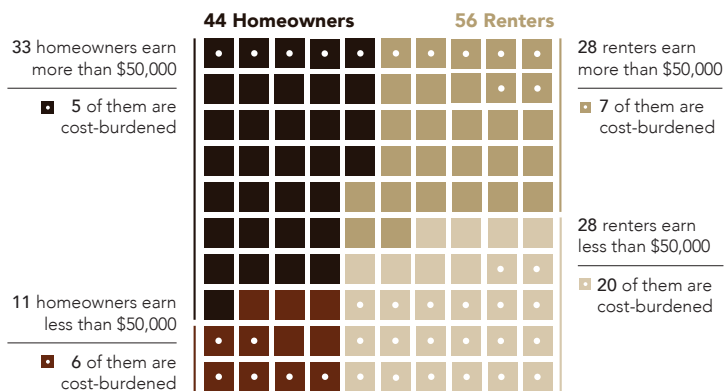
Source: U.S. Census Bureau, 2012-2016 ACS Table B25091 and B25070.



Almost **8 of 10 households** that earn less than \$50,000 per year in Wilsonville are cost-burdened.<sup>17</sup>

**Exhibit 23. Illustration of Cost Burden if all of Wilsonville's Households were 100 Residents**

Source: U.S. Census Bureau, 2012-2016 ACS Table S2503.



**Rents are relatively less affordable in Wilsonville than in Clackamas County.**

When comparing household incomes to the median rent, Wilsonville's rental housing stock is relatively more expensive than the county as a whole.

A household can start to afford Wilsonville's median rents at about 70% of Wilsonville's median household income (\$44,167).

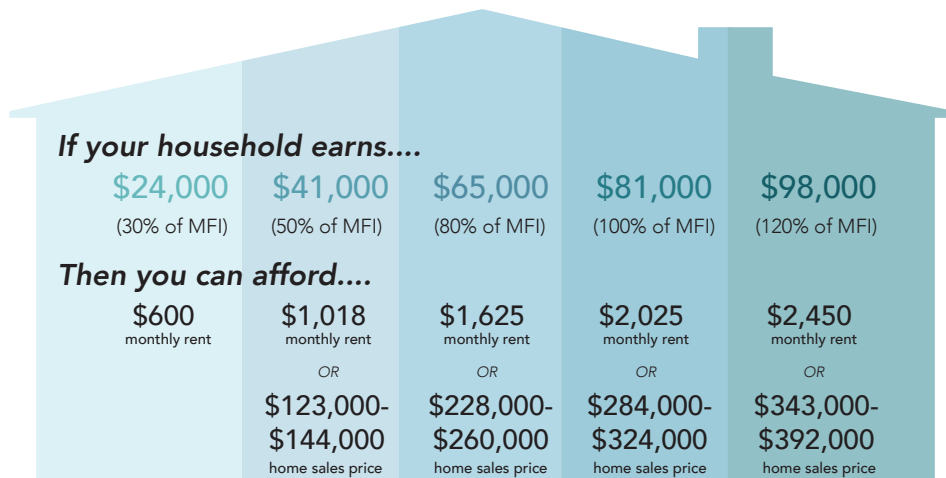
A household can start to afford Clackamas County's median rents at about 61% of County median household income (\$41,349).

**Low-income households have very few options for either homeownership or rental.** Exhibit 24 provides an overview of what households at different incomes can afford in terms of monthly rent or home sales price. It also provides examples of annual salaries for different job types that fall into each income bracket.

Wilsonville's residents are dissatisfied with the availability of reasonably-priced housing. The City's 2018 Community Survey concluded that only 38% of residents rated the availability of affordable quality housing as excellent or good, down from 47% in 2014.

**Exhibit 24. Financially Attainable Housing, by Median Family Income (MFI) for Clackamas County (\$81,400), Clackamas County, 2018**

Source: U.S. Department of Housing and Urban Development 2016. U.S. Census Bureau, 2012-2016 ACS Table 19001, Bureau of Labor Services, Portland MSA, 2018, Note: MFI is Median Family Income, determined by HUD for Clackamas County.

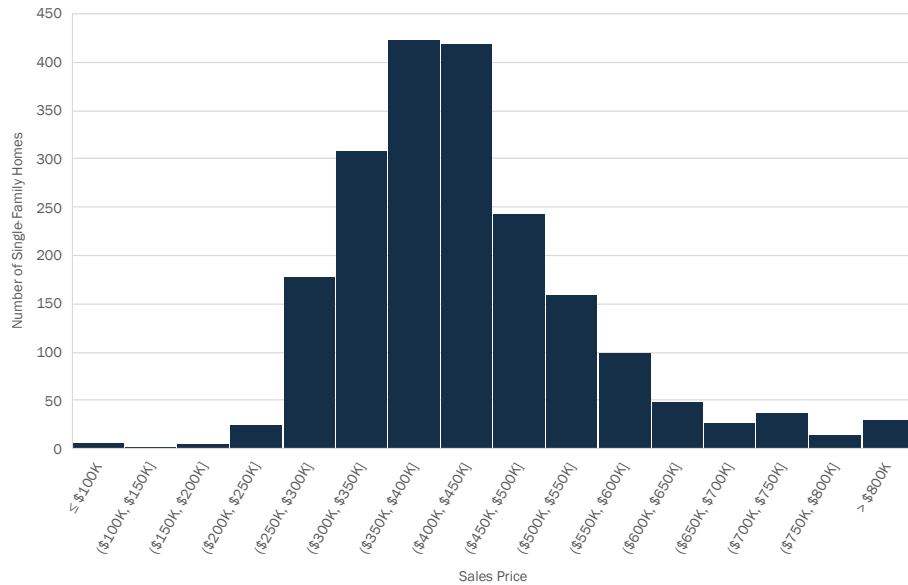


# Homeownership is out of reach for many of Wilsonville's current residents.

In the past five years, Wilsonville saw few single-family homes sell below \$300,000. Just 10% of homes sold for under \$300,000.

**Exhibit 25. Single-Family Home Sales Price Distribution, Wilsonville, 2015-2019**

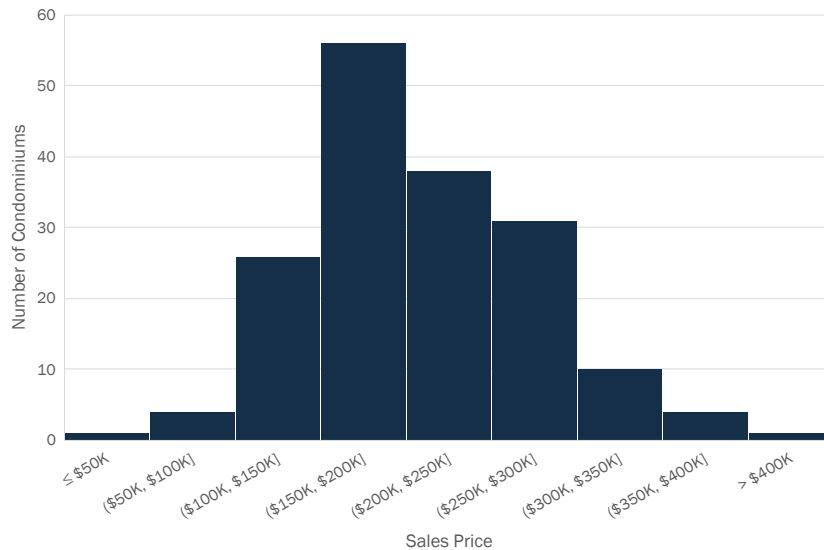
Source: Oregon Metro, Taxlots data, 2015-2019. N = 2,034. Includes single-family detached and attached housing types.



Condominiums had somewhat lower sales prices, with most selling for under \$300,000. However, there were only 171 sales of condos over the past five years.

**Exhibit 26. Condominium Sales Price Distribution, Wilsonville, 2015-2019**

Source: Oregon Metro, Taxlots data, 2015-2019. N = 171



A family making the median income for a renter household (\$50,406) could afford homes valued between about \$221,000 to \$252,000 (based on a range of financing assumptions).

However, the median home sales price in the city was almost double, at \$454,500, in February 2019.<sup>18</sup>

**A household can start to afford the median home sales price (\$454,500), at:**

**Wilsonville:**  
**185%**  
of Wilsonville's  
median household income  
(\$116,550).

**Clackamas County:**  
**152%**  
of County  
median household income  
(\$105,000).

In addition to high home sales prices, there are ongoing costs of homeownership. Most residential neighborhoods in Wilsonville have an homeowners association (HOA), which levies fees that can add to housing costs. An HOA is an organization in a subdivision, planned community or condominium that makes and enforces rules for properties. Those who purchase a house within an HOA's jurisdiction become members and must pay dues. These costs can add hundreds of dollars to monthly housing costs.

## Wilsonville has few starter homes, which means would-be homeowners may be renting for longer.

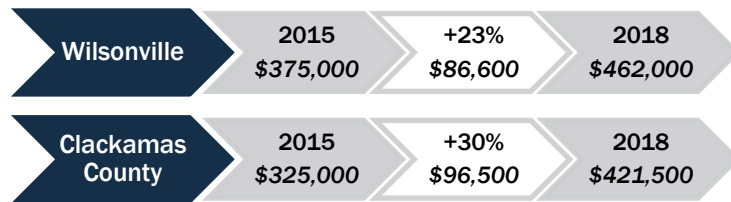
Homeownership is generally out of reach for most first-time buyers. The median housing sales price in September 2018, \$462,000, indicates that few entry-level homes are available for sale in Wilsonville. Prospective homeowners are likely renting for a longer period of time, perhaps bypassing the starter home stage and seeking instead to buy a “forever” home. This can be due to the many costs of acquiring a home, primarily the down payment and closing costs.

**The average home in Wilsonville costs 31% more than what the average household can afford.<sup>19</sup>**

Despite high home costs in Wilsonville, prices are increasing at a slower rate than in the County. From 2015 to 2018, the median home price increased only 23% in Wilsonville compared to 30% in Clackamas County.

### Exhibit 27. Median Home Prices in Wilsonville and Clackamas County, 2015-2018.

Source: Property Radar.



An entry-level home, or starter home, is a home accessible to a first-time homebuyer, often smaller and on the less expensive side of the market. Trulia defines a starter home as one priced in the lowest third of the local market, which in Wilsonville's case is up to about \$350,000 as of 2019. Typically, starter homeowners trade up to a bigger home in about five years.

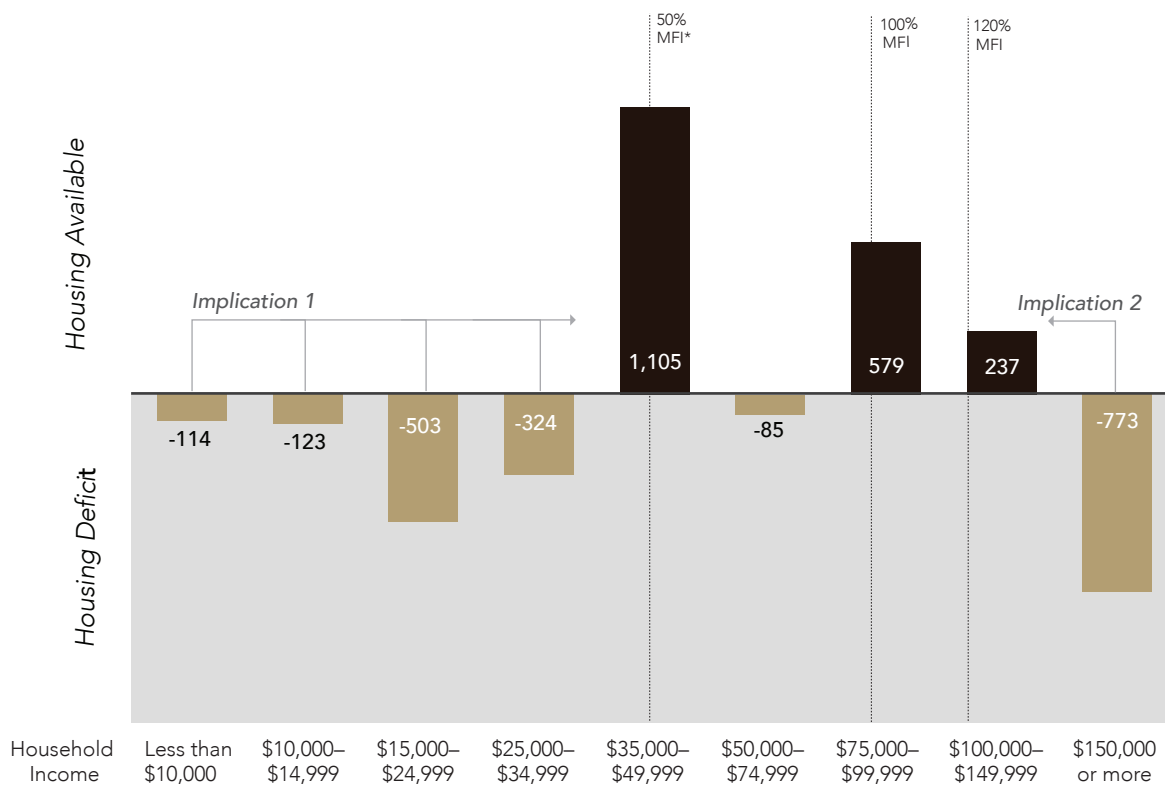
## Overall, there is little housing affordable to those at the low end of the income spectrum.

Wilsonville currently has a deficit of housing for households earning less than \$35,000. The housing types that Wilsonville has a deficit of are more affordable housing types such as apartments, duplexes, tri and quad-plexes, manufactured housing, and small, clustered single-family detached housing (e.g. cottages).

Exhibit 28 compares the number of households by income level with the number of units affordable to those households in cities within Clackamas County. Many lower-income households are living in expensive homes because of a deficit in units that they can afford (**Implication 1**). On the other end of the spectrum, some higher-income households are spending less than they could afford on housing, either because of preference, the timing of when they started renting or owning their home, or because of a lack of high-end housing stock (**Implication 2**). The pattern is similar for low-income households in Clackamas County.<sup>20</sup>

### Exhibit 28. Housing Costs and Units by Income Level, All Households, Wilsonville, 2018.

Source U.S. Census Bureau, 2012-2016 ACS. Note: MFI is Median Family Income, determined by HUD for the Portland MSA.



## 5 What types of housing will future residents need?

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### In the future, Wilsonville will need a wider range of housing types and price points.

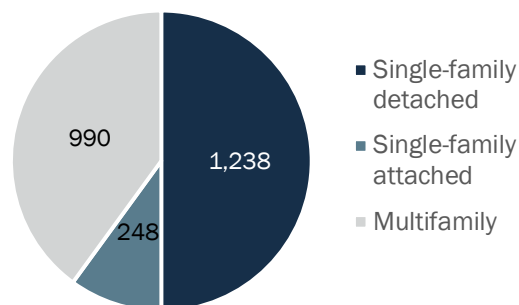
Over the next 20 years, the city will need a **wide range of housing types** and **housing that is affordable to households at all income levels** to accommodate an estimated 3,373 new residents by 2039. This conclusion is consistent with housing need in other cities in Clackamas County, the Portland Region, and most cities across the state.

This need largely originates in above-described demographic changes, where **Baby Boomers**, **Millennials**, and **Latinx families** will be increasingly important groups seeking housing. All three groups seek **affordable housing options, but may have different requirements for unit types and sizes**. Housing needs and preferences change for households in predictable ways over time, such as with changes in marital status, age, and size of family. However, income is the biggest driver of housing type choice. Both single-family attached and multifamily units will likely appeal to the growing demographic groups because they are less expensive and easier to maintain than single-family detached homes.

**It is projected that Wilsonville will have demand for 2,476 new dwelling units over the next 20 years, and Wilsonville has land capacity for 2,377 units over that same period (not including the recently expanded UGB area of Frog Pond South and East).<sup>1</sup>**

**Exhibit 29. Forecast of demand for new dwelling units, Wilsonville Planning Area, 2019 to 2039**

Source: Calculations by ECONorthwest



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<sup>1</sup> The HNA's forecast for Frog Pond East and South is based on Metro Ordinance 18-1427<sup>1</sup> which says Wilsonville must plan for a minimum of 1,325 dwelling units in Frog Pond East and South. However, this area was not included within the HNA's housing growth in the forecast for Wilsonville Planning Area because this UGB expansion was not yet acknowledged by the Land Conservation and Development Commission at the time of publication.



### Exhibit 30. Implications for Future Housing Types from Increased Population Growth and Demographic Changes

Source: Population Research Center and ECONorthwest.

Future Trends	What could this mean for future housing types?
<b>A growing city.</b>	<ul style="list-style-type: none"> <li>To accommodate these new households, an average of 124 new units will need to be built each year.</li> </ul>
<b>More middle-aged Millennials.</b>	<ul style="list-style-type: none"> <li>Homeownership rates for Millennials will increase as they continue to form their own households.</li> <li>There will likely be increased demand for relatively affordable housing types, including ownership and rental types, over the next 20 years.</li> <li>Some older Millennials with families may become empty nesters who need smaller units. Others may want housing to accommodate a three-generation family.</li> </ul> <p><i>Source: Clackamas County HNA (page 54 and page 315)</i></p>
<b>A relatively constant share of people 60+.</b>	<ul style="list-style-type: none"> <li>The aging of the Baby Boomers may have a smaller impact in Wilsonville than in some cities in the County because Wilsonville has a smaller share of people over 60 years of age.</li> <li>The city will be affected by retirement and changing housing needs of seniors as their households get smaller and their lifestyles change.</li> <li>While most Baby Boomers prefer to stay in their current homes as long as possible, some Baby Boomers may choose to downsize into smaller homes and seek homes where they can age in place (often single-story with easy access to services and amenities).</li> <li>Due to health or other issues, some Baby Boomers may become unable to stay in their current homes and will choose to live in multigenerational households or assisted-living facilities (at various stages of the continuum of care).</li> </ul> <p><i>Source: Clackamas County HNA (page 53 and page 315)</i></p>
<b>A steady or increasing share of Latinx households.</b>	<ul style="list-style-type: none"> <li>Continued growth in Latinx households will increase need for larger units (to accommodate larger, multigenerational households) and relatively affordable housing.</li> </ul> <p><i>Source: Clackamas County HNA (page 316)</i></p>

The key finding from the data above is that Wilsonville will need to continue to offer a diverse array of housing types, at a range of price points. Given decreases in average household sizes and a stable to increased share of older households, there will be more demand for smaller, attached housing types and multifamily housing.

# Wilsonville has diverse housing types and is planning for a mix of unit types in its growth areas.

Much of the current residential growth in Wilsonville is taking place in the Villebois neighborhood on the west side of I-5, but a handful of other smaller pockets of development are under construction as well. Primary future growth areas for the community include the Frog Pond and Town Center Planning Areas, which are both on the east side of I-5.

This section summarizes information from the Clackamas County Baseline Housing Needs Analysis (2019) and the Wilsonville Baseline Housing Needs Analysis (2019), which is included in Appendix A.

## Key Growth Areas

### Frog Pond

Development of Frog Pond, an area designated to transition from rural to urban development, will take time, given the need to extend utilities and build infrastructure to serve houses. Engineering and construction plans for Frog Pond West are underway, with an expectation that the first homes will be available starting in 2019. Frog Pond West will include mostly single-family detached housing types, with some single-family attached units. The rest of the Frog Pond Area—Frog Pond South and East—is expected to contain some attached housing and cottage clusters, with the majority of the Frog Pond Area planned for single-family detached housing. Timing for moving forward on Frog Pond South and East is not entirely known, but, following master planning of this area, it is expected that building of the first homes in the area will not likely begin until after 2024.<sup>21</sup> Ultimately, infrastructure extensions, market response to Frog Pond West, and overall housing demand will determine the timing for Frog Pond South and East.

The forecast for Frog Pond East and South is based on Metro Ordinance 18-1427, which says Wilsonville must plan for a minimum of 1,325 dwelling units in Frog Pond East and South. However, the Baseline HNA for Wilsonville did not include Frog Pond East and South housing growth in the forecast for Wilsonville Planning Area because this UGB expansion has not yet been acknowledged by the Land Conservation and Development Commission.

### Town Center

The Wilsonville Town Center area is already built, but there is a newly adopted plan that anticipates infill and redevelopment of much of the area that could result in up to 880 new units within a 20-year timeframe. Almost all of the new housing in the Town Center is expected to be attached single family or multifamily housing, much of which will be co-located with retail and office uses in modern, mixed-use buildings. Timing for the infill and redevelopment will be determined by private property owners, their business plans, and market demand for a more urban living experience in the center of Wilsonville.

### Villebois

On the west side of the city, Villebois is a mixed-use community that contains single-family detached housing, single-family attached housing, duplexes, row houses, multifamily housing, and cluster housing. Villebois will be nearing full build-out in the next few years.

## Other Neighborhoods

Infill may be possible in some areas outside of Villebois, the Town Center, and the UGB expansion areas. There could be an opportunity for accessory dwelling units, but most neighborhoods are planned developments with Covenants, Conditions, and Restrictions that could make infill more challenging.

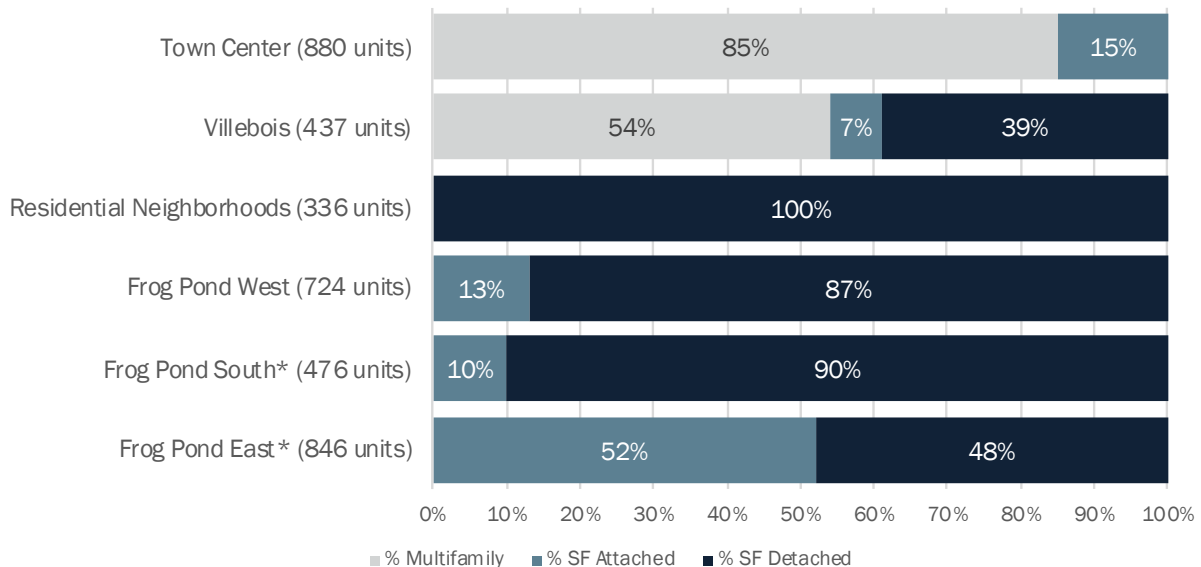
### Summary of Capacity by Neighborhood

In 2019, the City of Wilsonville received a baseline Housing Needs Analysis as part of a broader project to assess housing needs across Clackamas County (for details, see Appendix A). It is expected that most new homes will be built in the existing neighborhoods of Villebois and Town Center, and the new Frog Pond West growth area. The analysis also assumes that vacant residential land in other existing Residential Neighborhoods will be built, at historical densities, over the next 20 years.<sup>22</sup> Exhibit 31 provides a graphical summary of the capacity within Wilsonville planning areas that was included in the Housing Needs Assessment.

#### Exhibit 31. Summary of Estimated Capacity and Housing Mix within Wilsonville Planning Areas, 2019 to 2039

Source: Buildable Lands Inventory; Frog Pond Concept Plan (2015), Wilsonville Staff, Calculations by ECONorthwest.

Note: Capacity matches demand in Villebois, Town Center, and Frog Pond West. Land in Residential Neighborhoods includes vacant and partially vacant land. For this housing market research report, we have added in calculations for Frog Pond South and East. For a map of these areas, see page 4 of Appendix A: Wilsonville Baseline Housing Needs Analysis.



\* Not included in Baseline HNA Calculations.

## 6 Conclusion

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This housing market research report provides a compendium of information to City leadership to support future decision making for the Equitable Housing Strategic Plan. The analysis found that the City has proactively planned for a mix of housing types across its planning areas, but increasing rents and home sales prices in the Portland region continue to exacerbate affordability in Wilsonville. The City is expected to grow by over 3,000 people in the next 20 years, many of whom will be interested in diverse, affordable housing types. These issues point to a need for a proactive roadmap toward achieving more equitable housing now and into the future.

The Plan will build on this base of information to identify implementation actions that the City should take to address current housing issues and plan for future housing. In future phases of the work, the City should take the following considerations into account:

- **Affordability Considerations.** Housing prices are a regional issue that also must be addressed at the local scale. Many residents in the city are paying more than 30% of their income towards housing. This is especially true for lower income renters. Contributors to development costs such as parking requirements, on-site amenities, extending water and sewer lines into new growth areas, and escalating construction costs have significant implications as to what housing types get built and where the rent or sales price needs to be set. Similarly, residents' incomes are not keeping pace with rising housing costs. Many residents who would like to own a home struggle to save enough to cover down payment and closing costs, and avoid being cost-burdened by the mortgage payment, insurance and property taxes, and monthly homeowners association fees.
- **Unit Type Considerations.** The demographic changes that Wilsonville will see over the next 20 years point to a need for planning a broad range of housing types for owners and renters with a wide range of price points. This conclusion is consistent with housing need in other cities in Clackamas County, the Portland Region, and most cities across the state. Compared to the rest of the county, Wilsonville has done a commendable job of promoting a diversity of housing types in the past, but recent trends point to a growing production of single-family detached units. Going forward, Wilsonville will need to continue to ensure a range of housing types are developed, such as small single-family detached housing (e.g., small-lot single-family and cottage clusters), townhouses, duplexes and quad-plexes, and apartments. Wilsonville is planning for these housing types in areas like Villebois and Town Center. However, in the Town Center, it will take time before market conditions improve for mixed-use multifamily development and the implementation of the Town Center Plan. The Frog Pond Planning Area includes new single-family attached types, which will meet an important need among future residents. Going forward, Wilsonville will need to ensure that these plans and their goals are fully implemented.

- **Access to Services, Amenities, and Transit.** Given Wilsonville’s relatively small size, much of Wilsonville’s housing is within easy reach of services, amenities, and transit. However, new planning areas are located farther from the city’s core and existing city services and amenities. Frog Pond West is planned to develop as predominately single-family detached neighborhoods, without the addition of retail amenities or services. The Town Center is the city’s commercial core with unrealized capacity to develop into a dynamic, amenity-rich center that could appeal to growth populations – Millennials, Baby Boomers, and Latinx populations.
- **Structural Considerations.** Finally, Metro notes that “Equitable housing also represents a system that accounts for the needs of households with low income and communities of color, recognizes a history of housing discrimination, and complies with current state and federal fair housing policy.”<sup>23</sup> ECONorthwest and its partners will be conducting stakeholder outreach to uncover findings related to the structural gap – how welcome do people feel in Wilsonville’s housing market? What kinds of barriers to people have in getting financing or making a security deposit? Have people encountered discrimination when looking for or locating in a home? Addressing these structural issues is important to achieving a balanced plan that meets the needs of Wilsonville’s diverse residents.

The Equitable Housing Strategy Plan should seek to address each of these considerations. The consultant team will use the research along with findings from the stakeholder outreach to develop a set of implementation actions in the final Equitable Housing Strategic Plan.

## Appendix

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### Appendix A: Wilsonville Baseline HNA

This memorandum serves as Wilsonville’s preliminary baseline HNA, as an update to the HNA completed by the City in 2014.

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<sup>1</sup> 2018 Wilsonville Annual Housing Strategy

<sup>2</sup> Geigerich, Andy. "List Leaders: These are Oregon's 15 fastest-growing cities." Portland Business Journal. May 13, 2019. <https://www.bizjournals.com/portland/news/2019/05/13/list-leaders-these-are-oregons-15-fastest-growing.html>

<sup>3</sup> Current Population Survey Definitions. United States Census Bureau.

<https://www.census.gov/programs-surveys/cps/technical-documentation/subject-definitions.html>

<sup>4</sup> U.S. Census Bureau. 2019. LEHD Origin-Destination Employment Statistics (2002-2015). Washington, DC: U.S. Census Bureau, Longitudinal-Employer Household Dynamics Program, accessed on June 20, 2019 at <https://onthemap.ces.census.gov>. LODES 7.3. The latest Census data available on commute patterns are from 2015.

<sup>5</sup> The Oregon Department of Education Child Nutrition Programs provides income guidelines by household size for free and reduced price meals for students in schools. In 2016-2017, students qualified for free lunch at the following income levels: 2 people (\$20,826), 3 people (\$26,208), 4 people (\$31,590). Students qualified for reduce lunch prices at the following income levels: 2 people (\$29,637), 3 people (\$37,296), 4 people (\$44,955).

<sup>6</sup> 2018 Wilsonville Annual Housing Report.

[https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/community\\_development/page/29051/housing\\_report\\_pdf\\_version.pdf](https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/community_development/page/29051/housing_report_pdf_version.pdf)

<sup>7</sup> Wilsonville Housing Needs Assessment, 2019.

<sup>8</sup> Clackamas County Baseline Housing Needs Assessment, 2019. Page 73.

<sup>9</sup> [https://www.oregonmetro.gov/sites/default/files/2018/12/03/2018\\_UGR-summary-11282018\\_v2pdf.pdf](https://www.oregonmetro.gov/sites/default/files/2018/12/03/2018_UGR-summary-11282018_v2pdf.pdf)

<sup>10</sup> Portland Region Housing Needs Assessment.

<https://www.oregonmetro.gov/sites/default/files/2018/12/04/Appendix5A-HousingNeedsAnalysis.pdf>

<sup>11</sup> Clackamas County Baseline Housing Needs Assessment, 2019.

<sup>12</sup> Wilsonville Residential Land Study

<sup>13</sup> Villebois Village Master Plan.

[https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/planning/page/84681/villebois\\_village\\_master\\_plan.pdf](https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/planning/page/84681/villebois_village_master_plan.pdf)

<sup>14</sup> 2018 Wilsonville Annual Housing Report

<sup>15</sup> <https://olis.leg.state.or.us/liz/2019R1/Downloads/MeasureDocument/SB608/Introduced>

<sup>16</sup> The CoStar Building Rating System provides a national rating for buildings. Properties are evaluated and rated using a 5-star scale based on the characteristics of each property type, including: architectural attributes, structural and systems specifications, amenities, site and landscaping treatments, third party certifications and detailed property type specifics. More information on CoStar's website:

[https://www.costar.com/docs/default-source/brs-lib/costar\\_buildingratingsystem-definition.pdf?sfvrsn=12a507a4\\_2](https://www.costar.com/docs/default-source/brs-lib/costar_buildingratingsystem-definition.pdf?sfvrsn=12a507a4_2)

<sup>17</sup> 2018 Wilsonville Annual Housing Report.

<sup>18</sup> Redfin, Property Radar.

<sup>19</sup> 2018 Wilsonville Annual Housing Report.

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<sup>20</sup> Clackamas County Baseline Housing Needs Assessment, 2019. See Exhibit 67 on page 75.

<sup>21</sup> In addition to the capacity in the areas mentioned above, Frog Pond East and South are new additions to the Metro Urban Growth Boundary with housing expectations defined in Metro's growth boundary (refer to Metro Ordinance 18-1427 at <http://rim.oregonmetro.gov/Webdrawer/Record/558717>). The growth decision says Wilsonville must plan for a minimum of 1,325 dwelling units in Frog Pond East and South. However, as of June 2019, this UGB expansion has not yet been acknowledged by the State of Oregon Land Conservation and Development Commission. Therefore, ECONorthwest has not included Frog Pond East and South housing growth in the forecast for Wilsonville.

<sup>22</sup> Assumption for future mix is based on requirements from OAR 660.007. OAR 660-007-0030(1) requires "(1) Jurisdictions other than small developed cities must either designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances. Factors to be considered in justifying an alternate percentage shall include but need not be limited to: (a) Metro forecasts of dwelling units by type; (b) Changes in household structure, size, or composition by age; (c) Changes in economic factors impacting demand for single family versus multiple family units; and (d) Changes in price ranges and rent levels relative to income levels. (2) The considerations listed in section (1) of this rule refer to county-level data within the UGB and data on the specific jurisdiction."

<sup>23</sup> "Opportunities and Challenges for Equitable Housing." Metro. 2016.

<https://www.oregonmetro.gov/sites/default/files/2016/01/28/EquitableHousingReport-20160122.pdf>





DATE: June 27, 2019  
 TO: Miranda Bateschell, City of Wilsonville  
 FROM: Beth Goodman and Sadie DiNatale, ECONorthwest  
 SUBJECT: WILSONVILLE BASELINE HOUSING NEEDS ANALYSIS

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Clackamas County is developing a Housing Needs Analysis (HNA).<sup>1</sup> The purpose of the HNA is to provide information to the County about Clackamas County's housing market and to provide a basis for updating the County's housing policies. The project also provides participating cities in Clackamas County with a baseline housing needs analysis.

This memorandum serves as Wilsonville's preliminary baseline HNA, as an update to the HNA completed by the City in 2014.<sup>2</sup> The City can use the information in the Clackamas County HNA and the information in the City's baseline housing needs analysis as the basis for developing a full housing needs analysis. The preliminary HNA provides information to staff and decision makers about the characteristics and conditions of the city's housing market and serves as a starting point for further evaluation of the city's housing needs and housing policies.

## Organization of this Memorandum

The contents of this memorandum include the following sections:

- Buildable Lands Inventory Results
- Baseline Housing Forecast
- Baseline Assessment of Residential Land Sufficiency
- Conclusions

In addition, Appendix B of the Clackamas County HNA provides the factual basis for the analysis in the baseline housing needs analysis.

## Buildable Land Inventory Results

This section provides a summary of the residential buildable lands inventory (BLI) for the Wilsonville planning area, which includes the city limits and the Frog Pond West area. This buildable land inventory analysis complies with statewide planning Goal 10 policies that govern planning for residential uses. This section presents a summary of vacant and partially vacant land in Wilsonville that excludes land with constraints that limit or prohibit

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<sup>1</sup> This project is funded through a grant from the Oregon Department of Land Conservation and Development (DLCD).

<sup>2</sup> *Wilsonville Residential Land Study: Technical Report*, May 2014, ECONorthwest



development, such as slopes over 25% or floodplains. **The full results of the Buildable Land Inventory and the methodology are presented in detail in Appendix A.**<sup>3</sup>

Wilsonville has 1,920 acres of residentially zoned land. Exhibit 1 shows that Wilsonville has 186 unconstrained vacant acres in designations that outright allow housing, including in Town Center. About 46% of Wilsonville’s unconstrained buildable residential land is vacant and 54% are in tax lots classified as partially vacant.

Note: Residential Neighborhood is Frog Pond West and Village is Villebois.

**Exhibit 1. Unconstrained buildable acres in vacant and partially vacant tax lots by Plan Designation, Wilsonville city limits, 2019**

Source: ECONorthwest Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Total buildable acres	Buildable acres on vacant lots	Buildable acres on partially vacant lots
<b>Residential</b>			
0-1 du/ac	3	0	3
2-3 du/ac	1	0	1
4-5 du/ac	6	0	6
6-7 du/ac	25	20	5
10-12 du/ac	20	18	1
16-20 du/ac	0	0	0
Residential Neighborhood	100	15	84
Village	24	24	0
<b>Town Center</b>			
Town Center	7	7	0
<b>Total</b>	<b>186</b>	<b>85</b>	<b>100</b>

<sup>3</sup> Appendix A of the Clackamas County Housing Needs Analysis provides an overview of the structure of the buildable land (supply) analysis based on the DLCD HB 2709 workbook “Planning for Residential Growth – A Workbook for Oregon’s Urban Areas,” which specifically addresses residential lands. Appendix A also discusses the buildable lands inventory methods and definitions, consistent with Goal 10/OAR 660-008.

Exhibit 2 shows buildable acres by size of parcels (e.g., acres in tax lots after constraints are deducted) for vacant and partially vacant land by Plan Designation. Of Wilsonville's 186 unconstrained buildable residential acres, about 89% are in tax lots larger than one acre.

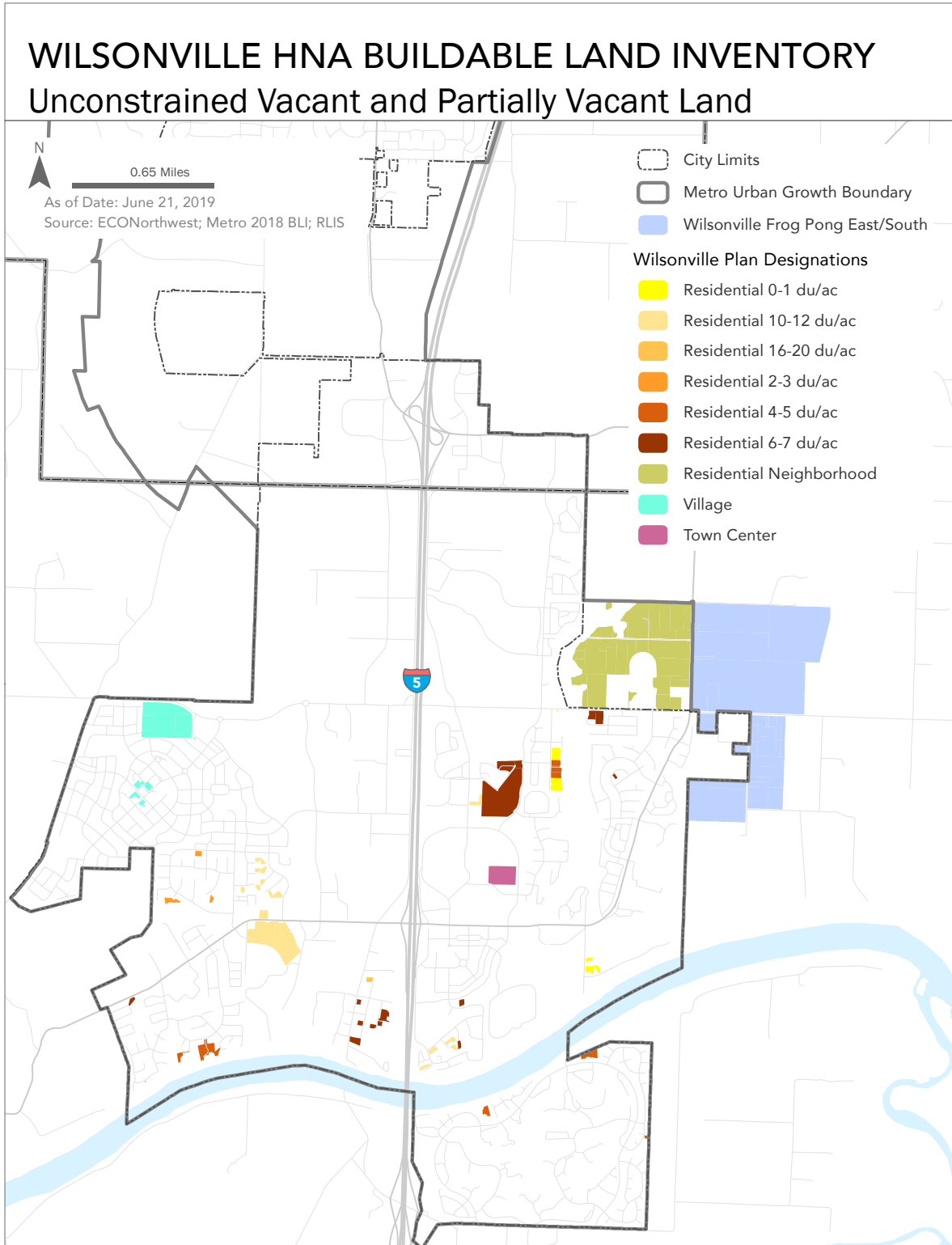
**Exhibit 2. Unconstrained buildable acres, by size of parcel, in vacant and partially vacant tax lots by Plan Designation, Wilsonville city limits, 2019**

Source: ECONorthwest Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Total buildable acres	Buildable acres on vacant lots	Buildable acres on partially vacant lots
<b>Residential</b>			
0-1 du/ac	3	0	3
2-3 du/ac	1	0	1
4-5 du/ac	6	0	6
6-7 du/ac	25	20	5
10-12 du/ac	20	18	1
16-20 du/ac	0	0	0
Residential Neighborhood	100	15	84
Village	24	24	0
<b>Town Center</b>			
Town Center	7	7	0
<b>Total</b>	<b>186</b>	<b>85</b>	<b>100</b>

Exhibit 3 shows the results of Wilsonville's BLI by plan designation and by plan designation and planned density range.

Exhibit 3. Vacant and Partially Vacant Residential Land by Plan Designation with Constraints, Wilsonville, 2019



Over the 20-year study period, some lots with existing development are likely to redevelop within new buildings. To account for the development capacity on these developed lots, Metro identifies a subset of developed lots as “redevelopable”. Metro has created two “filters” to identify lots with the potential to redevelop.<sup>4</sup>

- **Threshold Method.** This method identifies lots where redevelopment would result in a net increase of 50% more than the current number of units on the site. The method uses property value thresholds where it is economically viable for a lot to redevelop at this intensity. For suburban areas in the regional UGB the threshold is \$10 per square foot of property value for multifamily structures and \$12 per square foot for mixed use structures. If a lot’s current property value is below these thresholds, it is assumed to have the potential to redevelop.
- **Historic Probability Method.** This method determines the probability of a lot redeveloped based on a statistical analysis of lots that historically redeveloped within the region. The probability for each lot is multiplied by the total zoned capacity of the lot to determine the likely future residential capacity.

For the Wilsonville BLI, ECONorthwest used the estimate of redevelopable units on *developed* lots, as identified based on the Threshold Method, which is based on discussion with Metro staff. The analysis of redevelopment potential in Exhibit 4 does **not** take into account the City redevelopment plans for Town Center, as documented in the Town Center Plan, adopted in 2019.

**Exhibit 4. Potential redevelopment capacity by plan designation, Wilsonville city limits, 2019**

Source: ECONorthwest Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Estimated Redevelopment Units
Residential 0-1 du/ac	-
Residential 2-3 du/ac	3
Residential 4-5 du/ac	18
Residential 6-7 du/ac	67
Residential 10-12 du/ac	282
Residential 16-20 du/ac	-
Village	664
Town Center	8
<b>Total</b>	<b>1,042</b>

<sup>4</sup> Oregon Metro. Appendix 2: Buildable Lands Inventory. November 21, 2018. [https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory\\_12032018.pdf](https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory_12032018.pdf)

Note, the capacity of partially vacant lots (where the lot could be further developed under current development standards without demolishing existing structures) is accounted for in the unconstrained buildable acres.

## Baseline Housing Forecast for 2019 to 2039

The purpose of Wilsonville's housing forecast is to estimate future housing need in Wilsonville to provide the basis for additional analysis of housing need and discussions about housing policies.

The baseline housing needs analysis is based on: (1) Metro's official population forecast for household growth in Wilsonville over the 20-year planning period, (2) information about Wilsonville's housing market, and (3) the demographic composition of Wilsonville's existing population and expected long-term changes in the demographics of Clackamas County. **This analysis pulls information about Wilsonville's demographic and socioeconomic characteristics and housing market from Appendix B Housing Trends.**

### Forecast for Housing Growth

A 20-year household forecast (in this instance for 2019 to 2039) is the foundation for estimating needed new dwelling units. Metro forecasts growth of new households and this analysis assumes one household is equal to need for one dwelling unit. The forecast for Wilsonville Planning Area is based the following geographies:

- **Wilsonville city limits.** Wilsonville's city limits will grow from 9,883 households in 2019<sup>5</sup> to 11,635 households in 2039, an increase of 1,752 households.<sup>6</sup> This forecast is based on Metro's *2040 Household Distributed Forecast, 2016*. It also includes the household forecast for TAZ 973 (the Coffee Creek area) of 24 new households, based on *Metro's 2040 TAZ Forecast, 2016*.<sup>7</sup>
- **Wilsonville's Urban Growth Boundary expansion area.** Frog Pond West will grow from 40 households in 2019 to 754 households in 2039, an increase of 724 households.

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<sup>5</sup> Metro's 2040 Household Distributed Forecast shows that in 2015 the Wilsonville's city limits had 9,553 households. The Metro forecast shows Wilsonville growing to 11,706 households in 2040, at an average annual growth rate of 0.82% for the 25-year period. Using this growth rate, ECONorthwest extrapolated the forecast to 2019 (9,869 households) and 2039 (11,611 households).

<sup>6</sup> This forecast is based on Wilsonville's (city limits) official household forecast from Metro for the 2019 to 2039 period.

<sup>7</sup> Per Jim Cser: Metro's *2040 Household Distributed Forecast, 2016* is based on the Portland State University city population estimates as of July 1, 2015. At the time of the forecast, TAZ 973 was not annexed into the city limits. Therefore, to account for annex today, ECONorthwest included the household forecast for TAZ 973 into the forecast for Wilsonville City limits.

The forecast for Frog Pond West is based on Metro's 2040 TAZ Forecast, 2016, which is different from the *Frog Pond West Master Plan*.<sup>8</sup>

- **Frog Pond East and South.** The forecast for Frog Pond East and South is based on Metro Ordinance 18-1427<sup>9</sup> which says Wilsonville must plan for a minimum of 1,325 dwelling units in Frog Pond East and South. However, we do not include Frog Pond East and South housing growth in the forecast for Wilsonville Planning Area because this UGB expansion has not yet been acknowledged by the Land Conservation and Development Commission.

While the forecast in Exhibit 5 is a forecast for new households, we assume that each household will need a dwelling unit. The new 2,476 households in Exhibit 5 will result in a need for 2,476 new dwelling units in the Wilsonville Planning Area. Throughout the remainder of this memorandum, we refer to this growth as growth in dwelling units.

**Exhibit 5. Forecast for new households and dwelling units, Wilsonville Planning Area, 2019 to 2039**

Source: Metro's 2040 Household Distributed Forecast, July 12, 2016. Metro's 2040 TAZ Forecast (released November 6, 2015 and revised January 22, 2016). Calculations by ECONorthwest.

Variable	Wilsonville City Limits	Frog Pond West	Wilsonville Planning Area (Dwelling Units, 2019-2039)
Household Forecast 2019	9,883	40	9,923
Household Forecast 2039	11,635	764	12,399
<b>Total New Dwelling Units (2019-2039)</b>	<b>1,752</b>	<b>724</b>	<b>2,476</b>
<b>Annual Average of New Dwelling Units</b>	<b>88</b>	<b>36</b>	<b>124</b>

Wilsonville is forecast to grow by 2,476 new dwelling units over the 20-year period, with an annual average of 124 dwelling units.

<sup>8</sup> Metro's 2040 TAZ Forecast (released November 6, 2015 and revised January 22, 2016) shows Frog Pond West (TAZ 976) had 22 households in 2015. The Metro forecast shows Frog Pond West growing to 878 households in 2040, at an average annual growth rate of 15.89% for the 25-year period. Using this growth rate, ECONorthwest extrapolated the forecast to 2019 (40 households) and 2039 (754 households).

<sup>9</sup> <http://rim.oregonmetro.gov/Webdrawer/Record/558717>

## Housing Units Needed

Exhibit 5 presented a forecast of new housing in Wilsonville planning area for the 2019 to 2039 period. This section determines the mix and density needed to meet State requirements (OAR 660-007) and meet the housing needs of Wilsonville residents.

The preliminary conclusion for Wilsonville is that, over the next 20 years, the need for new housing developed in Wilsonville will generally include a wider range of housing types and housing that is more affordable. This conclusion is consistent with housing need in other cities in Clackamas County, the Portland Region,<sup>10</sup> and most cities across the State. This conclusion is based on the following information, found in Appendix B:<sup>11</sup>

- Wilsonville’s housing mix is unlike Clackamas County’s in that over half of Wilsonville’s housing stock is multifamily housing. In the 2013-2017 period, 41% of Wilsonville’s housing was single-family detached, 8% was single-family attached, and 51% was multifamily. Between 2013 and 2017, Wilsonville issued building permits for 1,352 dwelling units, 99% of which were for single-family detached units.
- Demographic changes across the Portland Region (and in Wilsonville) suggest increases in demand for single-family attached housing and multifamily housing. The key demographic trends that will affect Wilsonville’s future housing needs are:
  - The aging of the Baby Boomers. In 2012-2016, 20% of Wilsonville’s population was over 60 years old. Between 2020 and 2040, the share of people over 60 years old is expected to stay relatively constant in Clackamas County, from 26% of the population to 27% of the population. The aging of the Baby Boomers may have a smaller impact in Wilsonville than in some cities in the County because Wilsonville has a smaller share of people over 60 years of age. The City will be affected by retirement and changing housing needs of seniors as their households get smaller and their lifestyles change. Some Baby Boomers may choose to downsize into smaller homes. Due to health or other issues, some Baby Boomers may become unable to stay in their current homes and will choose to live in multigenerational households or assisted-living facilities (at various stages of the continuum of care).
  - The aging of the Millennials. In 2012-2016, 32% of Wilsonville’s population was between 20 and 40 years old. Between 2020 and 2040, Millennials are expected to grow from 23% of Clackamas County’s population to 28% of the population, an increase of 5% in the share of the population. Homeownership rates for Millennials will increase as they continue to form their own households.

<sup>10</sup> The Portland Region is defined as all of Clackamas County, Multnomah County, and Washington County.

<sup>11</sup> Appendix B presents detailed demographic, socioeconomic, and housing affordability data. This section summarizes key findings from Appendix B for Wilsonville. For the most part, data sources included in these findings (and cited in Appendix B) derive from: United States Decennial Census, United States American Community Survey, Portland State University’s Population Research Center, Redfin, and Property Radar.



Wilsonville has a larger share of Millennials than the County. As a result, the City may have increased demand for relatively affordable housing types, for both ownership and rent, over the planning period.

- The continued growth in Latinx populations. From 2000 to the 2012-2016 period, the share of Wilsonville’s Latinx population increased from 7% of the population to 14%, an increase of 7% in the share of the population. At the same time, the share of Latinx increased by 3% in Clackamas County and 4% in the Portland Region. Continued growth in Latinx households will increase need for larger units (to accommodate larger, sometimes multigenerational households) and relatively affordable housing.
- Wilsonville’s median household income was \$63,097, about \$5,800 lower than Clackamas County’s median. Approximately 38% of Wilsonville’s households earn less than \$50,000 per year, compared to 35% in Clackamas County and 40% in the Portland Region.
- About 35% of Wilsonville’s households are cost burdened (paying 30% or more of their household income on housing costs).<sup>12</sup> About 42% of Wilsonville’s **renters** are cost burdened and about 27% of Wilsonville’s **homeowners** are cost burdened. Cost burden rates in Wilsonville are similar to those in the Portland Region.
- About 56% of Wilsonville’s households are renters, 89% of whom live in multifamily housing. Median rents in Wilsonville are \$1,127 per month, compared to the \$1,091 median rent for Clackamas County as a whole.

A household earning 100% of Wilsonville’s median household income (\$63,000) could afford about \$1,577 per month in rent, compared with the median gross rent of \$1,127. A household can start to afford Wilsonville’s median rents at about 70% of Wilsonville’s median household income. However, Wilsonville’s higher proportion of renters who are cost burdened signals housing affordability issues. This suggests that many households who are currently renting in Wilsonville have income below the median family income.

- Housing sales prices increased in Wilsonville over the last three years. From February 2015 to February 2019, the median housing sale price increased by about \$126,600 (39%), from \$328,000 to \$454,500.<sup>13</sup> At the same time, the median housing home sale price in Clackamas County increased by \$136,700 (46%), from \$298,000 to \$435,500. Median sales prices in Wilsonville were about \$19,000 or about 4% higher than the County average in February 2019.

A household earning 100% of Wilsonville’s median household income (\$63,000) could afford a home valued between about \$221,000 to \$252,000, which is less than the median

<sup>12</sup> The Department of Housing and Urban Development’s guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.”

<sup>13</sup> Property Radar.



home sales price of about \$454,500 in Wilsonville. A household can start to afford Wilsonville's median home sale prices at about 185% of Wilsonville's median household income.

These factors suggest that Wilsonville continues to need a broad range of housing types with a wide range of price points. This includes providing opportunity for development of housing types such as: small single-family detached housing (e.g., small-lot single-family and cottages), townhouses, duplexes and quad-plexes, and apartments. Wilsonville is planning for these types housing types in areas like Villebois and Town Center.

Exhibit 6 shows a forecast for housing growth in the Wilsonville city limits during the 2019 to 2039 period. The projection is based on the following assumptions:

- Metro's official forecast for Wilsonville shows that the City will add 2,476 households over the 20-year period. Exhibit 5 shows that Metro's growth forecast results in 2,476 new dwelling units over the 20-year period.
- The assumptions about the mix of housing in Exhibit 6 are consistent with the requirements of OAR 660-007<sup>14</sup>:
  - **About 50% of new housing will be single-family detached**, a category which includes manufactured housing. According to 2013-2017 American Community Survey data from the U.S. Census, 41% of Wilsonville's housing was single-family detached.
  - **Nearly 10% of new housing will be single-family attached**. In 2013-2017, 8% of Wilsonville's housing was single-family attached.
  - **About 40% of new housing will be multifamily**. In 2013-2017, 51% of Wilsonville's housing was multifamily.

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<sup>14</sup> OAR 660-007-0030(1) requires "(1) Jurisdictions other than small developed cities must either designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances. Factors to be considered in justifying an alternate percentage shall include but need not be limited to: (a) Metro forecasts of dwelling units by type; (b) Changes in household structure, size, or composition by age; (c) Changes in economic factors impacting demand for single family versus multiple family units; and (d) Changes in price ranges and rent levels relative to income levels. (2) The considerations listed in section (1) of this rule refer to county-level data within the UGB and data on the specific jurisdiction."

Wilsonville will have demand for 2,476 new dwelling units over the 20-year period, 50% of which are forecast to be single-family detached housing.

**Exhibit 6. Forecast of demand for new dwelling units, Wilsonville Planning Area, 2019 to 2039**

Source: Calculations by ECONorthwest.

Variable	Mix of New Housing Units (2019-2039)
<b>Needed new dwelling units (2019-2039)</b>	2,476
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	50%
<b>equals Total new single-family detached DU</b>	1,238
Single-family attached	
Percent single-family attached DU	10%
<b>equals Total new single-family attached DU</b>	248
Multifamily	
Percent multifamily DU	40%
<b>Total new multifamily DU</b>	990
<b>equals Total new dwelling units (2019-2039)</b>	<b>2,476</b>

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in, but redevelopment potential in Wilsonville is explained in this document.

Exhibit 7 and Exhibit 8 allocate needed housing to generalized planning designations in Wilsonville. The allocation is based, in part, on the types of housing allowed in planned development ranges and in each plan designation.

Exhibit 7 shows:

- **Residential (PDR 1 through 6<sup>15</sup>)** land will accommodate single-family detached housing (including manufactured houses) and multifamily.
- **Village (V) Villebois** land will accommodate single-family detached housing, single-family attached housing, duplexes, row houses, multifamily housing, and cluster housing. Allocation (demand) matches capacity in Villebois.
- **Town Center** land will predominately accommodate multifamily housing with some single-family attached housing. Allocation (demand) matches capacity in Town Center, as described in the Town Center Plan.
- **Residential Neighborhood (RN) Frog Pond West** land will accommodate single-family detached housing (including manufactured houses), single-family attached housing, and duplexes. Allocation (demand) matches capacity in Frog Pond West.

<sup>15</sup> Wilsonville has no buildable land in PDR 7 (20+ du/acre).

### Exhibit 7. Allocation of needed housing by housing type and generalized planning designation, Wilsonville (city limits), 2019 to 2039

Source: ECONorthwest.

Housing Types	Generalized Plan Designation				Total
	Residential	Village (Villebois)	Commercial (Town Center)	Residential Neighborhood (Frog Pond West)	
Dwelling Units					
Single-family detached	435	173	-	630	1,238
Single-family attached	-	30	124	94	248
Multifamily	-	234	756	-	990
Total	435	437	880	724	2,476
Percent of Units					
Single-family detached	18%	7%	0%	25%	50%
Single-family attached	0%	1%	5%	4%	10%
Multifamily	0%	9%	31%	0%	40%
Total	18%	18%	36%	29%	100%

Notes:

Per the City of Wilsonville, as of February 2019, outstanding development potential in **Villebois** (Village Zone and Comprehensive Plan designation) consists of the following assumed uses: 173 single family detached units, 30 row houses/single-family attached units, and 235 multifamily units (including apartments and stacked condominiums). Due to rounding, the allocation table shows 234 multifamily units.

Per Wilsonville Town Center Master Plan (March 2019),<sup>16</sup> potential future development in **Town Center** is 880 units (page 41, table 3.1). The City of Wilsonville indicated that Town Center will be predominately composed of multifamily housing with some single-family attached housing.

**Frog Pond West** planning area is located in transportation analysis zone (TAZ) 976, which is forecast to grow by 724 households/dwelling units between 2019 and 2039. The 2040 TAZ forecast for households is from Metro, released November 6, 2015 and revised January 22, 2016, which is different from the *Frog Pond West Master Plan*.

<sup>16</sup>

[https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/planning\\_commission/meeting/packets/88931/ii.a.\\_town\\_center\\_plan\\_90\\_minutes.pdf](https://www.ci.wilsonville.or.us/sites/default/files/fileattachments/planning_commission/meeting/packets/88931/ii.a._town_center_plan_90_minutes.pdf)

### Exhibit 8. Allocation subset (Residential) of needed housing by housing type, Wilsonville (city limits), 2019 to 2039

Source: ECONorthwest.

Housing Types	Residential						Total
	0-1 DU/Acre	2-3 DU/Acre	4-5 DU/Acre	6-7 DU/Acre	10/12 DU/Acre	16-20 DU/Acre	
Dwelling Units							
Single-family detached	-	-	207	208	20	-	435
Single-family attached	-	-	-	-	-	-	-
Multifamily	-	-	-	-	-	-	-
Total	-	-	207	208	20	-	435

Exhibit 9 shows an estimate of baseline densities for future development. If the City conducts a full HNA, the City may need to evaluate assumptions about future densities to determine whether the City is meeting the requirements of OAR 660-007 to provide opportunity for housing.

Exhibit 9 also converts between net acres and gross acres<sup>17</sup> to account for land needed for rights-of-way by plan ranges within Residential in Wilsonville, based on Metro's methodology of existing rights-of-way.<sup>18</sup> Exhibit 9 uses the mathematical average of permitted housing density by planned development range informed the baseline density (with the exception of the 0-1 du/acre range, where we use one dwelling unit per acre). For example, the average density in the 2-3 du/acre range, will be 2.5 dwelling units per gross acre, in tax lots smaller than 0.38 acres as no land is needed for rights-of-ways based on Metro's assumptions. In this planned development range, for lots between 0.38 and 1.0 acres, the future density will be 2.3 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 2.0 dwelling units per gross acre.

<sup>17</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

<sup>18</sup> Metro's methodology about net-to-gross assumptions are that: (1) tax lots under 3/8 acre assume 0% set aside for future streets; (2) tax lots between 3/8 acre and 1 acre assume a 10% set aside for future streets; and (3) tax lots greater than an acre assumes an 18.5% set aside for future streets. The analysis assumes an 18.5% assumption for future streets.

### Exhibit 9. Future Housing Densities in Residential Accounting for land for rights-of-way, Wilsonville city limits, 2013 to 2017<sup>19</sup>

Source: ECONorthwest. Note: DU is dwelling unit.

Plan Designation and Planned Development	Tax Lots Smaller than 0.38 acre			Tax Lots ≥ 0.38 and ≤ 1.0 acre			Tax Lots larger than 1.0 acre		
	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)
<b>Residential</b>									
0-1 du/ac	1.0	0%	1.0	1.0	10%	0.9	1.0	18.5%	0.8
2-3 du/ac	2.5	0%	2.5	2.5	10%	2.3	2.5	18.5%	2.0
4-5 du/ac	4.5	0%	4.5	4.5	10%	4.1	4.5	18.5%	3.7
6-7 du/ac	6.5	0%	6.5	6.5	10%	5.9	6.5	18.5%	5.3
10-12 du/ac	11.0	0%	11.0	11.0	10%	9.9	11.0	18.5%	9.0

### Housing Need by Income Level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The analysis in Exhibit 10 is based on American Community Survey data about income levels of existing households in Wilsonville. Income is categorized into market segments consistent with HUD income level categories, using Clackamas County's 2018 Median Family Income (MFI) of \$81,400. The percentages used in Exhibit 10 are based on current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

<sup>19</sup> The analysis of historical densities was housing developed between 2013 and 2017. The analysis of land in rights-of-way is based on analysis of existing development patterns and percentages of land in rights-of-way in 2018.

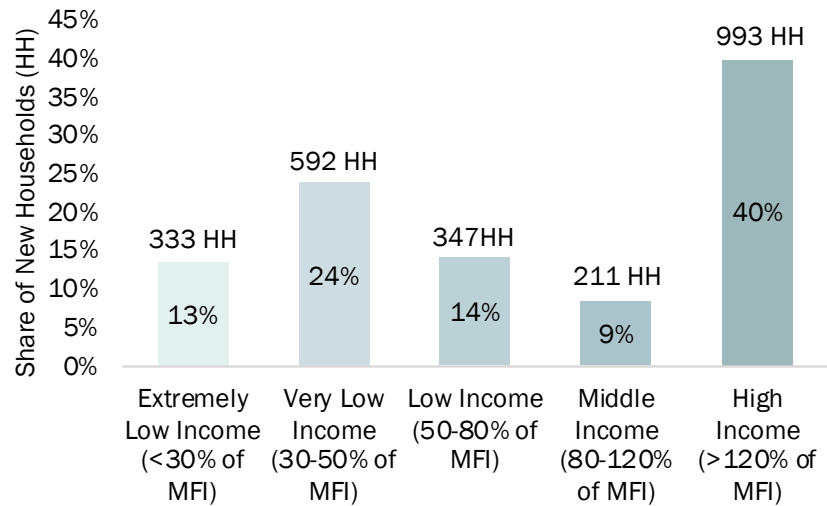
About 37% of Wilsonville's future households will have income below 50% of Clackamas County's median family income (less than \$40,700 in 2016 dollars) and about 23% will have incomes between 50% and 120% of the county's MFI (between \$40,700 and \$97,680).

This trend shows a substantial need for more affordable housing types, as well as housing types affordable to households earning more than 120% of MFI.

**Exhibit 10. Future (New) Households, by Median Family Income (MFI) for Clackamas County (\$81,400), Wilsonville, 2019 to 2039**

Source: U.S. Department of Housing and Urban Development. U.S. Census Bureau, 2012-2016 ACS Table 19001.

The percentages used in Exhibit 10 are based on current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.



## Need for Government Assisted, Farmworker Housing, and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 requires cities to plan for government-assisted housing, farmworker housing, manufactured housing on lots, and in manufactured home parks.

- **Government-subsidized housing.** Government-subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Wilsonville allows development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Wilsonville will continue to allow government housing in all of its residential plan designations. Because government assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Farmworker housing.** Farmworker housing can also apply to all housing types and the City allows for development of farmworker housing in all residential plan designations, with the same development standards as market-rate housing. This analysis assumes that Wilsonville will continue to allow this housing in all of its residential plan designations. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** Wilsonville allows manufactured homes on lots in residential zones. Wilsonville does not have special siting requirements for manufactured homes. Since manufactured homes are subject to the same siting requirements as site-built homes, it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in parks.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. According to the Oregon Housing and Community Services' Manufactured Dwelling Park Directory,<sup>20</sup> Wilsonville has two manufactured home parks within the City, with 120 spaces.

ORS 197.480(2) requires Wilsonville to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential.

- Wilsonville will grow by 2,476 dwelling units over the 2019 to 2039 period.

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<sup>20</sup> Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>



- Analysis of housing affordability shows that about 37% of Wilsonville’s new households will be Extremely-Low or Very-Low Income, earning 50% or less of the region’s median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in parks accounts for about 1.3% (about 120 dwelling units) of Wilsonville’s current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks are closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.
- The households most likely to live in manufactured homes in parks are those with incomes between \$24,420 and \$40,700 (30% to 50% of MFI), which include 24% of Wilsonville’s households. However, households in other income categories may live in manufactured homes in parks.

The national and state trends of closure of manufactured home parks, and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years, demonstrate that development of new manufactured home parks in Wilsonville is unlikely.

Our conclusion from this analysis is that development of new manufactured home parks in Wilsonville over the planning period is unlikely over the 2019 to 2039 period. It is, however, likely that manufactured homes will continue to locate on individual lots in Wilsonville. The forecast of housing assumes that no new manufactured home parks will be opened in Wilsonville over the 2019 to 2039 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.

- Over the next 20 years (or longer) one or both manufactured home parks may close in Wilsonville. This may be a result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

While there is statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents,<sup>21</sup> the

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<sup>21</sup> ORS 90.645 regulates rules about closure of manufactured dwelling parks. It requires that the landlord must do the following for manufactured dwelling park tenants before closure of the park: give at least one year’s notice of park



City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City has ordinances that regulate closure of existing mobile and manufactured home parks that exceed State standards, requiring adequate notice of closure, definition and mitigation of social and economic impacts of the proposed closure, and provision of relocation and other assistance to park residents.

The City's primary roles are to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policies to encourage development of relatively affordable housing, such as allowing a wider range of moderate density housing, designating more land for multifamily housing or removing barriers to multifamily housing development, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing. For example, Wilsonville incentivized development of affordable multifamily housing in the Creekside Woods development, to accommodate the former residents of the Thunderbird Mobile Home Park when the park closed.

## Baseline Assessment of Residential Land Sufficiency

This section presents an evaluation of the sufficiency of vacant residential land in Wilsonville to accommodate expected residential growth over the 2019 to 2039 period. This section includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Wilsonville's ability to accommodate needed new housing units for the 2019 to 2039 period, based on the analysis in the housing needs analysis.

### Capacity Analysis

The comparison of supply (buildable land) and demand (population and growth leading to demand for more residential development) allows the determination of land sufficiency.

There are two ways to calculate estimates of supply and demand into common units of measurement to allow their comparison: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape can affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the city limits to accommodate new

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closure, pay the tenant between \$5,000 to \$9,000 for each manufactured dwelling park space, and cannot charge tenants for demolition costs of abandoned manufactured homes.

housing. This analysis, sometimes called a “capacity analysis,”<sup>22</sup> can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

### Wilsonville Capacity Analysis Results

Exhibit 11 summarizes capacity in all of the areas of the Wilsonville Planning Area, based on the more detailed analysis shown in Exhibit 12 and Exhibit 13.

#### Exhibit 11. Summary of capacity within areas of the Wilsonville Planning Area, 2019 to 2039

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.  
Note: Capacity matches demand in Villebois, Town Center, and Frog Pond West.

Generalized Plan Designation	Capacity (Dwelling Unit)
Residential	336
Village (Villebois)	437
Town Center	880
Residential Neighborhood (Frog Pond West)	724
<b>Total</b>	<b>2,377</b>

The capacity analysis estimates the development potential of vacant Residential land by planned density range to accommodate new housing, based on the densities shown in Exhibit 9. Exhibit 12 shows that **Wilsonville’s vacant and partially vacant land in Residential has capacity to accommodate approximately 336 new dwelling units**, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in residential Plan Designations that allow residential uses.
- **Assumed densities.** The capacity analysis in Exhibit 12 assumes development will occur at historical densities. Those densities were derived from the densities shown in Exhibit 9.
- **Average net density.** Exhibit 12 shows capacity and densities in gross density. OAR 660-007 requires that Wilsonville provide opportunity for development of housing at an overall average density of eight dwelling units per net acre. The average net density of

<sup>22</sup> There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the “capacity” of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: “estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.” That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as “capacity analysis,” so we use that shorthand occasionally in this memorandum.

buildable residential land in Exhibit 12 is 7.4 dwelling units per net acres and 6.2 dwelling units per gross acre.

**Exhibit 12. Estimate of residential capacity on unconstrained vacant and partially vacant buildable Residential land, Wilsonville city limits, 2019 to 2039**

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Plan Designation and Planned Development Range	Tax Lots Smaller than 0.38 acre			Tax Lots ≥ 0.38 and ≤ 1.0 acre			Tax Lots larger than 1.0 acre			Total, combined	
	Build-able Acres	Density Assumpt. (DU/gross acre)	Capacity (Dwelling Units)	Build-able Acres	Density Assumpt. (DU/gross acre)	Capacity (Dwelling Units)	Build-able Acres	Density Assumpt. (DU/gross acre)	Capacity (Dwelling Units)	Build-able Acres	Capacity (Dwelling Units)
<b>Residential</b>											
0-1 du/ac	0	1.0	0	3	0.9	2	0	0.8	0	3	2
2-3 du/ac	0	2.5	0	1	2.3	1	0	2.0	0	1	1
4-5 du/ac	1	4.5	2	3	4.1	12	2	3.7	8	6	22
6-7 du/ac	1	6.5	4	2	5.9	11	22	5.3	116	25	131
10-12 du/ac	1	11.0	11	2	9.9	15	17	9.0	154	20	180
<b>Total</b>	<b>3</b>	<b>-</b>	<b>17</b>	<b>10</b>	<b>-</b>	<b>41</b>	<b>42</b>	<b>-</b>	<b>278</b>	<b>54</b>	<b>336</b>

Capacity in master plan areas (Exhibit 13) assumes that demand will match capacity in Town Center, Villebois, and Frog Pond West. Wilsonville’s capacity for dwelling units in Frog Pond West, Town Center, and Villebois totals 2,041 dwelling units.

**Exhibit 13. Estimate of residential capacity in Frog Pond West, Town Center, and Villebois 2019 to 2039**

Source: Conversations with the City of Wilsonville. Metro’s 2040 TAZ forecast for households (TAZ 976), released November 6, 2015 and revised January 22, 2016. Wilsonville Town Center Master Plan.

Area	Capacity (Dwelling Units)
<b>Residential Neighborhood (Frog Pond West)</b>	
Single-Family Detached	630
Single-Family Attached & Multifamily	94
<b>Town Center</b>	
Single-Family Detached	-
Single-Family Attached & Multifamily	880
<b>Village (Villebois)</b>	
Single-Family Detached	173
Single-Family Attached & Multifamily	264
<b>Total</b>	<b>2,041</b>
Single-Family Detached	39%
Single-Family Attached & Multifamily	61%

## Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Wilsonville is to compare the forecast for new housing by generalized plan designation (Exhibit 7) with the capacity of land by generalized plan designation (Exhibit 12 and Exhibit 13).

Exhibit 14 shows:

- Wilsonville has a **small surplus of capacity (3 dwelling units)** in the 0-1 du/ac and 2-3 du/ac planned development ranges.
- Wilsonville has a **deficit of capacity for 185 dwelling units in the 4-5 du/ac and 77 dwelling units in the 6-7 du/ac ranges**. Exhibit 8 shows that this deficit is for single-family detached housing types.
- Wilsonville has a **surplus of capacity of 160 dwelling units** in the 10-12 du/ac planned development range. The 2014 *Wilsonville Residential Land Study: Technical Report* assumed that about 10% of new housing in the 10-12 du/ac range would be single-family detached and the remainder single-family attached or multifamily. This analysis uses the same assumption. As a result, this 160 unit surplus will likely all be single-family attached and multifamily housing types.
- Wilsonville has **sufficient capacity** in the Village, Town Center, and Residential Neighborhood areas to accommodate expected growth

### Exhibit 14. Capacity to accommodate new housing with demand for new housing, Wilsonville city limits, 2019 to 2039

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: Capacity matches demand in Villebois, Town Center, and Frog Pond West.

\*Note: The 10-12 du/ac planned development range includes capacity for 20 dwelling units of single-family detached housing.

Plan Designation and Planned Development Range	Capacity of Buildable Residential Land (Dwelling Units)	Demand for New Housing (Dwelling Units)	Comparison Capacity minus Demand (Dwelling Units)
Residential			
0-1 du/ac	2	0	2
2-3 du/ac	1	0	1
4-5 du/ac	22	207	(185)
6-7 du/ac	131	208	(77)
10-12 du/ac	180	20	160
Village (Villebois)	437	437	0
Commerical (Town Center)	880	880	0
Residential Neighborhood (Frog Pond West)	724	724	0

## Summary of Planned Housing Mix

Exhibit 15 shows the estimated housing mix based on the forecast for new housing. About 50% of new housing will be single-family detached and 50% will be single-family attached and multifamily. Exhibit 14 shows that Wilsonville has a deficit of land to accommodate 262 new dwelling units in areas planned as Residential (in the 4-5 du/ac and 6-7 du/ac ranges), all of which are expected to be single-family detached units.

### Exhibit 15. Estimated housing mix based on forecast of housing need

Source: Calculations by ECONorthwest.

Note: The type of attached and multifamily housing planned in Frog Pond West is single-family attached housing, not multifamily housing.

Generalized Plan Designation	Single-Family Detached	Single-Family Attached and Multifamily
Residential	435	-
Village (Villebois)	173	264
Commerical (Town Center)	-	880
Residential Neighborhood (Frog Pond West)	630	94
<b>Total Units</b>	<b>1,238</b>	<b>1,238</b>
<b>Percent of Total</b>	<b>50%</b>	<b>50%</b>

## Conclusions and Next Steps

The conclusions of the baseline HNA are:

- **Identify opportunities to address the housing deficits shown in Exhibit 14.** Wilsonville has a deficit of capacity (262 dwelling units) for single-family detached housing, resulting in a deficit of about 53 gross acres of suitable land for residential development. These deficits are in the planned density ranges for 4-5 du/ac and 6-7 du/ac. These deficit may be met through planning for new development in the Frog Pond South and Frog Pond East areas.
- **Work with Metro to better understand the analysis of redevelopment potential and ensure that the analysis makes sense in the context of Wilsonville’s housing market and planning context.** Metro assumes a substantial amount of redevelopment (shown in Exhibit 4) may occur in the Village designation (Villebois). Given that Villebois is still developing and that most development there is relatively new, the City should better understand what types of redevelopment that Metro expects to occur in Villebois. On the other hand, the redevelopment analysis shows little redevelopment potential in Town Center. Metro conducted the redevelopment analysis prior to the City’s completion of the *Town Center Plan*.
- **Evaluate changes in Wilsonville’s housing market since the *Wilsonville Residential Land Study: Technical Report* was completed in May 2014.** This report presented a HNA for Wilsonville. Since 2014, the housing market in Wilsonville has continued to change. Below is a brief summary of changes in Wilsonville’s housing market since completion of the 2014 Report. The City should evaluate changes since 2014 in more detail.
  - *Wilsonville is growing faster than the forecast in the 2014 Report*, which forecast growth of 3,749 new units over the 2014 to 2034 period, or about 187 new units per year. Between 2013 and 2017, Wilsonville issued permits for 1,352 new dwelling units or 338 new units per year. The forecast for new growth in the Wilsonville Planning area is for 123 new units per year, which is a considerably slower growth than the city has been experiencing.
  - *Wilsonville’s growth since 2013 has been mostly single-family dwelling units*, with 99% of the new 1,352 units permitted being single-family units, including single-family detached and single-family attached. The 2014 report shows that, between 2000 and 2012, 66% of the new units permitted were multifamily housing (1,892 units), with 34% (970 units) in single-family housing types.
  - *Housing sales prices continue to increase.* In 2012, the median sales price for housing in Wilsonville was \$290,000. By 2019, the median sales price was \$454,500, an increase of \$164,000 or 57%. This increase is consistent with increases in housing prices across Clackamas County and the Portland region.

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- *Rents also increased.* For the 2007-2011 period, the median gross rent was \$912 per unit. In the 2012-2016 period, gross rent increased to \$1,127, an increase of \$215 or 24%. This is consistent with increases in rent costs across Clackamas County and the Portland region.
  - *The landbase in Wilsonville has changed.* Villebois continued to build-out since 2014 and will be nearing build-out in the next years. Frog Pond West was brought into the city and the master plan was completed. If the rate of growth in Wilsonville continues, Frog Pond West will build-out early in the 2019 to 2039 planning period.
  - *Wilsonville continues to have a deficit of land for single-family housing.* Wilsonville has a deficit of land for 162 single-family detached dwelling units, shown in the 4-5 du/ac and 6-7 du/ac residential density ranges in Exhibit 14. These units could be accommodated in Frog Pond South and Frog Pond East. The Metro UGB has been expanded to include these areas but that expansion has not yet been acknowledged by DLCD.

Once these areas are acknowledged to be within the Metro UGB, Wilsonville should continue to planning work to bring these areas into the city limits and get land in these areas development ready. Given that Wilsonville continues to grow faster than Metro's forecasts, Wilsonville may need these areas to accommodate residential growth within the next five to ten years and maybe as soon as five to seven years if Wilsonville continues to grow at the rate the city did between 2013 to 2017.





DATE: August 29, 2019  
 TO: Kim Rybold, City of Wilsonville  
 FROM: ECONorthwest, Communitas, and Commonworks Team  
 SUBJECT: Wilsonville Equitable Housing Strategy – Stakeholder Outreach Themes to Date

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As of August 29<sup>th</sup>, 2019, we have conducted three focus groups with employers, nonprofit service providers in Wilsonville, and nonprofit affordable housing providers. We have also conducted five interviews with for-profit developers and a representative from the real estate industry. This document provides an overview of key themes we have heard in our initial outreach with stakeholders. This document will be supplemented with feedback from additional stakeholder interviews, outreach, and survey results over the course of September.

- **Wilsonville’s rental market is perceived as having newer, higher quality, more expensive developments with longer waitlists.** The market is perceived as being more similar to Lake Oswego and West Linn than to Milwaukie or Oregon City. The County gets fewer calls on discrimination/repairs/landlord-tenant issues from residents in Wilsonville. The City has a lot of amenities that make it an attractive place to build housing.
- **There is ongoing concern about HOA fees and property taxes driving up housing costs.**
- **Some see isolation among some residents.** More social connections needed for residents who do not have a community gathering space. The city’s parks are a wonderful asset and people feel safe there.
- **Needed housing types:** Single-story units; triplex/duplexes; houses with basements for ADUs; low-cost, single-room occupancy units for people transitioning into the area; roommate matching/homeshare.
- **Who needs help with housing:** single parents, single working adults, people with disabilities, seniors (people cannot age in place easily in Wilsonville).
- **There are not a lot of services for homeless people available locally.**
- **Like affordable rental housing, affordable homeownership projects require subsidy.** About \$100,000 to \$120,000 in subsidy is needed to build a new home affordable at 60% to 80% AMI; if purchasing an existing home, a buyer needs about 20% of value of home. The subsidy can come from several sources: land write-downs, permit fee/SDC waivers, outright subsidy, etc.
- **Affordability is a key issue for employers.** In a recent survey of the city’s employers, approximately 30% identified housing costs as a problem for local businesses.
- **The cost of housing presents challenges for those relocating from out of state.** Employers are challenged to find affordable, temporary housing for employees moving



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to the area. Those arriving in the area find housing costs to be out of line with their previous location. Many employers have to increase wages as a result.

- **Workers commuting to Wilsonville face increasing congestion** (especially shift workers). Many would like to see increased transportation options for workers, such as regional transit connections and bike/walk options for workers.
- **Employers do not have capacity to offer housing assistance** because they are increasing wages. Instead, employees (particularly lower-wage employees) are finding lower-cost housing in places like Salem, Keizer, Woodburn, and Canby.
- **Additional workforce housing and affordable student housing is needed** to help accommodate growing employment and student populations.
- **Developers working in Wilsonville find some of the City's regulations to be onerous**, including the stormwater regulations, high SDC fees (though these are comparable to other areas). Many were complimentary of City staff but would like to see a more seamless review process. There has been public pushback on infill development due to density and parking concerns, which has led to increased carrying costs.
- **There is the perception that there is not a lot of land to accommodate new development and some missed opportunities** for (1) including residential in new planning areas and (2) encouraging new housing types (like homes with ADUs in new residential neighborhoods) with incentives (e.g. Vertical Housing Program) and an easier/clearer path for small and medium infill development.
- **Some developers referenced incentives that other communities provide:** SDC waivers for ADUs, Tigard's Lean Code, tools for preserving affordability, and tools to reduce carrying costs.
- **The list of developers working in Wilsonville is short.** Developers who might be a good fit for infill development in the Town Center or other areas are not familiar with the City's opportunities or potential incentives. While many developers are focusing attention on suburban markets, they remain interested in opportunities near good transit and existing services and retail. Infill developers are looking to partner with a city and would be open to an array of incentives. Supports could include land write-downs, SDC waivers, tax abatements, urban renewal support for infrastructure development, etc.
- **The City and County could have a closer working relationship, potentially through information sharing, relationship-building and formal agreements on County and other housing resources.** Information and referral linkages between the City and County regarding services for older adults are strong; what is needed is more actual onsite (in Wilsonville) delivery of County programs. More ongoing information sharing is needed about plans for Metro Housing Bond, assistance for renters, housing authority programs, use and availability of federal housing, and homelessness funding.
- **Wilsonville has a strong and positive history of working with affordable housing developers in the past.** For example, the City made land available, championed projects,

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and cleared a pathway toward a tax exemption. This has solidified the City's good reputation among affordable housing developers.

- **A city's advocacy and support for affordable housing is key in making a project work.** Projects need champions on City Council, the Planning Commission, and among City staff to problem-solve development review projects and provide support for these projects at neighborhood meetings.
- **The Metro Affordable Housing Bond is a near-term opportunity to implement affordable housing.** The City is receiving calls from affordable housing developers who might be interested in working in the city.
- **The City-owned site near the WES station could be a desirable Transit-Oriented Development site.** To make property near WES station viable, the City may need to: provide a clear path for land use review, write down land cost, provide goals for the project, and/or make site issues known.
- **Affordable housing developers like being involved early in process.** They are happy to share expertise and can even bring development team to talk about ideas for potential sites. Possible opportunities for tours and additional engagement.



DATE: August 29, 2019  
 TO: Kim Rybold, City of Wilsonville  
 FROM: Lorelei Juntunen, Emily Picha, Deb Meihoff (Communitas) and Andree Tremoulet  
 (Commonworks Consulting)  
 SUBJECT: Wilsonville Equitable Housing Strategic Plan - List of Potential Strategies

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To address the community's housing needs now and in the future, the City of Wilsonville has identified the need to establish a roadmap toward a more equitable housing system. This memorandum provides a menu of potential actions that the City can take to advance its Equitable Housing Strategy.

These are the draft policy objectives as of Summer 2019:

- Greater availability of a diversity of housing types.
- Increased partnerships with nonprofit and for-profit housing developers.
- New and expanded affordable homeownership opportunities, especially for first-time homebuyers.
- Reduced risk of housing displacement.
- Targeted housing opportunities in areas with access to services and public transit.
- Increased opportunities for Wilsonville employees to live in the city.
- Maintenance and expansion of quality subsidized affordable housing stock.

The tools outlined in this document fall under the following categories:

- A. Programs to Fund or Reduce Costs for Housing Development or Preservation
- B. Development/Permitting Incentives and Regulatory Reform
- C. Outreach and Coordination
- D. Property Tax Abatement Programs
- E. Affordability Requirements
- F. Homeownership Programs
- G. Anti-Displacement and Renter Support Tools
- H. Ownership or Sale Requirements

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## A. Programs to Fund or Reduce Costs for Housing Development or Preservation

**Grants/Loans for New Development and Preservation.** Investments intended to help regulated and unregulated properties with development costs, pre-development assistance, loan recapitalization, and/or pay for necessary capital repairs so that land-owners can avoid selling to the private market for capital. Would need to determine funding sources – possible sources include urban renewal, CDBG, Section 108 (up to 80% of MFI).

**Reduced or Waive Permit Fees or Systems Development Charges (SDCs) for Affordable Housing.** An array of programs that offer reductions or waivers on a project's permit fees or system development charges in order to reduce the cost to build housing. The City already waives SDCs for Accessory Dwelling Units. One option would be to develop a separate fee schedule for the portion of rent-restricted affordable units within a project.

**Financed Building Permit and Planning Fees or SDCs.** Program to finance permit fees and/or System Development Charges for affordable housing developments.

**Expedited and Fast-Tracked Planning and Building Permit Review for Affordable Housing or Specific Housing Types.** Allows for faster development review for affordable housing, or for pre-approved housing development types, thereby reducing time and cost of new development to allow for lower rents to be charged.

**Partnerships with Community Land Trusts.** There are several community land trust models throughout the country. The model used in the Portland area involves a non-profit, municipal, or other organization that owns land and provides long-term ground leases to low-income households to purchase the homes on the land, agreeing to purchase prices, resale prices, equity capture, and other terms. The City could pursue discussions with Proud Ground, determine the sites it could offer for a CLT, and explore options agreements for voluntary inclusionary zoning in partnership CLT's as part of single family neighborhood development.

**SMART/WES Property Development.** The two- to three-acre City-owned property near Wilsonville's WES transit station is the City's main opportunity to promote Transit-Oriented Development for affordable and/or workforce housing. Potential support could include development/permitting incentives or a public-private partnership that would provide development or infrastructure subsidies in exchange for fulfillment of community goals.

**City-led Land Acquisition Strategy and Land Banking.** City-led program to buy and hold land for future development opportunities. This supports affordable housing by reducing or eliminating land cost from development.

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**City-supported Employer-assisted Housing.** Employer-assisted housing programs help employees meet their housing needs, which in turn helps employers to achieve their business goals. The City's role could be to provide subsidies, convene employers with other players in the housing sphere, or partner in development.

## **B. Development/Permitting Incentives and Regulatory Reform**

**Development of Requirements and Policies for Master Planning Efforts in Frog Pond East and South.** Frog Pond East, West, and South are the main areas where the City expects new housing development. Frog Pond West has a master plan, but Frog Pond East and South do not. Those areas will likely be developed through a series of Planned Unit Developments. As part of its planning, the City should determine what kinds of affordability and unit type requirements to consider as a part of the master planning requirements for Frog Pond East and South.

**Implementation of Oregon House Bill 2001 (Middle Housing).** Oregon House Bill 2001 requires that local jurisdictions adopt zoning code regulations or comprehensive plan amendments to permit middle housing types (e.g., duplexes, triplexes, etc.) in all areas that are zoned for residential use and allow for detached single-family dwellings. These changes will allow for a diversity of unit types throughout Wilsonville, but the City will need to assess its own plans for future planning areas for Frog Pond as well as the restrictions in each of its existing neighborhoods that have HOAs.

**Accessible Design Standards Incentives.** Incentives for visitability, adaptability, and accessibility. This could include incentives encouraging universal design.

**Incentives for Space-Efficient Housing.** Provides development standards that allow certain types of housing such as cottage clusters, internal division of larger homes, duplexes, and accessory dwelling units. This could include increased density and/or height for regulated affordable housing and/or for housing types that tend to be lower cost (e.g. cottage homes, duplexes/triplexes, etc.) Consider including as part of new development agreements. Follow up actions include fact-finding with existing Homeowners' Associations about whether ADUs are allowed within CC&Rs.

**Reduced Parking Requirements for Affordable Housing or Housing near High-Capacity Transit.** Development standards that reduce the required number of parking spaces for affordable housing and/or housing near high-capacity or rapid transit. Potential to limit to subsidized units.

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## C. Outreach and Coordination

**Track Market Conditions.** To support successful program implementation, the City can enhance its tracking of the residential real estate market, such as RMLS, Zillow, Multifamily NW, and Co-Star. This will help the City to understand where change is occurring and help the City to better target its resources.

**Outreach with Non-profit Affordable Housing Developers.** Proactively seek out connections to regional developers looking for infill and other development opportunities. Potential organizations include: REACH CDC, Habitat, Northwest Housing Alternatives.

**Outreach with Market-rate Developers.** Proactively seek out connections to regional developers looking for infill and other development opportunities. This could include a public relations strategy about possible opportunity sites available, developer tours, and increased participation in housing-related real estate events so that the City can better understand development activity within the region.

**Better connections to Clackamas County's Housing Bond Implementation.** Increase coordination and communication on the Metro Affordable Housing Bond.

## D. Property Tax Abatement Programs

**Multiple-Unit Limited Tax Exemption Program.** Incentivizes high-quality, mixed-use, and diverse housing options by selecting a development to award a property tax exemption.

**Vertical Housing Tax Abatement.** Subsidizes mixed-use development by providing a partial property tax exemption on increased property value for qualified developments.

**Tax Abatement for New and Rehabilitated Multifamily Rental Housing.** Offers a full property tax abatement for up to 10 years for multifamily rental housing affordable at up to 120% of Area Median Income. City sets length of exemption based on percent of units meeting affordability criteria.

**Nonprofit Affordable Housing Property Tax Abatement.** The Oregon legislature authorizes a property tax exemption for low-income housing (60% MFI and below) held by charitable, nonprofit organizations only.

**Low Income Rental Housing Property Tax Abatement.** The Oregon legislature authorizes a property tax exemption for new rental housing exclusively for low-income households (60% MFI and below). Housing need not be owned or operated by a nonprofit entity.

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## E. Affordability Requirements

**Inclusionary Zoning.** Incentivizes or requires developers to set aside a certain share of new housing at a price affordable to people of low or middle income.

## F. Homeownership Programs

**Education on Home Ownership Preparation.** Help first-time homebuyers learn the basics about the home buying process in classes taught by experienced professionals who specialize in helping first-time homebuyers. Special topics on HOAs can be included. The City could coordinate with existing organizations such as the Portland Housing Center to facilitate this training or develop its own program.

**Alternative Funding Sources for Down Payment and Mortgage Assistance.** Expand financing options to low-income and middle-income households who plan to purchase a home.

## G. Anti-Displacement and Renter Support Tools

**Create Better Linkages to County Support Services for Renters.** Create formal structures with County to better provide resources and technical assistance for tenants: (1) Provide connections to the County mediation process in which people work with a neutral professional to facilitate a mutually beneficial, binding resolution, (2) work with County on trainings, counseling services, resource fair, website resources to help residents to gain familiarity with landlord-tenant law and information needed to know their rights, (3) provide information on existing local rent assistance programs.

**Monitor Implementation of State Rules on Rent Control and Evictions.** City staff can monitor and understand how Senate Bill 608 is being implemented within the City. This landmark law fundamentally changes landlord-tenant laws by regulating how and when Oregon landlords can increase rents, sets limitations on when landlords can use evictions, and requires landlords to pay relocation payments to tenants in certain circumstances.

**Mediation that Supports Residents to Remain in Their Homes.** The City could provide its own mediation services for homeowners facing foreclosure to resolve the issue with the mortgage by mutual agreement before a default judgment or foreclosure sale is reached.

**City-Led Landlord Counseling.** Support landlords towards successful property management by providing education services that inform landlords of their rights and responsibilities, coach them on best practices, and assist in solving disputes. This could also incorporate better connections to County resources.

**Landlord Accountability and Support.** Explore options to partner with – and hold accountable – landlords whose properties generate disproportionate complaints from tenants. Examples include strong code enforcement and a rental housing inspection program.



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**City Database of Rental Buildings.** The City could create a database of rental buildings to provide data for programs to (1) support renters and (2) watch for opportunities to preserve housing that may be sold or may see rents increase.

**Short-term Assistance for Upfront Rental Costs.** Create a Wilsonville-specific program for upfront rental costs.

**Platforms to More Easily Find a Place to Live.** Create a single place in which to find housing and submit a rental application, such as OneAppOregon.com.

**Designate “Front Door” Staff at City Hall.** Designate staff that are available for referrals, community housing training, etc. A possible role could be connecting employees to housing opportunities.

## **H. Ownership or Sale Requirements**

**Policies Requiring or Incenting Purchase Rights to Nonprofits or City (First Right of Refusal Policies).** Policy that would require landlords to notify cities and/or nonprofits of the intent to sell so that the cities/nonprofits have the ability to purchase land/properties before they turn to market rate (important for low-cost market-rate housing).

**Policies Requiring Notification of Expiring Contracts.** Policy requiring that rent-regulated properties coming upon their regulatory expirations notify cities or nonprofits (again to enable cities/nonprofits to purchase the properties before they turn to market rate).





**PLANNING COMMISSION**  
**WEDNESDAY, SEPTEMBER 11, 2019**

**III. INFORMATIONAL**

A. Clackamas County Housing Needs Analysis

# **September 11, 2019 Information Item - Clackamas County Regional Housing Needs Analysis**

Document Excerpt - Chapters 1 through 3

- Introduction
- Residential Buildable Lands Inventory
- Historical and Recent Development Trends

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# Clackamas County

## Regional Housing Needs Analysis

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September 2019

Prepared for:  
Clackamas County

**FINAL REPORT**

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

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# Acknowledgements

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ECONorthwest prepared this report for Clackamas County. ECONorthwest and the Clackamas County thank those who helped develop the Clackamas County Regional Housing Needs Analysis. This project is partially funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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**436**



# 1. Introduction

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This report presents Clackamas County's Regional Housing Needs Analysis for the 2019 to 2039 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), OAR 660 Division 7, and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Clackamas County, like all of Oregon, is experiencing a housing affordability crisis. A key first step in addressing a crisis is to understand the nature of the crisis and the factors that are contributing to it. Towards that end, Clackamas County is conducting a Regional Housing Needs Analysis that provides information and research to deepen the understanding of the extent of housing affordability gaps and the factors that contribute to them.

The key questions that this analysis helps answer for the County and participating cities within the county include:

- How much growth is forecast and where will growth occur?
- How much new housing will be needed as a result of growth?
- What social, economic, and demographic changes will drive housing needs across Clackamas County and the Portland Region?
- What types of housing products are needed to meet the demands of households as demographics change?
- What price points can households afford?
- What is the nature of existing housing supply? Do surpluses of certain types of housing exist? Do deficits of certain types of housing exist? How does the housing supply differ across the County?
- How much land is available for residential development? What is the distribution of developable residential land in cities and unincorporated areas across the County?

This report provides Clackamas County with a factual basis to support future planning efforts related to housing and options for addressing unmet housing needs in Clackamas County. It is intended to support policy discussions occurring across Clackamas County, between the County and cities, within cities, and with workgroups such as the Clackamas County Housing Affordability and Homelessness Task Force.

## Organization of this Report

The main body of this report (chapters 2 through 6) focus on housing need in Urban Unincorporated Clackamas County within the Metro UGB (as shown in Exhibit 1), with information included about Rural Unincorporated Clackamas County outside the Metro UGB.

A major effort in this project was understanding housing needs for cities participating in the project, development of buildable lands inventory and baseline housing forecasts, which are together a baseline housing needs analysis (HNA). The purpose of this analysis was to help the cities understand whether they have enough residential development capacity to accommodate growth and to better understand their housing needs. The baseline HNA is not a full housing needs analysis. What is lacking in the baseline HNA is incorporation of local understanding of the housing market and direction from decision makers about future housing policies. The baseline HNA provides information to begin those discussions.

The status of Clackamas County cities in this project is as follows:

- **Participating cities**, where ECONorthwest developed a buildable lands inventory and baseline housing forecast, included: Estacada, Gladstone, Happy Valley, Molalla, Oregon City, West Linn, and Wilsonville.
- **Small cities that did not participate**, largely because of lack of staff capacity to assist with development of the baseline HNA include Barlow, Johnson City, and Rivergrove.
- **Other cities that did not participate** (where ECONorthwest did not develop a buildable lands inventory and baseline housing forecast), largely because they had recently completed an HNA, include Canby, Lake Oswego, Milwaukie, and Sandy.

The rest of this document is organized as follows:

- **Chapters of the report focused on housing needs in Unincorporated Clackamas County**
  - **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Clackamas County's inventory of residential land.
  - **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Clackamas County's housing market.
  - **Chapter 4. Demographic and Other Factors Affecting Residential Development in Clackamas County** presents factors that affect housing need in Clackamas County, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Clackamas County relative to the larger region.
  - **Chapter 5. Housing Need in Clackamas County** presents the forecast for housing growth in Clackamas County, describing housing need by density ranges and income levels.

- **Chapter 6. Residential Land Sufficiency within Clackamas County** estimates Clackamas County’s residential land sufficiency needed to accommodate expected growth over the planning period.
- **Appendices focused on the baseline housing needs analysis in participating cities.**
  - **Appendix A. Residential Buildable Lands Inventory** provides more details into the general structure of the buildable land (supply) analysis.
  - **Appendix B. Trends Affecting Housing Needs in Clackamas County** presents detailed socio-economic and housing for Clackamas County and all of the cities within the County
  - **Appendix C. Housing Needs for Cities in Clackamas County** includes a memorandum for each participating city presenting the baseline HNA, including a summary of the buildable lands inventory from Appendix A and a baseline housing forecast based on information in Appendix B, and an assessment of whether the city has sufficient residential capacity to accommodate growth.
  - **Appendix D. Buildable Land Inventory for Molalla** presents Molalla’s 2019 Residential Buildable Land Inventory Results and Methodology Winterbrook Planning.

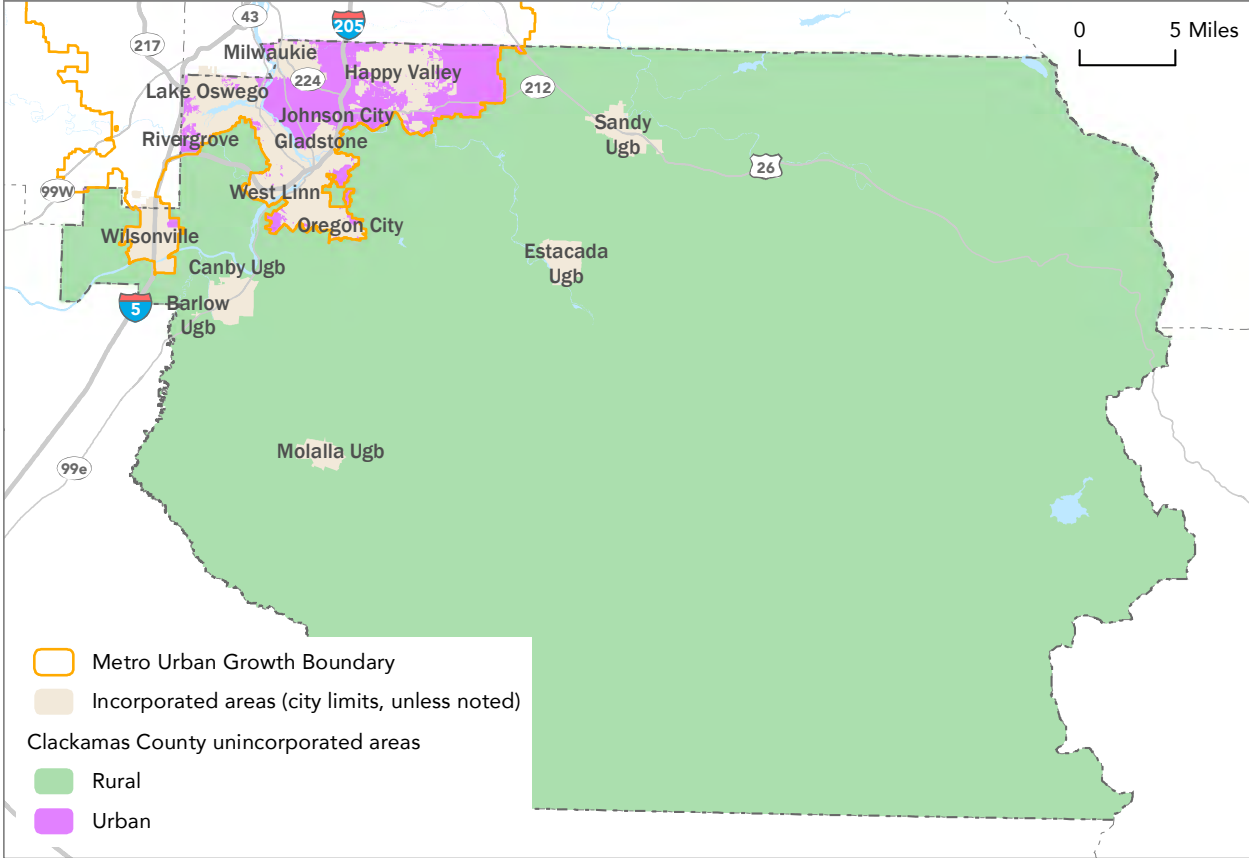
# Clackamas County Geographies Used in the Analysis

Urban Unincorporated Clackamas County and Rural Unincorporated Clackamas County are the core of the analysis presented in this report. **Urban Unincorporated Clackamas County** are unincorporated areas inside Metro’s Urban Growth Boundary and **Rural Unincorporated Clackamas County** are unincorporated areas outside Metro’s Urban Growth Boundary and the urban growth boundaries of rural cities. Exhibit 1 shows Urban and Rural Unincorporated Clackamas County, along with the jurisdictional boundaries for the incorporated areas. The unit of analysis for Urban and Rural Unincorporated Clackamas County is the block group level. Block groups in Unincorporated Clackamas County were determined and reviewed by ECONorthwest and Clackamas County staff.

Geographic comparisons in the main report include Clackamas County, the Portland Region (Clackamas County, Multnomah County, and Washington County), and Oregon.

## Exhibit 1. Geographies Used in the Analysis

Source: ECONorthwest.



## Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors and the housing market in Clackamas County are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Clackamas County between 2019 and 2039.

The complex nature of the housing market, demonstrated by the unprecedented boom and bust during the past decade, does not eliminate the need for some type of forecast of future housing demand and need. This includes resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

## Oregon Housing Policy

This section provides information about policies that incorporated cities, and in some cases, Clackamas County must comply with in Urban Unincorporated areas. These policies do not generally apply to Rural Unincorporated Clackamas County.

### Statewide planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197), established the Land Conservation and Development Commission (LCDC), and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and

OAR 600-008).<sup>1</sup> Jurisdictions located in the Metro UGB are also required to comply with Metropolitan Housing in OAR 660-007 and Title 7 of Metro’s Urban Growth Management Functional Plan in the Metro Code (3.07 Title 7).

Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;<sup>2</sup>
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

Clackamas County must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed within Urban Unincorporated Clackamas County. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

## The Metropolitan Housing Rule

OAR 660-007 (the Metropolitan Housing rule) is designed to “assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metropolitan Portland (Metro) urban growth boundary.” OAR 660-0070-005(12) provides a Metro-specific definition of needed housing:

"Needed Housing" defined. Until the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing" means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.

The Metropolitan Housing Rule also requires cities to develop residential plan designations:

- (1) Plan designations that allow or require residential uses shall be assigned to all buildable land. Such designations may allow nonresidential uses as well as residential uses. Such designations may be considered to be "residential plan designations" for the

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<sup>1</sup> ORS 197.296 only applies to cities with populations over 25,000.

<sup>2</sup> Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

purposes of this division. The plan designations assigned to buildable land shall be specific so as to accommodate the varying housing types and densities identified in OAR 660-007-0030 through 660-007-0037.

OAR 660-007 also specifies the mix and density of new residential construction for cities within the Metro Urban Growth Boundary (UGB):

“Provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances” (OAR 660-007-0030 (1)).

OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Clackamas County’s average density target is eight dwelling units per net buildable acre.<sup>3</sup>

## **Metro Urban Growth Management Functional Plan**

The Metro Urban Growth Management Functional Plan describes the policies that guide development for cities within the Metro UGB to implement the goals in the Metro 2040 Plan.

### **Title 1: Housing Capacity**

Title 1 of Metro’s Urban Growth Management Functional Plan is intended to promote efficient land use within the Metro UGB by increasing the capacity to accommodate housing capacity. Each city is required to determine its housing capacity based on the minimum number of dwelling units allowed in each zoning district that allows residential development and maintain this capacity.

Title 1 requires that a city adopt minimum residential development density standards by March 2011. If the jurisdiction did not adopt a minimum density by March 2011, the jurisdiction must adopt a minimum density that is at least 80% of the maximum density.

Title 1 provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community’s overall capacity is not reduced.

Metro’s *2017 Compliance Report* concludes that Clackamas County is in compliance for the City’s Title 1 responsibilities.

### **Title 7: Housing Choice**

Title 7 of Metro’s Urban Growth Management Functional Plan is designed to ensure the production of affordable housing in the Metro UGB. Each city and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal.

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<sup>3</sup> OAR 660-024-0010(6) defines Net Buildable Acres as follows: “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.



Each jurisdiction within the Metro region is required to ensure that their comprehensive plans and implementing ordinances include strategies to:

- Ensure the production of a diverse range of housing types,
- Maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries, and
- Increase opportunities for households of all income levels to live in affordable housing (3.07.730)

Metro’s 2017 *Compliance Report* concludes that Clackamas County is in compliance for the City’s Title 7 responsibilities.

**Title 11: Planning for New Urban Areas**

Title 11 of Metro’s Urban Growth Management Functional Plan provides guidance on the conversion of land from rural to urban uses. Land brought into the Metro UGB is subject to the provisions of section 3.07.1130 of the Metro Code, which requires lands to be maintained at rural densities until the completion of a concept plan and annexation into the municipal boundary.

The concept plan requirements directly related to residential development are to prepare a plan that includes:

- (1) A mix and intensity of uses that make efficient use of public systems and facilities,
- (2) A range of housing for different types, tenure, and prices that addresses the housing needs of the governing city, and
- (3) Identify goals and strategies to meet the housing needs for the governing city in the expansion area.



## 2. Residential Buildable Lands Inventory

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A key initial component of the HNA is conducting a buildable land inventory (BLI). This chapter summarizes the results of the residential BLI for (1) the participating cities<sup>4</sup> and unincorporated areas of Clackamas County inside the regional Metro UGB and (2) participating cities<sup>5</sup> and unincorporated areas of the County outside the regional UGB. This buildable land inventory analysis complies with statewide planning Goal 10 policies that govern planning for residential uses. **The full buildable lands inventory and methodology completed by ECONorthwest is presented in Appendix A.**

Oregon Administrative Rules provide guidance on conducting residential BLIs:

**OAR 660-008-0005(2):**

*“Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:*

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain; or*
- (e) Cannot be provided with public facilities.*

### Summary of Methodology

The methods used for conducting the Clackamas County BLI are consistent with Oregon statutes. However, the methods used for inventorying land inside the regional UGB were different than that used for lands outside of the regional UGB, as detailed in Appendix A.<sup>6</sup>

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<sup>4</sup> Cities included: Gladstone, Happy Valley, Oregon City, West Linn, and Wilsonville

<sup>5</sup> ECONorthwest completed a BLI for the Estacada UGB and used data from the previously completed BLI for the Molalla UGB.

<sup>6</sup> Metro is required to complete a BLI for land within the regional UGB every six years. The agency is just finishing an updated BLI (based on 2016 data) for the 2018 Urban Growth Report (UGR). The methods used for inventorying Clackamas County lands within the regional UGB attempt to be consistent with Metro’s results while also updating the results to account for new development in the last two years and other local conditions, such as unique environmental constraints.

## Study Area

ECONorthwest completed residential BLIs for the following cities and areas of Clackamas County:

Areas within Metro UGB:

- Urban Unincorporated Clackamas County
- City of Gladstone
- City of Happy Valley
- City of Oregon City
- City of West Linn
- City of Wilsonville

Areas outside Metro UGB:

- Rural Unincorporated Clackamas County
- City of Estacada UGB

## Definitions

ECONorthwest completed BLIs for Clackamas County and relied on the following key definitions. Detailed descriptions of these definitions are included in the methodology for each study area but are based on the general definitions below.

- **Urban Unincorporated Clackamas County.** The area within the Metro (regional) UGB and outside city limits. Tax lots that fell within this area but are likely to develop as part of a city during the planning period were included in the relevant city's BLI. Exhibit 1 shows the Urban Unincorporated Clackamas County.
- **Rural Unincorporated Clackamas County.** The area outside the Metro (regional) UGB and outside other UGBs in the County. Exhibit 1 shows the Rural Unincorporated Clackamas County.
- **Vacant land.** Tax lots that have no structures or have buildings with very little improvement value are considered vacant. The status of vacant lots was verified in aerial imagery and City and County staff review.
- **Partially vacant land.** Partially vacant tax lots are those occupied by a use, but which contain enough land to be developed further. Generally, these are lots that have more than a half-acre of buildable land, after removing constraints and developed

land from the total acreage.<sup>7</sup> This was refined through visual inspection of recent aerial photos.

- **Buildable land.** As described in the statute definition above, buildable residential land is the portions of vacant or partially vacant lots that have development capacity, less development constraints.

## Residential Land Classification

ECONorthwest classified each tax lot with a plan designation that allow residential uses into one of four mutually exclusive categories based on development status:

- Vacant
- Partially Vacant
- Public or Exempt
- Developed
- Undevelopable<sup>8</sup>

## Development Constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted portions of residential tax lots that fall within certain constraints from the vacant and partially vacant lands (e.g., wetlands and steep slopes).<sup>9</sup> We used categories consistent with OAR 660-008-0005(2), though the specific data used varied based on local jurisdiction policy. The general categories of development constraints are defined below.<sup>10</sup> Detailed definitions of constraints used are provided in Appendix A.

- *Lands within floodplains and floodways.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains.
- *Land within natural resource protection areas.* The National Wetlands Inventory, Metro Title 13 inventory of regionally significant riparian and upland wildlife habitat, and Metro Title 3 inventory of riparian corridors were used to identify areas within natural resource protection areas.

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<sup>7</sup> Methods for defining partially vacant lots differed in the urban and rural BLI methodologies. The detailed methodologies describe the specific definitions for land classifications, including partially vacant land.

<sup>8</sup> This classification was only applied in development of the Estacada BLI, based on local considerations.

<sup>9</sup> Deductions for constraints were not calculated for vacant and partially vacant lands in Rural Unincorporated Clackamas County. A description of the methodology used for this area

<sup>10</sup> While Clackamas County may allow development on some of the constraints included in the residential BLI, ECONorthwest considered these constraints as prohibitive for new development based on State guidance and the standards of a typical buildable lands inventory in Oregon cities.

- *Land with slopes over 25%*. Lands with slopes over 25% are considered unsuitable for residential development.

## Buildable Lands Inventory Results

This section provides a summary of buildable land in Urban Unincorporated Clackamas County, Rural Unincorporated Clackamas County, and a summary of buildable land in participating cities. **The full buildable lands inventory and methodology completed by ECONorthwest is presented in Appendix A.**

### Urban Unincorporated Clackamas County

Exhibit 2 shows areas included for analysis in the BLI for Urban Unincorporated Clackamas County. The areas in the BLI are:

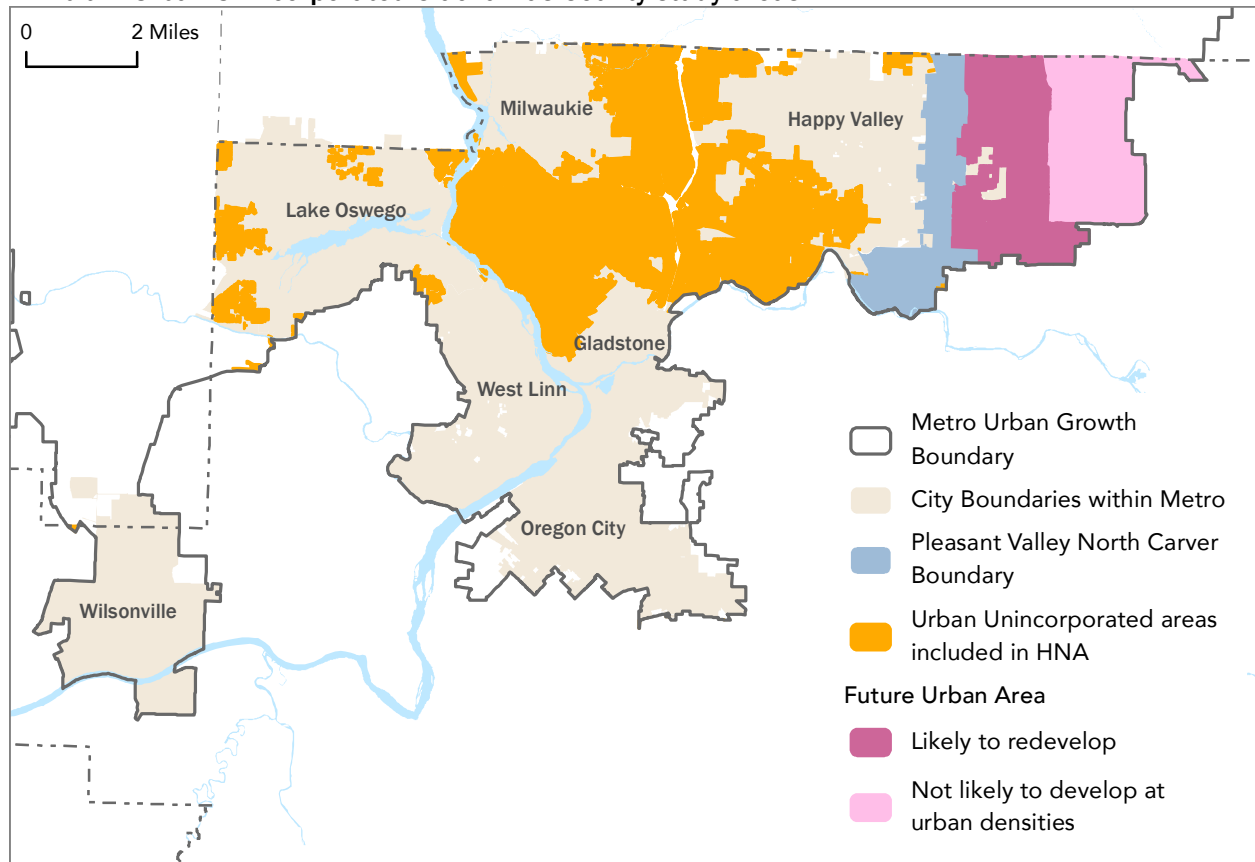
- (1) **Urban Unincorporated Clackamas County**, shown in orange. This area is the subject of this section of the report, including information reported in Exhibit 4-Exhibit 7.<sup>11</sup>
- (2) **Incorporated cities, shown in tan**. These areas are the incorporated cities within the Metro UGB.
- (3) **Pleasant Valley / North Carver Planning area**, shown in purple. Happy Valley is developing the Pleasant Valley / North Carver Comprehensive Plan in this area. It is included in the buildable lands inventory and baseline housing needs analysis for Happy Valley.
- (4) **Future Urban Area**, shown in shades of pink. It is defined as the area to the east of Happy Valley, beyond the Pleasant Valley / North Carver planning area that were part of the City of Damascus. Some of these areas are likely to develop and redevelop over the 20-year planning period (shown in dark pink), most likely through annexation into a city such as Happy Valley. Other areas may not develop at urban densities (shown in light pink) over the 20-year planning period. Appendix A provides more detail on considerations for the Future Urban Area.

The buildable lands inventory for urban unincorporated Clackamas County only includes the urban unincorporated areas shown in orange and the future urban area shown in pink on Exhibit 2.

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<sup>11</sup> Areas currently in the Urban Unincorporated area may eventually develop as part of an adjacent city. For example, the Urban Unincorporated areas along the boundary of Lake Oswego may become part of the city over the 20-year planning period. These areas were included in the Urban Unincorporated HNA, based on 2019 administrative boundaries.

**Exhibit 2. Urban Unincorporated Clackamas County study areas**



The land base for the Urban Unincorporated Clackamas County residential BLI includes all tax lots in the Urban Unincorporated area in residential plan designations. Exhibit 3 shows each plan designation and the generalized plan designation used in the residential BLI, along with the implementing zoning districts.<sup>12</sup>

<sup>12</sup> In previous versions of the BLI, ECONorthwest reviewed buildable land for commercial and mixed use plan designations that allow residential uses outright. Results showed that about 9 acres of commercial or mixed use land were unconstrained and buildable. Additionally, in the Future Urban Area, about 6 acres (of 45 total acres) were unconstrained and buildable in the Rural Commercial designation. More land in these areas is likely to be redeveloped over the next 20 years, but was not considered in the HNA.

Additionally, about 40 acres of unconstrained buildable land was located in the Rural plan designation. These areas are located along the boundary of Happy Valley, and will likely develop as part of the City of Happy Valley. These areas were not included in the Urban Unincorporated Clackamas County residential BLI.

**Exhibit 3. Plan Designations by Generalized Plan Designation and Zoning District, Urban Unincorporated Clackamas County, 2019**

Source: Clackamas County.

<b>Plan Designation (by Generalized Plan Designation Used in BLI)</b>	<b>Implementing Zoning Districts</b>
<b>Low Density Residential</b>	
Low Density Residential (LDR)	HR, NC, R-2.5, R-5, R-7, R-8.5, R-10, R-15, R-20, R-30
Small Low Single Family (SMLSF)	VR-4/5
Standard Lot Single Family (STLSF)	VR-5/7
<b>Medium Density Residential</b>	
Medium Density Residential (MDR)	MR-1, NC, PMD
Village Townhouse (VTH)	VTH
<b>Medium-High Density Residential</b>	
Medium-High Density Residential (MHDR)	MR-2, NC
<b>High-Density Residential</b>	
High Density Residential (HDR)	HDR, NC
Regional Center High Density Residential (RCHDF RCHDR)	
Special High Density (SHD)	SHD
Village Apartment (VA)	VA

Exhibit 4 shows the land base by generalized plan designation in the UGB.<sup>13</sup> There are 25,999 tax lots in the land base, accounting for 13,677 acres.

**Exhibit 4. Residential tax lots and acres by Plan Designation, Urban Unincorporated Clackamas County, 2019**

Source: Metro BLI; ECONorthwest analysis.

<b>Generalized Plan Designation</b>	<b>Number of taxlots</b>	<b>Percent</b>	<b>Total taxlot acreage</b>	<b>Percent</b>
<b>Residential</b>				
Low Density Residential	22,571	87%	7,425	54%
Medium Density Residential	730	3%	606	4%
Medium-High Density Residential	104	0%	199	1%
High Density Residential	214	1%	335	2%
<b>Future Urban Area</b>				
Rural	2,011	8%	4,646	34%
Unincorporated Community Residential	326	1%	422	3%
<b>Total</b>	<b>25,956</b>	<b>100%</b>	<b>13,632</b>	<b>100%</b>

<sup>13</sup> The residential plan designations are grouped as follows: Low Density Residential includes LDR, SMLSF, and STLSF plan designations. Medium Density Residential includes MDR and VTH plan designations. Medium-High Density Residential includes MHDR plan designation. High Density Residential includes HDR, RCHDR, SHD, and VA plan designations.

### Vacant Buildable Land

Exhibit 5 shows buildable acres (i.e., acres in tax lots after constraints are deducted) for vacant and partially vacant land by plan designation (excluding the Future Urban Area). Of Urban Unincorporated Clackamas County’s 641 unconstrained buildable residential acres, about 43% are in tax lots classified as vacant, and 57% are in tax lots classified as partially vacant.

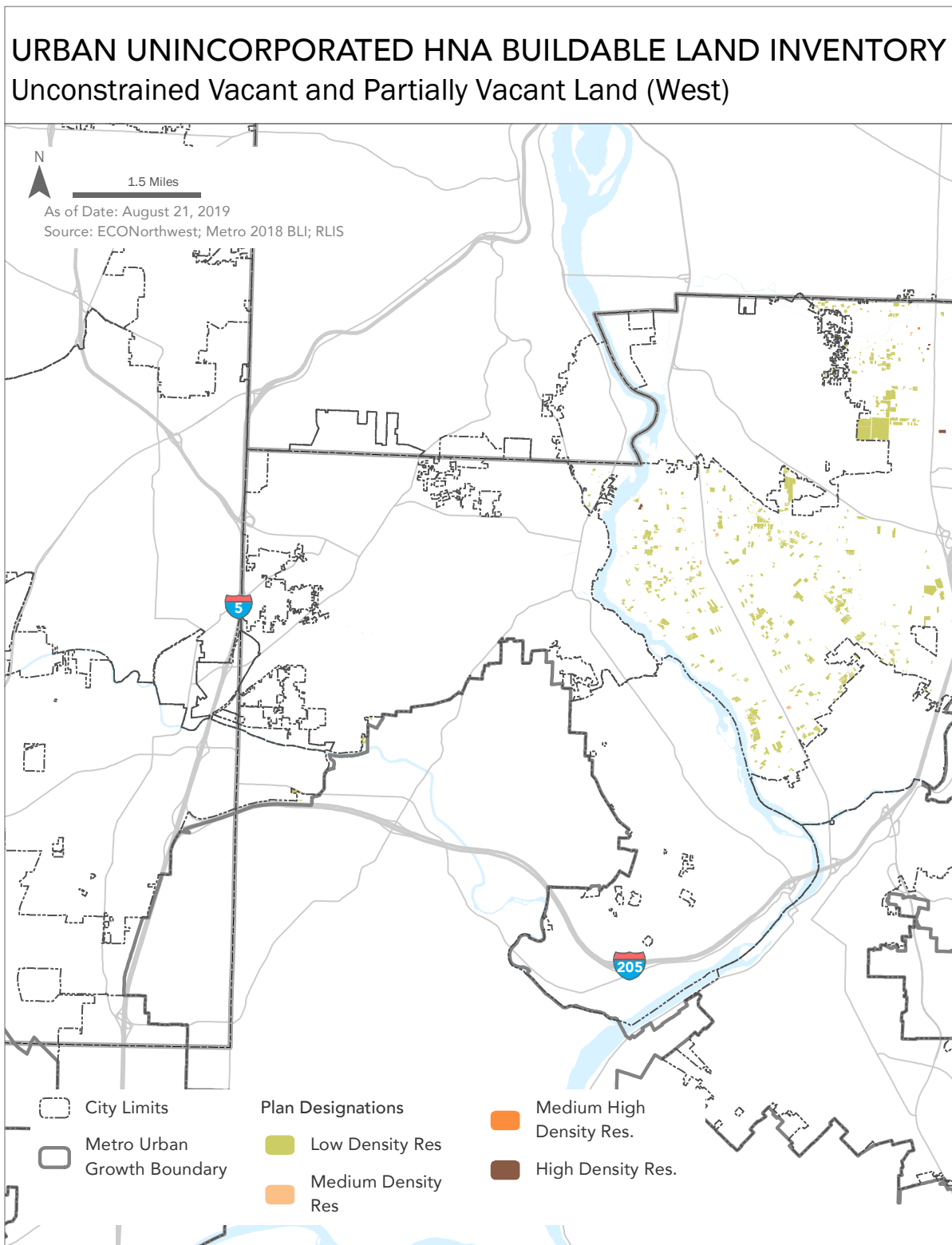
**Exhibit 5. Buildable acres in vacant and partially vacant tax lots by plan designation, Urban Unincorporated Clackamas County, 2019**

Generalized Plan Designation	Total buildable acres	Buildable acres on vacant lots	Buildable acres on partially vacant lots
Low Density Residential	615	254	362
Medium Density Residential	8	6	2
Medium-High Density Residential	13	13	0
High Density Residential	5	5	0
<b>Total</b>	<b>641</b>	<b>278</b>	<b>364</b>

Source: Metro; ECONorthwest analysis

Exhibit 6–Exhibit 7 show Urban Unincorporated Clackamas County’s buildable vacant and partially vacant residential land. These maps, along with the data shown in the previous Exhibit, do not show the Future Urban Area (shown in pinks in Exhibit 2) because it is not expected to be developed over the next 20 years. Buildable land for this area is discussed in Appendix A, Exhibit 87 through Exhibit 93.

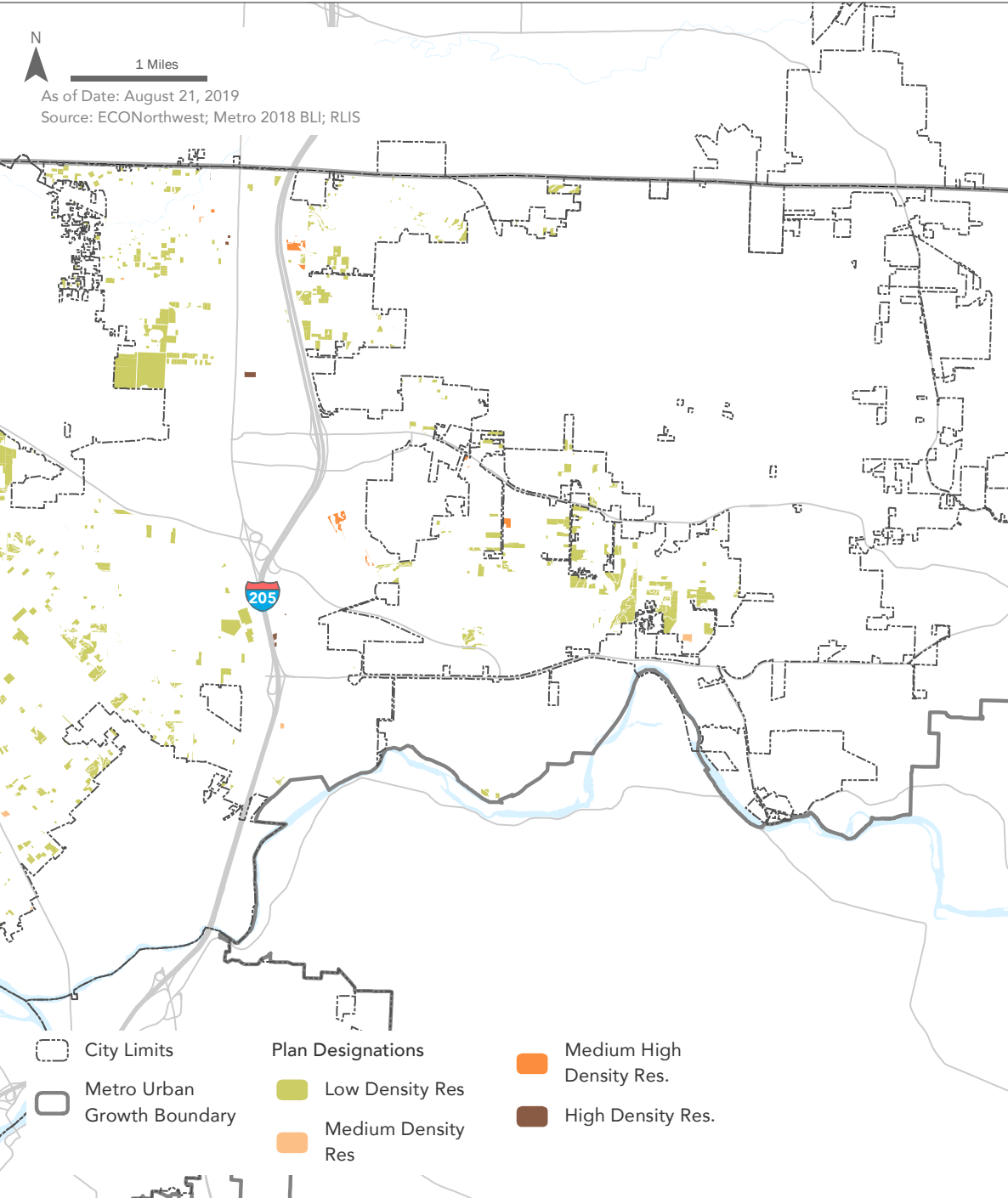
**Exhibit 6. Unconstrained vacant and partially vacant residential land, Urban Unincorporated Clackamas County (West), 2019**





**Exhibit 7. Unconstrained vacant and partially vacant residential land, Urban Unincorporated Clackamas County (East), 2019**

**URBAN UNINCORPORATED HNA BUILDABLE LAND INVENTORY**  
**Unconstrained Vacant and Partially Vacant Land (East)**



## Redevelopment Potential

Over the 20-year study period a share of developed lots is likely to redevelop within new buildings. To account for the development capacity on these developed lots, Metro identifies a subset of developed lots as “redevelopable”. Metro has created two “filters” to identify lots with the potential to redevelop.

- **Threshold Method.** This method identifies lots where redevelopment would result in a net increase of 50% more than the current number of units on the site. The method uses property value thresholds where it is economically viable to for a lot to redevelop at this intensity. For suburban areas in the regional UGB the threshold is \$10 per square foot of property value for multifamily structures and \$12 per square foot for mixed use structures. If a lot's current property value is below these thresholds, it is assumed to have the potential to redevelop.
- **Historic Probability Method.** This method determines the probability of a lot redeveloped based on a statistical analysis of lots that historically redeveloped within the region. The probability for each lot is multiplied by the total zoned capacity of the lot to determine the likely future residential capacity.

For the Clackamas County BLI, ECONorthwest used the estimate of redevelopable units on developed lots, as identified based on the Threshold method, which is based on discussion with Metro staff.

Note, the capacity of partially vacant lots (where the lot could be further developed under current development standards without demolishing existing structures) is accounted for in the unconstrained buildable acres.

Metro estimated over 2,000 units to redevelop on currently developed lots in residential plan designations in Urban Unincorporated Clackamas County based on the analysis described above. About one-third of potential redevelopment is in the Medium Density Residential plan designation. Metro's analysis identified relatively little redevelopment potential in the Medium High Density, High Density, or Commercial / Mixed-Use plan designations. We recommend that Clackamas County conduct additional analysis of redevelopment potential, focusing on opportunities for redevelopment in these higher density designations, as discussed in Chapter 6.

## Rural Unincorporated Clackamas County

This portion of the BLI includes land outside of the Metro UGB and outside of other city’s UGB, in rural unincorporated Clackamas County.

### Vacant Land

Exhibit 8 shows total acres on vacant and partially vacant tax lots by zone designation. Of Rural Unincorporated Clackamas County’s 13,392 residential acres in vacant and partially vacant lots, about 33% are in tax lots classified as vacant, and 67% are in tax lots classified as partially vacant.

**Exhibit 8. Total acres on vacant and partially vacant land by zone designation, Rural Unincorporated Clackamas County, 2019<sup>14</sup>**

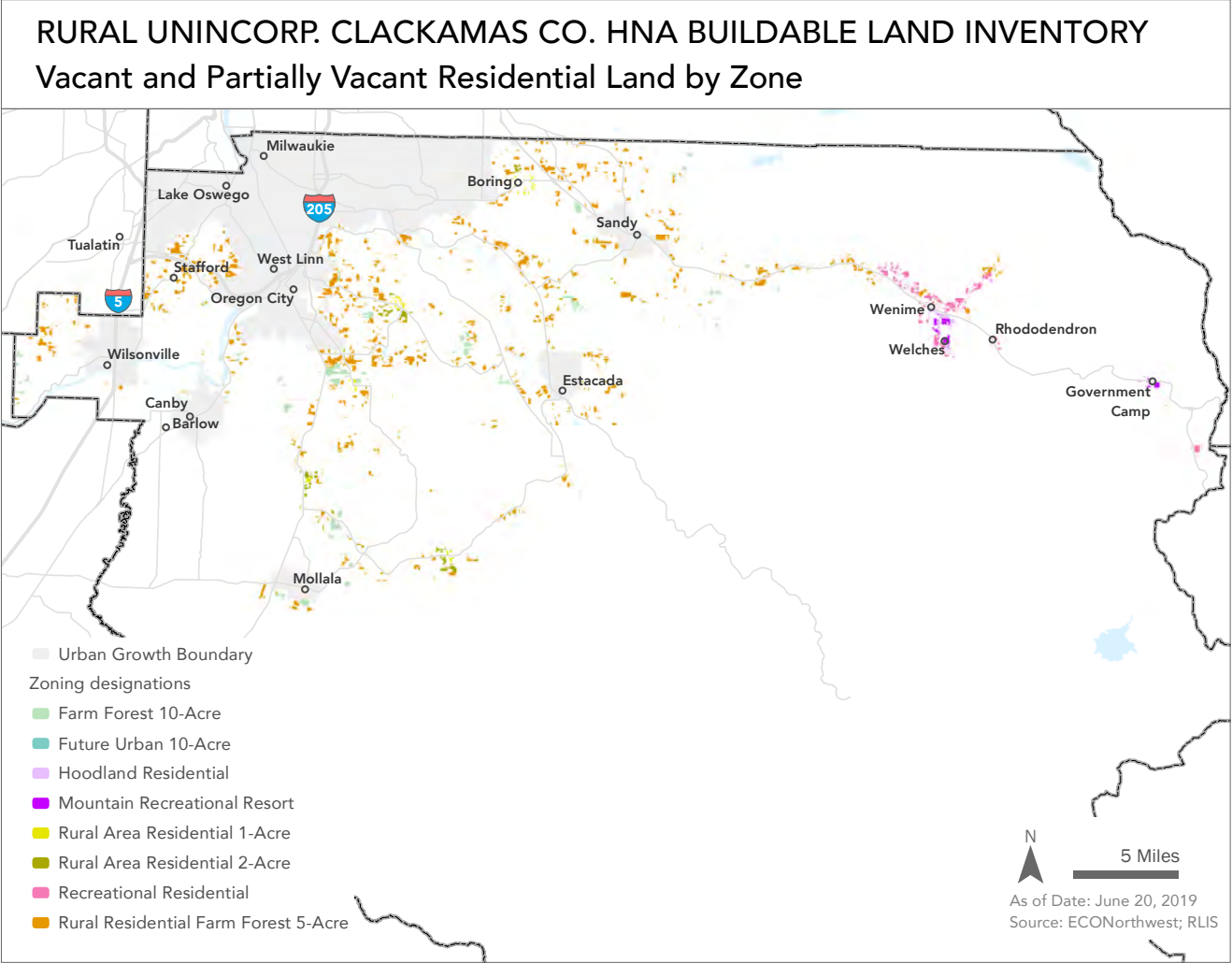
Zoning Designation	Vacant	Partially Vacant	Total
Farm Forest 10-Acre	612	1,210	1,822
Future Urban 10-Acre	8	0	8
Hoodland Residential	111	217	328
Mountain Recreational Resort	226	23	249
Rural Area Residential 1-Acre	60	195	256
Rural Area Residential 2-Acre	70	448	518
Recreational Residential	410	627	1,037
Rural Residential Farm Forest 5-Acre	2,963	6,211	9,175
<b>Total</b>	<b>4,460</b>	<b>8,932</b>	<b>13,392</b>

Source: Metro RLIS; Clackamas County; ECONorthwest analysis

Exhibit 9 shows vacant and partially vacant lots by zone designation.

<sup>14</sup> Note: Future Urban 10-Acre falls on tax lots along the Metro Urban Growth Boundary, but are still considered part of Rural Unincorporated Clackamas County.

**Exhibit 9. Vacant and partially vacant residential lots, Rural Unincorporated Clackamas County, 2019,**



### Summary of Buildable Land in Incorporated Cities

Exhibit 10 shows a summary of buildable acres (i.e., acres in tax lots after constraints are deducted) for vacant and partially vacant land by city (or UGB). Of the 2,736 unconstrained buildable acres in the incorporated areas, about 36% (995 acres) are on vacant lots and about 64% (1,741 acres) are on partially vacant lots. Appendix A provides the entire buildable lands inventory for each of the cities shown in Exhibit 10.

**Exhibit 10. Buildable acres in vacant and partially vacant tax lots, Incorporated Cities and UGBs in Clackamas County, 2019.**

Note: Winterbrook Planning completed the BLI for Molalla in 2019. For Molalla the “partially vacant” value is derived from the “infill” definition in their BLI.

Geography	Total buildable acres	Buildable acres on vacant lots	Buildable acres on partially vacant lots
<b>In Metro UGB</b>			
Gladstone	20	3	17
Happy Valley	537	163	374
Oregon City	940	344	596
West Linn	94	28	66
Wilsonville	186	85	100
<b>Outside Metro UGB</b>			
Estacada UGB	883	344	539
Molalla UGB	78	29	49
<b>Total</b>	<b>2,736</b>	<b>995</b>	<b>1,741</b>

### 3. Historical and Recent Development Trends

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Analysis of historical development trends in Clackamas County and Unincorporated Clackamas County provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the DLCDC *Planning for Residential Lands Workbook* as:

1. Determine the time period for which the data will be analyzed.
2. Identify types of housing to address (all needed housing types).
3. Evaluate construction/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

This Housing Needs Analysis examines changes in Unincorporated Clackamas County's housing market from January 2000 to December 2017, as well as residential development from 2000 to 2016. We address distinct geographies, described in the following subsection. We selected the time period because it provides information about Clackamas County's housing market before and after the national housing market bubble's growth, deflation, and the more recent increase in housing costs. In addition, data about Clackamas County's housing market during this period is readily available from sources such as the Census and RLIS.

This Housing Needs Analysis presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.).
2. Tenure (e.g., distinguishing unit type by owner or renter units).
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels).
4. Some combination of these categories.

For the purposes of this study, we grouped housing types based on: (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.

- **Multifamily** is all attached structures (e.g., duplexes, tri-plexes, quad-plexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

In Clackamas County, government assisted housing (ORS 197.303(b)) and housing for farmworkers (ORS 197.303(e)) can be any of the housing types listed above.

## Data Used in this Analysis

Throughout this analysis (including the subsequent Chapter 4), we used data from multiple sources, choosing data from well-recognized and reliable data sources. One of the key sources for housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of *all* households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the U.S. From 2012 through 2016 and 2013 through 2017, the ACS sampled an average of 3.5 million households per year, or about 3% of the households in the nation. The ACS collects detailed information about households, including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.
- Metro’s **RLIS** database, which provides tax lot data for jurisdictions within the three-county Metro Area (Clackamas County, Multnomah County, and Washington County). We use RLIS tax lot data as a proxy for building permit data for Unincorporated Clackamas County. In a few cases, this analysis uses building permit data for specific cities, as noted in the analysis.

This report uses data from the 2012-2016 and 2013-2017 ACS for Clackamas County. In some cases, we present information for Urban Unincorporated Clackamas County and Rural Unincorporated Clackamas County using Census block group level data, consistent with the geographies shown in Exhibit 1.

Among other data points, this report includes population, income, and housing price data from the Oregon Office of Economic Analysis, the Oregon Bureau of Labor and Industries, the U.S. Department of Housing and Urban Development, and RLIS. It also uses the Oregon Department of Housing and Community Services affordable housing inventory and Oregon's Manufactured Dwelling Park inventory.

The foundation of the housing needs analysis is the population forecast for Unincorporated Clackamas County from Portland State University Population Research Center's Population Forecast Program and Metro's population forecast program.

It is worth commenting on the methods used for the American Community Survey.<sup>15</sup> The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.54 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the decennial census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as "sampling error" and is expressed as a band or "margin of error" (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

## Trends in Housing Mix

This section provides an overview of changes in the mix of housing types in Urban and Rural Unincorporated Clackamas County and compares the two areas to Clackamas County, the Portland Region, and Oregon. Unless otherwise noted, this chapter uses data from the 2000 Decennial Census and the 2013-2017 American Community Survey 5-Year Estimates.

This section shows the following trends in housing mix in Urban Unincorporated Clackamas County:

- **Urban Unincorporated housing stock is predominantly single-family detached housing units.** Seventy percent of Urban Unincorporated housing stock is single-family detached, 27% is multifamily, and 3% is single-family attached (e.g., townhouses).
- **Since 2000, Urban Unincorporated Clackamas' housing mix has remained relatively similar with a slight shift toward multifamily unit composition.**

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<sup>15</sup> A thorough description of the ACS can be found in the Census Bureau's publication "What Local Governments Need to Know." <https://www.census.gov/library/publications/2009/acs/state-and-local.html>



- **Single-family housing accounted for the majority of new housing growth in Urban Unincorporated Clackamas County between 2000 and 2016.** Sixty-two percent of new housing built between 2000 and 2016 was single-family housing.

Trends in housing mix for Rural Unincorporated Clackamas County are:

- **Rural Unincorporated Clackamas County’s housing stock is nearly all single-family detached housing units.** Ninety-seven percent of Rural Unincorporated housing is single-family detached, 2% is multifamily, and 1% is single-family attached.
- **Since 2000, Rural Unincorporated Clackamas’ housing mix has remained relatively similar with a slight shift toward single-family detached unit composition.**
- **Single-family housing accounted for the majority of new housing growth in Rural Unincorporated Clackamas County between 2015 and 2018.** Ninety-three percent of new housing built between 2015 and 2018 was single-family housing, including manufactured housing.
- **The predominance of single-family detached housing in Rural Unincorporated Clackamas County makes sense.** Except for a few rural residential communities, such as areas near Mt. Hood, most development in rural unincorporated areas should be single-family detached housing.

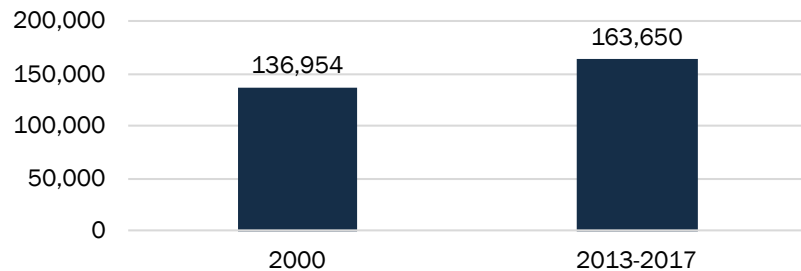
## Housing Growth and Housing Mix

**The total number of dwelling units across Clackamas County increased by 19% from 2000 to the 2013-2017 period.**

In that time, Clackamas County, including all cities, added 26,696 new dwelling units.

**Exhibit 11. Total Dwelling Units, Clackamas County (including growth in Clackamas County cities), 2000 and 2013-2017**

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013-2017 ACS Table B25024.

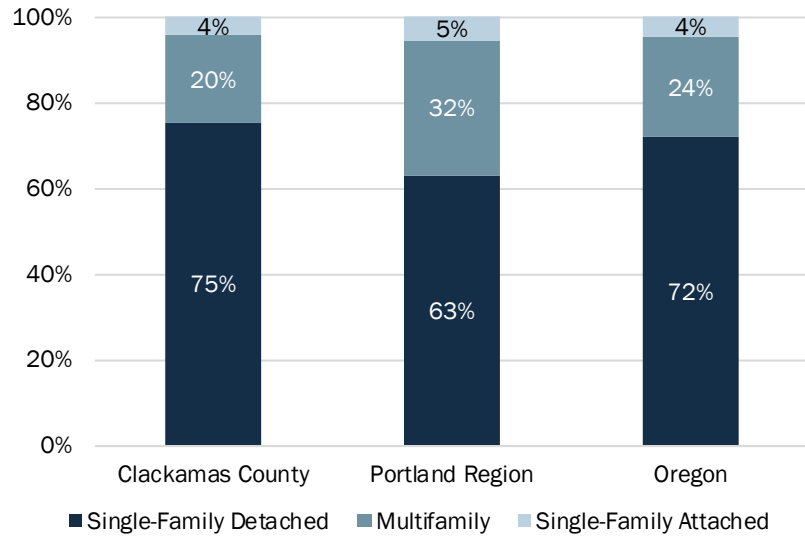


**Seventy-five percent of Clackamas County's housing stock is single-family detached.**

Clackamas County has a smaller share of multifamily housing than the Portland Region and Oregon.

**Exhibit 12. Housing Mix, Clackamas County, Portland Region, Oregon, 2013-2017**

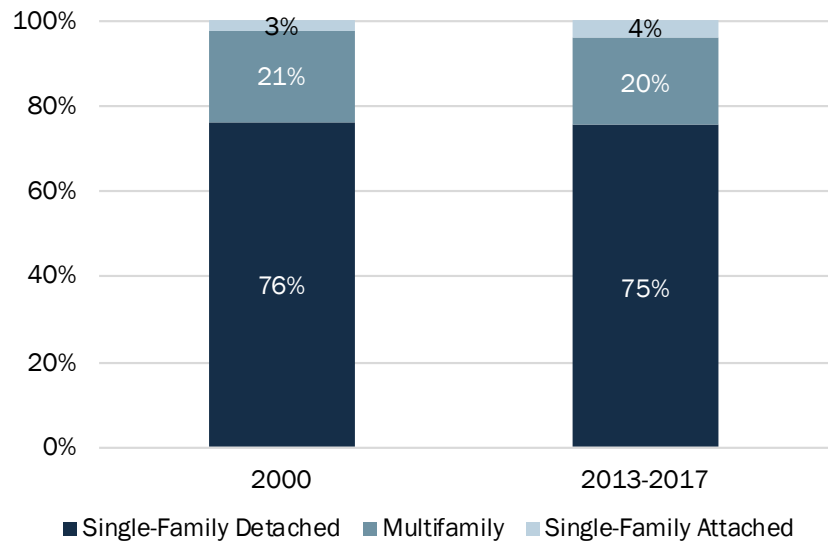
Source: U.S. Census Bureau, 2013-2017 ACS Table B25024.



**From 2000 to 2013-2017, Clackamas County's housing mix stayed about the same.**

**Exhibit 13. Change in Housing Mix, Clackamas County, 2000 and 2013-2017**

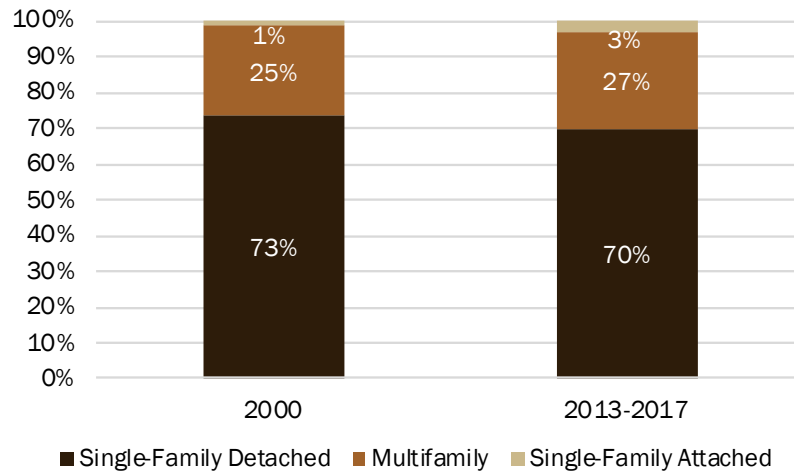
Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013-2017 ACS Table B25024.



**Seventy percent of Urban Unincorporated housing stock is single-family detached, down from 73% in 2000.**

**Exhibit 14. Change in Housing Mix, Urban Unincorporated Clackamas County, 2000 and 2013-2017**

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013-2017 ACS Table B25024.

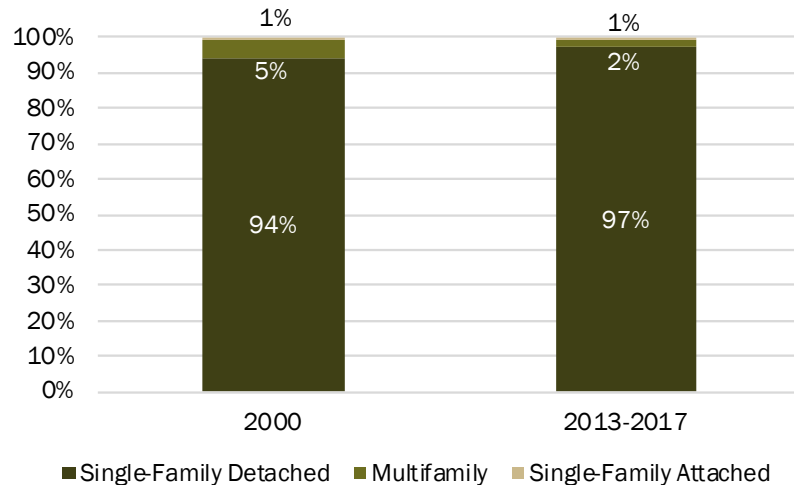


**The share of single-family detached housing in Rural Unincorporated Clackamas county increased slightly (by 3%) from 2000 to 2013-2017.**

The predominance of single-family detached housing in rural unincorporated parts of the county makes sense. Except for a few rural residential communities, such as areas near Mt. Hood, most development in rural unincorporated areas should be single-family detached housing.

**Exhibit 15. Change in Housing Mix, Rural Unincorporated Clackamas County, 2000 and 2013-2017**

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2013-2017 ACS Table B25024.



## Housing Development

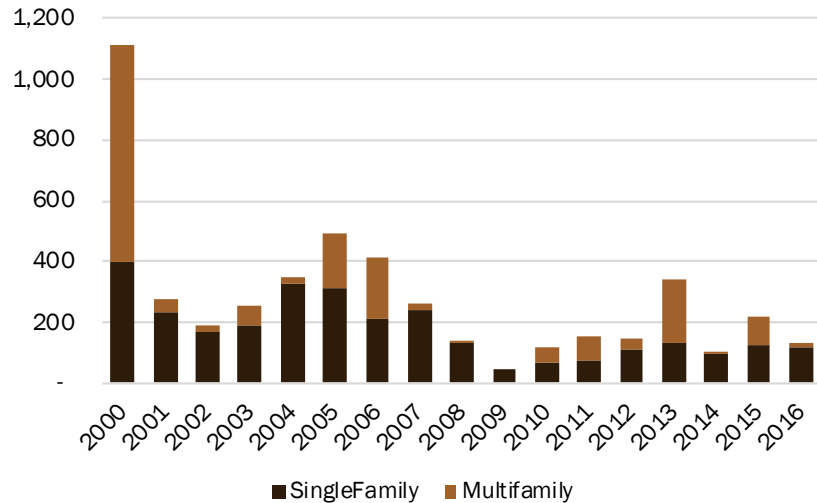
In 2000 through 2016, 5,944 new dwelling units were built in Unincorporated Clackamas County. Thirty-one percent or 1,838 were multifamily dwelling units. Of the 5,944 new units, 80% were located in Urban Unincorporated Clackamas County and 20% were located in Rural Unincorporated Clackamas County.

**Over the 2000 to 2016 analysis period, 4,745 new dwelling units were built in Urban Unincorporated Clackamas County, at an annual average of 297 units built.**

Of these 4,745 units, about 62% were permits for single-family detached dwelling units.

**Exhibit 16. New Residential Construction by Type of Unit, Urban Unincorporated Clackamas County, 2000 through 2016**

Source: RLIS.

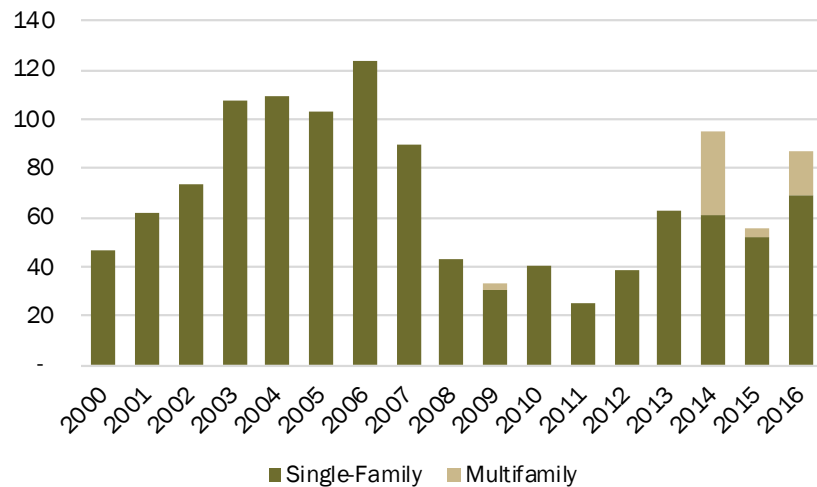


**Over the 2000 to 2016 analysis period, 1,199 new dwelling units were built in Rural Unincorporated Clackamas County, at an annual average of 75 units built.**

Of these 1,199 units, about 95% were for single-family dwelling units (including manufactured housing).

**Exhibit 17. New Residential Construction by Type of Unit, Rural Unincorporated Clackamas County, 2000 through 2016**

Source: Clackamas County.



## Trends in Density

Housing density is the density of residential structures by structure type, expressed in dwelling units per net or gross acre.<sup>16</sup> The U.S. Census does not track residential development density thus, this study analyzes housing density based on RLIS data.

Exhibit 18 shows the density of newly built residential construction for the 2013 to 2018 period in Urban Unincorporated Clackamas County. The average density for all development in Urban Unincorporated was 6.8 dwelling units per net acre, with single-family housing developing at an average density of 5.0 dwelling units per net acre and multifamily developing at an average density of 15.7 dwelling units per net acre.

### Exhibit 18. Average Density of New Residential Construction by Type of Unit and Plan Designation, Urban Unincorporated Clackamas County, 2013 through 2018

Source: RLIS. Note 1: DU is dwelling unit.

Note 2: The residential plan designations are grouped as follows: Low Density Residential includes LDR, SMLSF, and STLSF plan designations. Medium Density Residential includes MDR and VTH plan designations. Medium-High Density Residential includes MHDR plan designation. High Density Residential includes HDR, RCHDR, SHD, and VA plan designations.

General Plan Designations	Single-Family			Multifamily			Total, Combined		
	DU	Acres	Net Density	DU	Acres	Net Density	DU	Acres	Net Density
Low Density	2833	574	4.9	318	41	7.7	3,151	615	5.1
Medium Density	33	3	12.5	233	19	12.1	266	22	12.1
Medium High Density	31	1	21.2	664	35	19.2	695	36	19.3
High Density	2	0	6.1	565	18	30.9	567	19	30.5
<b>Total</b>	<b>2,899</b>	<b>578</b>	<b>5.0</b>	<b>1,780</b>	<b>114</b>	<b>15.7</b>	<b>4,679</b>	<b>692</b>	<b>6.8</b>

<sup>16</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

## Trends in Tenure

Housing tenure describes whether a dwelling unit is owner-occupied or renter-occupied. This section shows housing tenure in Urban and Rural Clackamas County and includes data for Clackamas County for comparison.

Trends in Tenure for Urban Unincorporated Clackamas County show:

- Homeownership in Urban Unincorporated Clackamas is slightly less than the County's average. About 63% of Urban Unincorporated households own their own home, compared to 69% in Clackamas County.
- Nearly all Urban Unincorporated Clackamas homeowners (95%) live in single-family detached housing, while a majority of renters (70%) living in multifamily housing.

The implications for the forecast of new housing in Urban Unincorporated Clackamas County are: (1) opportunities for rental housing are limited, given that 70% of renters live in multifamily housing and little multifamily housing was built since the 2008 recession and (2) there may be opportunities to encourage development of a wider variety of single-family housing types, such as cottage housing or townhomes.

Trends in Tenure for Rural Unincorporated Clackamas County show:

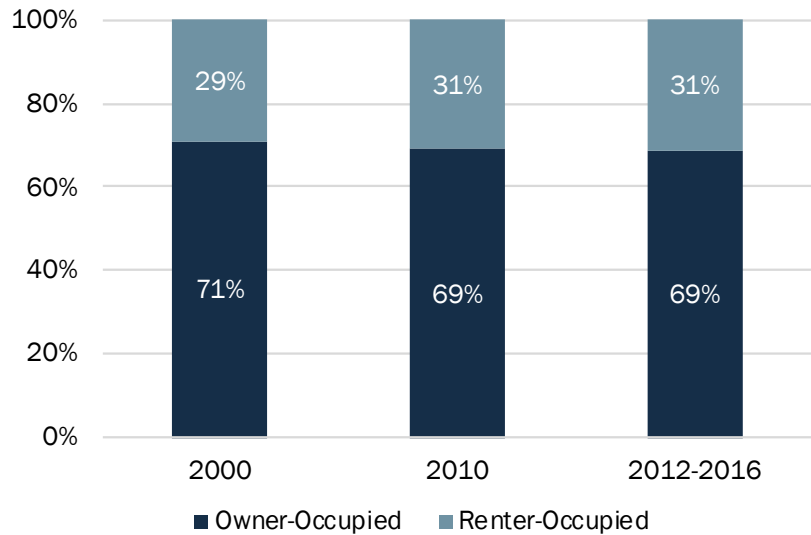
- Homeownership in Rural Unincorporated Clackamas is higher than the County's average. About 85% of Rural Unincorporated Clackamas households own their own home, compared to 69% in Clackamas County.
- Nearly all Rural Unincorporated Clackamas homeowners (99%) and renters (91%) live in single-family detached housing. Few renters (7%) live in multifamily housing.

The implications for the forecast of new housing in Rural Unincorporated Clackamas County is that most housing will continue to be single-family detached housing, given the rural nature, and zoning, of Rural Unincorporated Clackamas County.

The homeownership rate in Clackamas County remained stable at roughly 70% since 2000.

**Exhibit 19. Tenure, Occupied Units, Clackamas County, 2000, 2010, and 2013-2017**

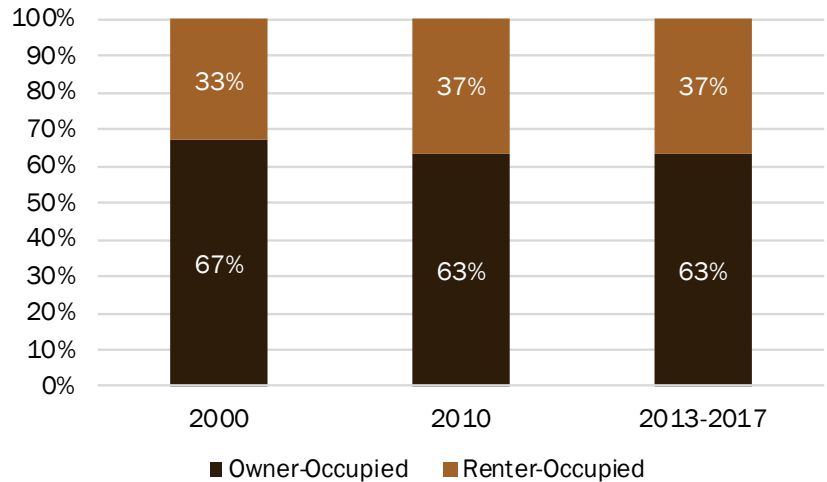
Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2012-2016 ACS Table B24003.



The homeownership rate in Urban Unincorporated Clackamas was 63%, down from 67% in 2000.

**Exhibit 20. Tenure, Occupied Units, Urban Unincorporated Clackamas County, 2000, 2010, and 2013-2017**

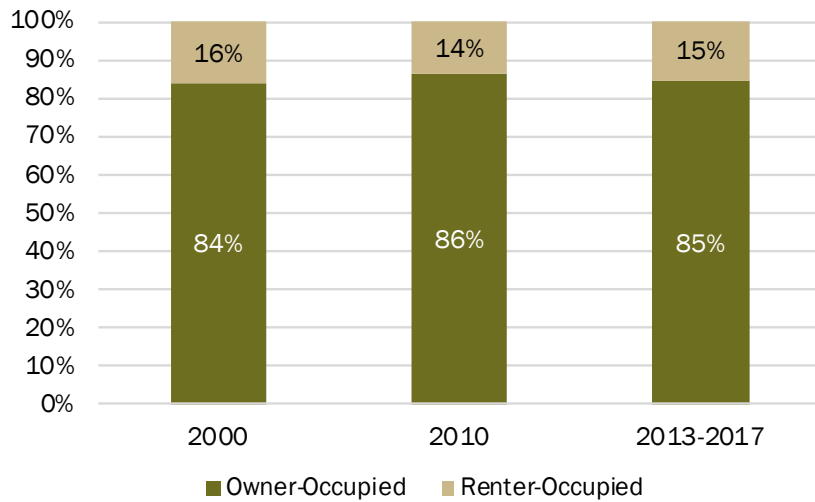
Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2013-2017 ACS Table B24003.



The homeownership rate in Rural Unincorporated Clackamas remained stable at about 85%.

**Exhibit 21. Tenure, Occupied Units, Rural Unincorporated Clackamas County, 2000, 2010, and 2013-2017**

Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2013-2017 ACS Table B24003.

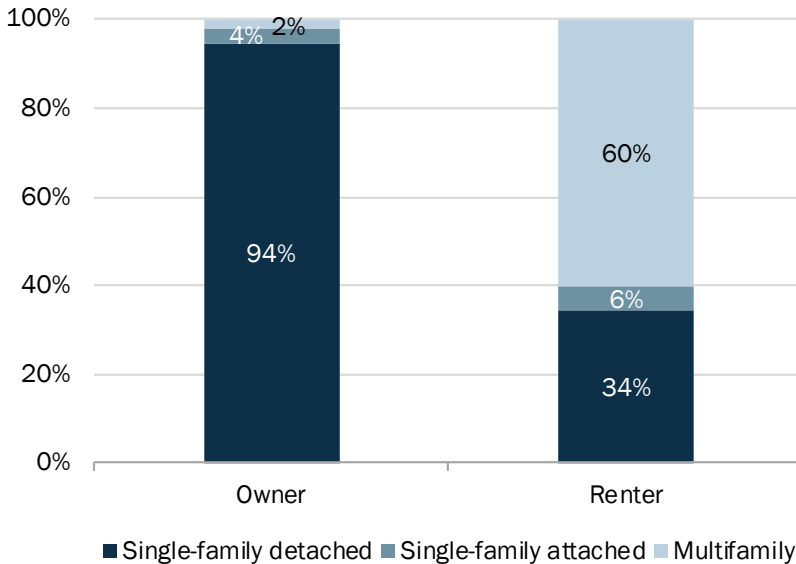


Nearly all homeowners in Clackamas County (94%) lived in single-family detached housing.

In comparison, over half of Clackamas County households that rent lived in multifamily housing and 6% of renters lived in single-family attached units (i.e. townhomes).

**Exhibit 22. Housing Units by Type and Tenure, Clackamas County, 2013-2017**

Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.

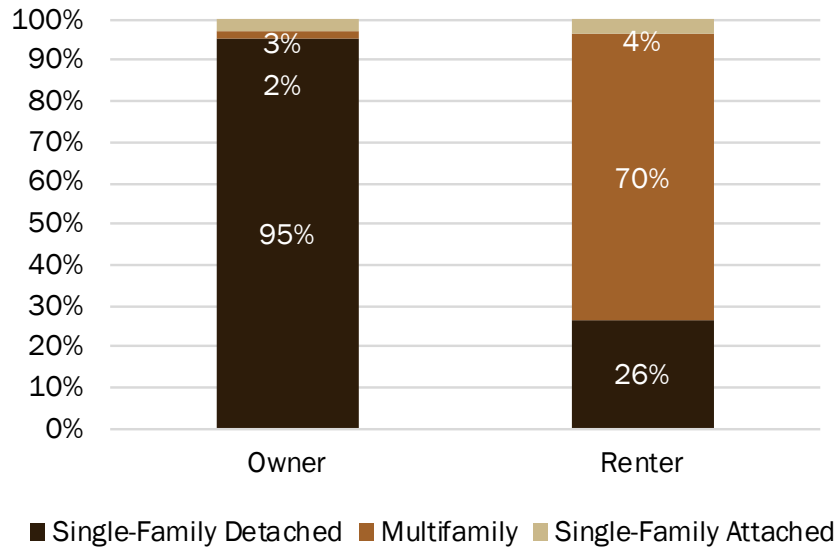




Nearly all homeowners (95%) in Urban Unincorporated Clackamas lived in single-family detached housing. About 70% of renters lived in multifamily housing.

**Exhibit 23. Housing Units by Type and Tenure, Urban Unincorporated Clackamas County, 2013-2017**

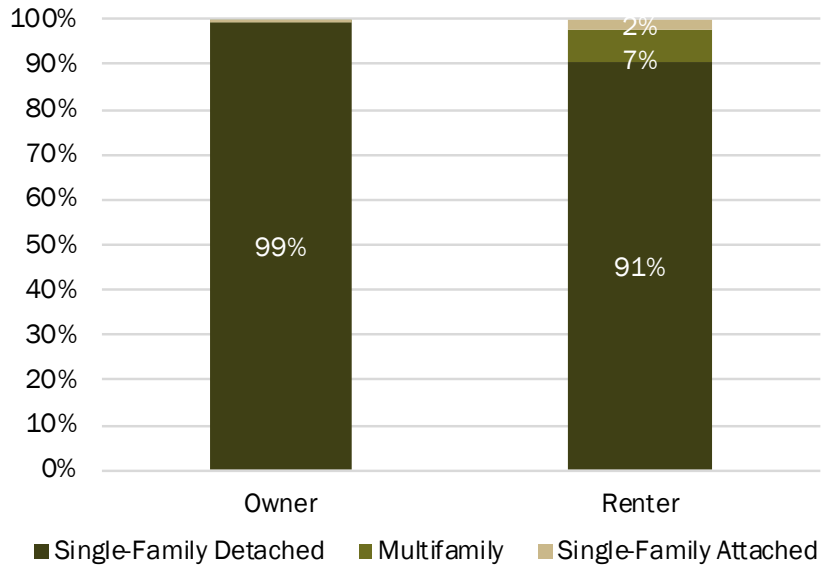
Source: U.S. Census Bureau, 2013-2017 ACS Table B25032.



Nearly all homeowners (99%) and renters (91%) in Rural Unincorporated Clackamas lived in single-family detached housing. Fewer than 1% of homeowners lived in single-family attached or multifamily housing.

**Exhibit 24. Housing Units by Type and Tenure, Rural Unincorporated Clackamas County, 2013-2017**

Source: U.S. Census Bureau, 2013-2017 ACS Table B25032.



# Vacancy Rates

Housing vacancy is a measure of housing that is available to prospective renters and buyers. It is also a measure of unutilized housing stock. The Census defines vacancy as: "Unoccupied housing units... determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. Enumerators are obtained using information from property owners and managers, neighbors, rental agents, and others.

According to the 2013-2017 American Community Survey, the vacancy rate for Urban Unincorporated Clackamas County was 4% and the vacancy rate for Rural Unincorporated Clackamas County was 14%, of that 6% of housing was vacant for rent or sale, with the remainder vacant for seasonal or occasional use. Comparatively, and in that same time, the vacancy rate in Clackamas County was 6.0%, compared to 5.5% for the Portland Region and 9.3% for Oregon.

# Government-Assisted Housing

Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home. There are 118 government-assisted housing developments in Unincorporated Clackamas County:<sup>17</sup>

**About 40% of Clackamas County's government-assisted housing units are in Unincorporated Clackamas County.**

**Exhibit 25. Government-Assisted Housing Units, Unincorporated Clackamas County and Clackamas County, 2018**

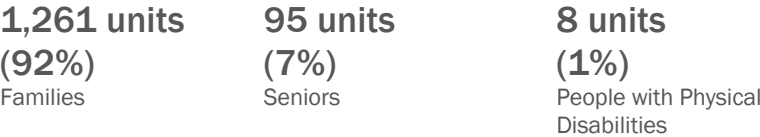
Source: Oregon Department of Housing and Community Services, Affordable Housing Inventory, as of January 2018.



**Most of Unincorporated Clackamas County's available government-assisted housing units serve families.**

**Exhibit 26. Government-Assisted Housing Units by Population Served, Unincorporated Clackamas County, 2018**

Source: Oregon Department of Housing and Community Services, Affordable Housing Inventory, as of January 2018.



<sup>17</sup> Oregon Housing and Community Services. (Jan. 2018). Affordable Housing Inventory in Oregon. Retrieved from: <http://www.oregon.gov/ohcs/Pages/research-multifamily-housing-inventory-data.aspx>.

## Manufactured Homes

Manufactured dwellings provide a source of affordable housing in Clackamas County. They provide a form of homeownership that can be made available to low- and moderate-income households. Cities and counties are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner, rather than the manufactured home owner. The value of the manufactured homes generally does not appreciate in the way a conventional home would, however. Manufactured homes depreciate in market value, similar to the way automobiles depreciate. Manufactured homeowners in parks are also subject to the choices of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to avoid rent increases. For some homeowners, living in a manufactured home in a park is desirable because it provides a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

### **Trends in manufactured homes for Clackamas County show:**

- Clackamas County had 11,543 manufactured dwellings in 2000, and 10,471 manufactured dwellings in the 2013-2017 period, a decrease of 1,072 dwellings. Based on the data about manufactured homes in unincorporated parts of the County (discussed below), it is likely that the decrease in manufactured home occurred within incorporated cities. According to Census data, manufactured dwellings were 6% of Clackamas County's total housing stock in the 2013-2017 period, down from 8% in 2000.
- Clackamas County had 100 manufactured home parks, with 6,150 spaces, as of February of 2019.

### **Trends in manufactured homes for Urban Unincorporated Clackamas County show:**

- Urban Unincorporated Clackamas County had about 2,159 manufactured dwellings in 2000, and about 2,685 manufactured dwellings in the 2013-2017 period, an increase of 526 dwellings. According to Census data, manufactured dwellings were 8% of Urban Unincorporated Clackamas County's total housing stock in the 2013-2017 period, down from 9% in 2000.<sup>18</sup>

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<sup>18</sup> The number of manufactured dwellings in Urban (and Rural) Unincorporated Clackamas County increased, but the percentage of manufactured dwellings (or share) decreased (from 2000 to 2013-2017). This is because other types of dwelling units increased by a larger number in the same time.

- Urban Unincorporated Clackamas County had 46 manufactured home parks, as of December 2018, with 3,355 spaces.

**Trends in manufactured homes for Rural Unincorporated Clackamas County show:**

- Rural Unincorporated Clackamas County had about 4,221 manufactured dwellings in 2000, and about 4,542 manufactured dwellings in the 2013-2017 period, an increase of 321 dwellings. According to Census data, manufactured dwellings were 15% of Rural Unincorporated Clackamas County's total housing stock in the 2013-2017 period, down from 21% in 2000.
- Rural Unincorporated Clackamas County had 27 manufactured home parks, as of December 2018, with 1,176 spaces.

Exhibit 28 and Exhibit 27 present an inventory of manufactured dwellings and manufactured home parks within Clackamas County's unincorporated areas as of December 2018.

Urban Unincorporated Clackamas County had 46 manufactured home parks as of December 2018. Within these parks, there are a total of 3,353 spaces, 147 of which were vacant (4%).

**Exhibit 27. Inventory of Manufactured Home Parks, Urban Unincorporated Clackamas County, December 2018**

Source: Oregon Manufactured Dwelling Park Directory.

Name	Location	Type	Total Spaces	Vacant Spaces	Designation
Altramar I Mobile Home Park - CLA0001	4400 SE Roethe Rd	55+	50	0	MR1
Birch Trees Mobile Village - CLA0007	3401 SE Risley Avenue	Family	28	0	C3
Camry Estates - CLA0010	14356 SE Christopher	Family	14	0	MR1
Clackamas Mobile Home Park - CLA0120	7911 SE Clackamas St	Family	20	0	R5
Clark Park - CLA0020	17520 SE 82nd Dr	Family	17	0	MR1
Coachlight Mobile Manor - CLA0021	7635 SE Johnson Creek Blvd	Family	37	0	LI / MR1
Concord Terrace Mobile Home Park - CLA0022	3500 SE Concord Rd	55+	87	5	MR1
Country Village Estates - CLA0024	14630 South Village Court	Family	499	7	R7
Driftwood Gardens - CLA0027	8039 SE Monterey Ave	Family	41	4	R10
Flamingo Mobile Manor - CLA0035	2710 SE Courtney Rd	55+	49	2	MR1
Forest Park Mobile Village - CLA0037	18830 S Hwy 99E	Family	41	0	FU10 / TBR
Frontier Urban Village - CLA0038	16551 SE 82nd Dr	55+	42	3	C3
Giadanj Estates - CLA0039	10400 SE Cook Ct	Family	185	0	MR1
Glencoe Mobile Home Park - CLA0041	7850 SE Glencoe	Family	16	0	MR1
Golden Rule Mobile Park - CLA0042	17125 SE 82nd Dr	Family	69	0	MR1
Hearthwood Village Mobile Home Park LLC - CLA0045	16211 SE Hearthwood Dr	Family	104	0	R10
Holly Court - CLA0009	3016 SE Holly	Family	10	0	MR1
Holly Tree Mobile Home Park - CLA0049	8951 SE Fuller Rd	Family	57	0	MR1
Indian Bluffs Mobile Home Park - CLA0053	15000 SE 122nd Ave	Family	100	0	R7
Johnson Mobile Estates - CLA0055	8011 SE Posey	Family	277	0	HDR
King Road MHP - CLA0056	7918 SE King Rd	55+	16	0	MR1 / RTL
King Road Park - CLA0057	7858 SE King Rd	55+	12	0	MR1
Lone Acre Mobile Park - CLA0061	8595 SE Fuller Rd	Family	10	0	MR1
Lone Oak Trailer Court - CLA0062	6823 SE Mabel Ave	Family	18	1	R15
Maplecrest Mobile Estates - MLT0057	7800 SE Johnson Creek Blvd	Family	7	0	MR1
McCourt Mobile Terrace LLC - CLA0066	2804 SE Courtney Rd	55+	17	0	MR1
Meadow Village Mobile Home Community - CLA0067	Village Drive & Tolliver	Family	19	0	R10
Nez Perce Mobile Home Park - CLA0072	10550 SE 70th	55+	20	0	MR1
Oak Acres Mobile Home Park - CLA0073	10701 SE Hwy 212 - Office	Family	270	82	MR1
Orchard Lane Mobile Home Park - CLA0075	8525 SE Orchard Lane	Family	104	1	MR1

Exhibit continued on following page.

Name	Location	Type	Total Spaces	Vacant Spaces	Designation
Parkland MobileTerrace LLC - CLA0078	4407 SE Roethe Rd	55+	46	0	MR1
Pillars Mobile RV Park (MHP) - CLA0023	16417 SE McLoughlin Blvd #41	Family	41	0	C3
Ridgewood & Sunrise LLC - CLA0100	15181 SE Lala Drive	Family	76	0	MR1
Riverbend (Clackamas) - CLA0085	13900 SE Highway 212 #7	Family	208	27	MR1
Riverview Manufactured Home Community - CLA0086	15758 SE Hwy 224	Family	133	0	FU10
Royal Terrace - CLA0087	3203 - 3405 SE Vineyard Rd	55+	85	0	MR1 /R10
Scotts View Mobile Home Park - CLA0090	7958 SE Glencoe Rd	Family	44	0	MR1
Shadowbrook - CLA0091	13640 SE Hwy 212	55+	156	1	IC / MR1
Silverleaf Homes LLC - CLA0092	3200 SE Silverleaf Ln Sp #22	Family	31	0	MR1
Smith's Mobile Estates - CLA0094	13409 SE McLoughlin Blvd	Family	50	2	C3
Steeves Mobile City - CLA0099	2615 SE Courtney Rd	55+	70	12	C3 / MR1
Terri Lynne MHP - CLA0102	7455 SE King Rd	55+	61	0	MR1
Westview Manor Mobile Park - CLA0111	4424 SE Roethe Rd	55+	50	0	MR1
Woodland Way Mobile Home Park - CLA0113	14300 SE Woodland Way	Family	9	-	R7
Wunder Mobile Park - CLA0114	19000 SE Bornstedt Rd	Family	33	0	RRFF5
Zeida s Mobile Home Court - CLA0115	6112 SE Clatsop St	Family	26	0	R7
<b>Total</b>			<b>3,355</b>	<b>4</b>	

Rural Unincorporated Clackamas County had 27 manufactured home parks as of December 2018. Within these parks, there are a total of 1,176 spaces, 73 of which were vacant (6%).

**Exhibit 28. Inventory of Manufactured Home Parks, Rural Unincorporated Clackamas County, December 2018**

Source: Oregon Manufactured Dwelling Park Directory.

Name	Location	Type	Total Spaces	Vacant Spaces	Designation
Aching Acres - CLA0117	24093 S Newkirchner Rd	Family	4	0	AGF / RFFF5
Ault Acres MHP - CLA0003	30838 SE Riverside Way	Family	10	0	RFFF5
Barlow Trail Estates - CLA0004	35440 SE Hwy 211	Family	62	0	EFU
Big Foot Mobile Home Court - CLA0005	47000 SE Hwy 26	Family	40	7	RFFF5
Big Valley Woods - CLA0006	32700 SE Leewood Ln - Office	Family	171	7	TBR
Bluff View Mobile Park - CLA0008	24702 S Sparrow Ct	Family	11	0	EFU
Canby Regency - CLA0012	10038 S New Era Rd	Family	118	0	RFFF5
Cedar Glen Estates - CLA0014	25222 E Welches Rd	Family	51	0	MRR
Currinsville Mobile Court - CLA0026	28388 SE Eagle Cr Rd	Family	30	0	RC
Eagle Creek Mobile Estates - CLA0028	41150 SE Kitzmiller Rd	Family	16	0	TBR
Eagle Crest Estates - CLA0029	25800 SE Eagle Creek Rd	Family	84	1	RFFF5
Eagle View Drive Mobile Home Park LLC - CLA0030	30403 SE Eagleview Dr	Family	10	0	RFFF5
Edmonds Mobile Home Park - CLA0031	35070 SE Compton Rd	Family	8	1	EFU
Excalibur Village - CLA0034	23421 S Hwy 213	Family	85	5	RFFF5
Forest Glen Park, LLC - CLA0046	25285 S Beaver Creek Rd	Family	7	0	TBR
Highland View Mobile Park - CLA0047	18552 S Nora Lane	Family	65	51	TBR
Hilltop Mobile Home Park LLC - CLA0048	29200 SE Judd Rd	Family	13	-	TBR
Hoodcourse Acres - CLA0052	25297 E Welches Rd	Family	69	0	MRR
MacDonald Highland Estates - CLA0063	44859 SE Hwy 26	Family	5	0	TBR
Maple Lane Estates - Oregon City - CLA0065	15130 S Maple Lane Rd	55+	55	0	RFFF5
Mountain View Mobile Estates - CLA0071	34395 SE Duus Rd	Family	39	0	RFFF5
Orient Drive Mobile Estates, LLC - CLA0077	13025 SE Orient Drive	55+	51	0	EFU / RFFF5
Pioneer Mobile Home Park LLC - Boring - CLA0080	10625 SE 362nd Ave	Family	101	0	RFFF5
Spartree Mobile Home Park - CLA0096	26052 SE Eagle Creek Rd	Family	15	-	RC
Spring Hill - CLA0098	22003 SE Howlett Rd	Family	7	0	RFFF5
Totem Village Mobile Park - CLA0105	36451 S Sawtell Rd	Family	34	0	AGF
Zig Zag Estates - CLA0116	70100 E Hwy 26 #15	Family	15	1	RTC
<b>Total</b>			<b>1,176</b>	<b>73</b>	



# PLANNING COMMISSION

## WEDNESDAY, SEPTEMBER 11, 2019

### III. INFORMATIONAL

B. City Council Action Minutes (Aug. 5 & 19, 2019)



City Council Meeting Action Minutes  
August 5, 2019

**City Council members present included:**

Mayor Knapp  
Council President Akervall  
Councilor Stevens  
Councilor Lehan  
Councilor West

Jeanna Troha, Assistant City Manager

Kim Rybold, Senior Planner  
Dan Carlson, Building Official  
Cathy Rodocker, Finance Director  
Mark Ottenad, Public/Government Affairs Director  
Miranda Bateschell, Planning Director  
Zoe Monahan, Assistant to the City Manager  
Delora Kerber, Public Works Director  
Martin Montalvo, Public Works Operations Manager  
Beth Wolf, Senior Systems Analyst  
Bill Evans, Communications & Marketing Manager

**Staff present included:**

Bryan Cosgrove, City Manager  
Barbara Jacobson, City Attorney  
Kimberly Veliz, City Recorder

AGENDA ITEM	ACTIONS
<b>WORK SESSION</b>	
A. Equitable Housing Strategic Plan	Council heard an update on the progress of the Equitable Housing Strategic Plan and were presented with the draft Housing Market Research Report.
B. Declaration of an Emergency – Training and Exercise	Council received a training from staff outlining the procedures to follow should a state of emergency arise.
C. Schedule 95 for LED Street Lights	Staff detailed the plan to install LED lighting in the City’s roadways and neighborhoods.
D. New Community Engagement Website, LetsTalkWilsonville.com	Staff presented on LetsTalkWilsonville.com the City’s new community engagement website.
E. Communications Facility Ground Lease (Clackamas 800 Radio Group)	Council was briefed on Resolution No. 2665, which authorizes the City Manager to enter into a lease agreement with Clackamas 800 Radio Group for the use of City-owned property on Level C Reservoir parcel as a wireless communication facility tower site.
<b>REGULAR MEETING</b>	
<u>Communications</u>	
A. 2019 Legislative Session Report by Senator Kim Thatcher (SD 13) & Senator Alan Olsen (SD 20)	Senators Thatcher and Olsen provided an update from the recently completed Oregon legislative session.

<p><u>Mayor's Business</u> A. Upcoming Meetings</p>	<p>Upcoming meetings were announced by the Mayor as well as the regional meetings he attended on behalf of the City.</p>
<p><u>Consent Agenda</u> A. <b>Resolution No. 2665</b> A Resolution Authorizing The City Manager To Enter Into A Lease Agreement With Clackamas 800 Radio Group For The Use Of City-Owned Property On Level C Reservoir Parcel As A Wireless Communication Facility Tower Site.</p>	<p>The Consent Agenda was approved 4-0.</p>
<p><u>Continuing Business</u> A. <b>Ordinance No. 837</b> – 2<sup>nd</sup> Reading An Ordinance Of The City Of Wilsonville Amending Wilsonville Code Sections 8.010 And 4.179.</p>	<p>Ordinance No. 837 was adopted on second reading by a vote of 4-0.</p>
<p><u>City Manager's Business</u></p>	<p>Wished Councilor Akervall happy birthday.</p>
<p><u>Legal Business</u></p>	<p>Wished Councilor Akervall happy birthday.</p> <p>Furthermore, the City Attorney updated Council on the LUBA appeal on Basalt Creek and the ongoing Subaru case against the City. In addition, mentioned was a litigation case regarding public records law that involves the City of West Linn.</p>
<p><b>ADJOURN</b></p>	<p>8:22 p.m.</p>

City Council Meeting Action Minutes  
August 19, 2019

**City Council members present included:**

Mayor Knapp  
Council President Akervall  
Councilor Lehan  
Councilor West

Kimberly Veliz, City Recorder  
Jeanna Troha, Assistant City Manager  
Chris Neamtzu, Community Develop. Director  
Cathy Rodocker, Finance Director  
Mark Ottenad, Public/Government Affairs Director  
Miranda Bateschell, Planning Director  
Zoe Monahan, Assistant to the City Manager  
Patty Nelson, City Engineer  
Matt Palmer, Civil Engineer

**Staff present included:**

Bryan Cosgrove, City Manager  
Barbara Jacobson, City Attorney

AGENDA ITEM	ACTIONS
<b>WORK SESSION</b>	
A. Construction Contract with Stettler Supply & Construction for the Gesellschaft Well Facility Rehab and Upgrades	Staff gave a brief update on Resolution No. 2769, authorizing the City Manager to execute a construction contract with Stettler Supply & Construction for construction of the Gesellschaft Well Facility rehab and upgrades project.
B. Project 2020 Census	Council heard a presentation on the upcoming 2020 Census.
C. I-5 Monument Sign Retrofit Project	Council provided feedback on the I-5 Monument Sign Retrofit project. Staff will return with more options.
D. City Council Work Plan 2019-21	Council received the 2019-21 Council Work Plan.
<b>REGULAR MEETING</b>	
<u>Communications</u>	Representative Neron provided an update from the recently completed Oregon legislative session.
A. 2019 Legislative Session Update: Representative Courtney Neron Wilsonville (House District 26)	
<u>Mayor's Business</u>	The Mayor announced that he plans to attend the Metro Transportation Task Force on Wednesday, August 21, 2019.
A. Upcoming Meetings	

<p><u>Consent Agenda</u></p> <p>A. <b><u>Resolution No. 2769</u></b>  A Resolution Of The City Of Wilsonville Acting In Its Capacity As The Local Contract Review Board Authorizing The City Manager To Execute A Construction Contract With Stettler Supply &amp; Construction For Construction Of The Gesellschaft Well Facility Rehab And Upgrades Project.</p> <p>B. Minutes of the December 3, 2018; December 17, 2018; January 7, 2019, March 4, 2019 and March 18, 2019 Council Meetings.</p>	<p>The Consent Agenda was approved 4-0.</p>
<p><u>New Business</u></p> <p>A. Council Candidate Interviews</p>	<p>Council interviewed candidates for the open vacancy.</p>
<p><u>City Manager's Business</u></p>	<p>No report.</p>
<p><u>Legal Business</u></p>	<p>No report.</p>
<p><b>ADJOURN</b></p>	<p>9:27 p.m.</p>



# PLANNING COMMISSION

## WEDNESDAY, SEPTEMBER 11, 2019

### III. INFORMATIONAL

C. 2019 Planning Commission Work Program

# 2019 WORK PROGRAM Planning Commission

updated: 9/4/2019

DATE	AGENDA ITEMS		
	Informational	Work Sessions	Public Hearings
Jan. 9, 2019		Town Center Plan	
Feb. 13, 2019	Small Wireless Facilities		Basalt Creek Comprehensive Plan & TSP Amendments Citywide Signage & Wayfinding
March 13	<b>Committee For Citizen Involvement (CCI)</b> Town Center Plan Showcase 5:00 - 6:00 pm		
Mar. 13, 2019			Town Center Plan
April 10, 2019	Housing Report	Residential Code Revision Project	
May 8, 2019	<b>Meeting Cancelled</b>		
June 12, 2019		Equitable Housing Strategic Plan	
July 10, 2019		Residential Code Modernization Project (Density and Lot Size)	
Aug. 14, 2019		Online Engagement Tool Residential Code Modernization Project (Open Space Standards)	
Sept. 11, 2019	Clackamas County Housing Needs Analysis	Equitable Housing Strategic Plan	
Oct. 9, 2019	French Prairie Bridge update	I-5 Bike / Ped Bridge Residential Code Modernization Project (setbacks, lot coverage, etc)	
Nov. 13, 2019	Urban Forestry Plan		
Dec. 11, 2019		Residential Code Modernization Project Equitable Housing Strategic Plan (tentative)	

## 2019 PROJECTS

## FUTURE PROJECTS

Equitable Housing Strategic Plan  
Residential Code Revision Project  
Town Center Streetscape Plan  
Town Center TSP Updates  
Basalt Creek Comprehensive & TSP Amendments

Urban Forestry Management Plan  
French Prairie Bike/Ped Bridge  
I-5 Bike/Pedestrian Bridge  
Arrowhead Creek Planning Area  
Citywide Signage & Wayfinding

Parking Standards  
Multi-family residential design standards  
Recreation in Industrial Zones  
Town Center Programming Plan  
Mobile Food Vendor Standards