

Appendix C. Economic Development Strategy

The City of Wilsonville is a leading employment center in the southern Portland metro area. Its location along I-5 and concentration of advanced manufacturing, wholesale trade, and construction industries distinguish it from other communities in the region. Employers located in Wilsonville benefit from access to a large, skilled labor force that extends north into the Portland area and south into Oregon's Mid-Valley.

Looking ahead, Wilsonville faces key decisions about how to sustain economic growth and strengthen its role as a regional employment hub. Industrial development in Coffee Creek and Basalt Creek is constrained by small parcels, fragmented land ownership, existing contractor establishments, and limited urban-level infrastructure. At the same time, limited vacant commercial land means most new commercial growth will rely on redevelopment and reuse of existing buildings. This is particularly relevant in Town Center and within established commercial corridors where large vacant buildings present both challenges and opportunities.

These same conditions affect small businesses across the city. Rising rents and limited access to financial and technical resources make it difficult for some to remain competitive and for others to expand. Many are unaware of existing programs or find it challenging to navigate state and regional systems to access them. Across industries, mismatches between available workforce skills and employer needs also remain a persistent concern for businesses of all sizes.

This **Economic Development Strategy (EDS or Strategy)** provides a 10-year roadmap for maintaining and expanding Wilsonville's economic base. It builds on the findings of the Wilsonville Industrial Land Readiness (WILR) project. This work focused on industrial site readiness in Basalt Creek and included the 2025 Economic Opportunities Analysis (EOA), which assessed land capacity, employment trends, and industry strengths. The Strategy also reflects input from local businesses, property owners, developers, and regional economic development partners. It aligns with other key initiatives, such as the Town Center Plan and Tourism Development Strategy, to create a coordinated framework for advancing the City's economic goals.



Desired Outcomes

The Strategy identifies six desired outcomes that define long-term economic success for Wilsonville over the next 10-years:

- ◆ **Basalt Creek and Coffee Creek show considerable momentum**, building out with high-quality, high-value development and are home to employers that provide higher-than-average-wage job opportunities.
- ◆ **Town Center is redeveloping** with active retail, housing, and civic spaces.
- ◆ **Zoning and infrastructure investments balance** the needs of residents and target industries, supporting both community livability and economic growth.
- ◆ **Retail and restaurant offerings are expanded**, including more locally owned and experience-oriented businesses.
- ◆ **Employment opportunities with higher-than-average wages have expanded**, providing more career options for Wilsonville residents.
- ◆ **Wilsonville is recognized regionally** for its advanced industrial employment, quality of life, and high-caliber customer service.

Achieving these outcomes will require coordinated and sustained effort as well as public and private investment.

Summary of Actions

The Strategy organizes implementation work into six focus areas, each with a small set of actions the City can lead, coordinate, or support with partners. Together, the actions address priorities identified through the WILR work and stakeholder engagement, including industrial site readiness, commercial and mixed-use redevelopment, workforce connections, and support for existing and new businesses. Exhibit 70 provides a high-level summary of the actions by focus area. The Timing column indicates whether an action is expected to occur in the near term (1 to 5 years) or the longer term (6 to 10 years). The Resources column indicates whether an action can be advanced with existing staff capacity and funding or will require more staff capacity or a new funding source.



Exhibit 70. Summary of Actions

Focus Areas	Actions	Timing	Resources
Issue #1: Much of Wilsonville’s undeveloped industrial land is not development ready	1.1 Launch a land aggregation and resale program in Coffee Creek	Near-term	Existing
	1.2 Conduct a feasibility study for a Basalt Creek URA	Near-term	Existing
	1.3 Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation	Near-term	Existing
	1.4 Develop a coordinated package of financial and policy tools for overcoming infrastructure barriers	Near-term (design) Longer-term (expand)	May require new funding source
	1.5 Promote Wilsonville’s industrial sites for development	Longer-term	Existing
Issue #2: Limited City funds to support economic development outside Coffee Creek Urban Renewal Area	2.1 Explore a dedicated funding source to support commercial and mixed-use redevelopment	Near-term	Exploration with existing staff
Issue #3: Vacant commercial land is limited	3.1 Explore expansion of allowable non-retail commercial uses in select industrial areas	Near-term	Existing
	3.2 Coordinate with other City departments to deliver on Town Center and tourism priorities	Near-term	Some priorities will require new funding source(s)
	3.3 Catalyze redevelopment of key sites in Town Center	Longer-term	New
Issue #4: Lack of unique retail and dining experiences	4.1 Incentivize local dining and retail in Town Center	Near-term (explore) Longer-term (implement)	New <i>if</i> providing financial incentives
	4.2 Explore the creation of a food cart incubation program in Town Center	Near-term (explore) Longer-term (implement)	New <i>if</i> providing seed funding
	4.3 Explore affordable commercial space models and partnerships	Near-term (explore) Longer-term (implement)	New <i>if</i> subsidizing commercial space
	4.4 Recruit unique restaurants and shops to Town Center	Longer-term	New <i>if</i> providing financial incentives or placemaking investments
Issue #5: Businesses struggle to find qualified workers	5.1 Facilitate workforce connections and support partner initiatives	Near-term	Existing
Issue #6: Perceived limited supports for small businesses	6.1 Strengthen business communication, customer service, and resource connections	Near-term	Existing
	6.2 Provide small business assistance grants for upgrades	Longer-term	New



Organization of the Economic Development Strategy

This strategy is organized as follows:

- ◆ **Framework for Action.** Presents the Strategy’s implementation approach and how the City will advance the actions over time.
 - **Implementation Leadership and Partnerships.** Describes City departments’ roles and the external partners needed to support delivery.
 - **Strategic Focus Areas and Actions.** Describes each focus area, the underlying issue, and the actions identified to address it.
 - **Resource Needs.** Summarizes staffing and funding considerations and identifies which actions can proceed with existing resources versus those requiring new resources.
 - **Sequencing of Actions.** Outlines near-term priorities (1-5 years) and longer-term steps (6–10 years), including actions that start with exploration and scale later.
- ◆ **Detailed Action Sheets.** Provides action-by-action implementation details, including rationale, roles, and implementation steps.



Framework for Action

The Framework for Action translates Wilsonville’s desired economic outcomes into a clear plan for implementation. It defines who will lead the work, what actions the City will take and why, and when those actions will occur. This section presents actions to guide the City in managing growth, strengthening its business environment, and promoting long-term economic resilience.

Implementation Leadership and Partnerships

Implementation of the EDS will be led by the City of Wilsonville’s Economic Development and Planning departments, with support from Engineering, Parks, and other City departments as needed. Close coordination among departments will be essential to align land use, infrastructure, and economic development priorities.

Success will also depend on collaboration with external partners that bring technical expertise, funding, and regional connections. Key partners include:

- ◆ **Business Oregon:** Provides state programs and resources that support infrastructure investment, industrial site development, and business investment and recruitment.
- ◆ **Greater Portland Inc. (GPI):** Supports business recruitment, foreign direct investment (FDI), marketing, and traded-sector growth in the region.
- ◆ **Metro and Washington County:** Supports coordination of infrastructure, transportation, and land-use planning.
- ◆ **Chambers of Commerce:** Provide local business support, networking, and convening to strengthen the business community.
- ◆ **Educational and workforce partners** (Clackamas Community College, Oregon Tech, Oregon Manufacturing Extension Partnership, Clackamas Workforce Partnership, Worksystems): Offers workforce training, industry engagement, and alignment of education programs with employer needs.

Note: These partners represent core collaborators but not the full list of organizations that may support implementation of the EDS actions.



Strategic Focus Areas and Actions

The Strategy focuses on six key focus areas that most influence Wilsonville’s ability to achieve its desired economic outcomes. Each represents a point of leverage where the City can make measurable progress through investment, policy, and partnership.

Each focus area includes a description of the issue, followed by the specific actions identified to address it. Collectively, these actions provide a framework for the City to manage growth, strengthen its business environment, and promote long-term economic resilience.

Note: Several actions are drawn from the Town Center Plan (TCP) and Tourism Development Strategy (TDS). These existing plans include initiatives that directly advance the outcomes and focus areas identified through the WILR and engagement process. Incorporating them here ensures consistency across adopted plans and avoids duplicating existing work. When an action originates in the TCP or TDS, it is noted for reference.

FOCUS AREA 1: MUCH OF WILSONVILLE’S UNDEVELOPED INDUSTRIAL LAND IS NOT DEVELOPMENT READY

Wilsonville has more than 350 acres of vacant industrial land across the city. However, much of this land is not development ready, with the greatest readiness challenges concentrated in Coffee Creek and Basalt Creek. Many of the sites in these areas are unavailable for development of higher-intensity industrial uses because of infrastructure gaps (e.g., lack of sufficient sewer and water capacity), small parcel sizes and fragmented ownership, and existing low-intensity uses that hinder private investment.

Actions

1.1 Launch a land aggregation and resale program in Coffee Creek

Use Urban Renewal funds to acquire parcels from willing sellers in Coffee Creek, consolidate them into marketable sites, and resell them through an RFP process to industrial developers or owner-users. Land may be sold below acquisition cost (at Fair Reuse Value, as defined by ORS 457) to overcome barriers created by land fragmentation and gaps between seller price expectations and buyers’ ability to pay. The price gap would be reimbursed through the Business Oregon Regionally Significant Industrial Site (RSIS) program once job thresholds are met.¹¹⁷ This approach directly reduces land fragmentation and creates larger, development-ready industrial parcels.

¹¹⁷ The RSIS program, administered by Business Oregon, helps local governments prepare large industrial sites for traded-sector employers. The program reimburses eligible site-readiness costs, such as land assembly, infrastructure, and environmental mitigation. Local governments fund the initial



City role: Use Urban Renewal funds to acquire and consolidate parcels, manage resale through an RFP and Disposition & Development Agreement (DDA), and pursue RSIS reimbursement for eligible costs once job performance criteria are met.

1.2 Conduct a feasibility study for a Basalt Creek Urban Renewal Area (URA)

Evaluate whether expanding the Coffee Creek URA to include Basalt Creek, or establishing a new URA for Basalt Creek, could generate sufficient tax increment to fund needed infrastructure and site readiness. The study will assess the potential to fund roads, utilities, and other urban infrastructure, as well as opportunities to support land aggregation. It will provide City Council with options and recommendations. This action directly addresses the lack of infrastructure and fragmented sites that currently limit development in Basalt Creek.

City role: Lead the feasibility study, engage with affected taxing districts, and prepare City Council for a decision on whether to expand the Coffee Creek URA or establish a new URA for Basalt Creek

1.3 Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation

Coordinate with Washington County to review development applications in the Basalt Creek area and advocate for uses that align with the Basalt Creek Concept Plan (BCCP) and the City’s long-term industrial goals. Although Washington County maintains permitting authority until annexation, the City should be closely involved in pre-application meetings and development review to encourage land use decisions that support the BCCP. As an alternative approach, the City could work with Washington County to update the Urban Planning Area Agreement (UPAA) to transfer planning authority for Basalt Creek to the City, which would help ensure development approved under Washington County zoning includes required off-site improvements.

If properties are annexed, require new uses and development to comply with the City’s Development Code and support the area’s intended industrial character. For properties that remain under Washington County jurisdiction, prioritize clear communication with owners and transition planning. Encourage interim site and design improvements that fit the surrounding urban industrial context until such time that annexation and development occur.

City role: Coordinate with Washington County on development review in Basalt Creek, communicate expectations for BCCP-consistent development, lead any discussions about

improvements and receive reimbursement after the site meets job and wage thresholds based on new employment created.



updating the UPAA, and, after annexation, manage City Development Code compliance and provide guidance to property owners on needed changes.

1.4 Develop a coordinated package of financial and policy tools for overcoming infrastructure barriers

Identify, evaluate, and refine a coordinated package of financial and policy tools that reduce high infrastructure costs and support industrial land development in Wilsonville. The work will clarify funding mechanisms, incentives, and partnerships that can help offset or share upfront costs of site readiness and infrastructure delivery, and package them in a way that is predictable and easy for staff and developers to use. The package could include:

- ◆ New funding mechanisms, such as Local Improvement Districts (LIDs) or latecomer agreements.
- ◆ Promotion and potential refinements to the Wilsonville Investment Now (WIN) program to better support site readiness in areas outside Coffee Creek.
- ◆ Public cost-sharing and site preparation support, including development agreements that share infrastructure or site preparation costs on strategic sites. The RSIS program could reimburse qualifying investments in areas such as Coffee Creek, Basalt Creek, and select sites east of I-5.
- ◆ State and federal funding through Business Oregon, Metro, and federal/state infrastructure programs to reduce the local funding burden.
- ◆ Regional collaboration and advocacy to align Wilsonville’s needs with broader regional industrial land readiness goals and increase visibility of local infrastructure challenges in state funding discussions.

City role: Evaluate and, where appropriate, implement new funding tools, pursue state and federal grants to offset infrastructure costs, coordinate advocacy with regional partners, and maintain a clear summary of available tools for use in City discussions with property owners and developers.

1.5 Promote Wilsonville’s industrial sites for development

Increase the City’s promotion of Wilsonville’s industrial sites by clearly communicating site readiness status, available incentives (such as the WIN program), tools developed under Action 1.4, and the City’s support for traded-sector employers. Strengthen targeted outreach through regional partnerships and consistent engagement with site selectors, developers, and employers, using tools such as the developer and site selector newsletter with a regular schedule and proactive, site-specific messaging.

City role: Lead marketing of industrial sites through direct communication and outreach, maintain up-to-date information on sites and incentives, and collaborate with Greater



Portland Inc. and Business Oregon to increase the visibility of Wilsonville's opportunities in regional and state recruitment.

FOCUS AREA 2: LIMITED CITY FUNDS TO SUPPORT ECONOMIC DEVELOPMENT OUTSIDE OF COFFEE CREEK URBAN RENEWAL AREA

Wilsonville's capacity to support infrastructure, redevelopment, and business investment is constrained by a limited set of local funding tools. The Coffee Creek Urban Renewal Area (URA) provides dedicated resources for site improvements and infrastructure, but other priority areas, including Basalt Creek and Town Center, do not have comparable funding sources. This gap limits the City's ability to provide infrastructure to support the development and/or redevelopment of priority sites, attract employers, and act on other City priorities.

Actions

2.1 Explore a dedicated funding source to support commercial and mixed-use redevelopment *(Refer to Town Center Plan & Tourism Development Strategy)*

Evaluate options for creating a dedicated funding source to support commercial and mixed-use redevelopment, particularly in Town Center and along key commercial corridors. Potential tools include a Town Center Urban Renewal Area (URA), a Business Improvement District (BID), a Local Improvement District (LID), and adjustments to the Transient Lodging Tax (TLT). This action will assess feasibility, tradeoffs, and community support for these options and identify how a funding package could provide sustained resources for infrastructure, amenities, and redevelopment projects that strengthen Wilsonville as a hub for retail, dining, and tourism.

City role: Lead policy design, financial analysis, and public and stakeholder engagement; coordinate with overlapping taxing districts; and, if a tool is adopted, administer the chosen funding mechanism.

1.2. Conduct a feasibility study for a Basalt Creek URA (See Focus Area 1)

1.4. Develop a coordinated set of financial and policy tools for overcoming infrastructure barriers (See Focus Area 1)

FOCUS AREA 3: VACANT COMMERCIAL LAND IS LIMITED

Wilsonville has a limited supply of vacant commercial land to accommodate future growth. The EOA highlighted that redevelopment and policy changes, such as allowing certain commercial uses in select industrial areas, will be essential to meeting future commercial needs. Town Center represents Wilsonville's primary opportunity for new commercial and mixed-use growth. Several large vacant commercial buildings,



including the former Albertsons, Rite Aid, Regal Cinema, and Fry's Electronics, also offer near-term opportunities for reuse.

Actions

3.1 Explore expansion of allowable non-retail commercial uses in select industrial areas

Explore targeted updates to the Wilsonville Development Code to allow a limited range of non-retail commercial uses in carefully selected industrial areas. Potential uses could include commercial recreation (for example, gyms, climbing facilities, or indoor entertainment) and offices or coworking spaces that are not directly tied to an industrial operation but are compatible with industrial activity. This action is explicitly framed as an exploration exercise and will focus on where and how such uses might be appropriate, whether they should be allowed as conditional uses, and what safeguards are needed to protect traded-sector industrial land.

City role: Lead the exploratory analysis and stakeholder conversations, and, if appropriate, manage the Development Code amendment process.

3.2 Coordinate with other City departments to deliver on Town Center and tourism priorities (Refer to Town Center Plan & Tourism Development Strategy)

Work across departments so that Economic Development helps advance key actions from the Town Center Plan and Tourism Development Strategy that align with the desired outcomes identified in this Economic Development Strategy. This includes supporting parking management, shared parking strategies, placemaking, and streetscape or public space improvements that make redevelopment more attractive and feasible.

City role: Coordinate across departments to align Economic Development, Planning, Parks and Recreation, Engineering and Public Works with Town Center and tourism strategies.

3.3 Catalyze redevelopment of key sites in Town Center (Refer to Town Center Plan)

Partner on select priority sites where City support could spark reinvestment and create new commercial space on underutilized land. The City could collaborate with property owners and potential developers to facilitate site readiness, assist with predevelopment analysis, and coordinate infrastructure or amenity improvements needed to attract investment. If a Town Center URA is adopted, URA-funded acquisition and disposition, SDC transfer programs, or predevelopment grants (e.g., feasibility studies, site development analysis) could be used to help catalyze projects.

City Role: Facilitate partnerships with property owners and developers, provide technical and policy support for site redevelopment, and coordinate needed infrastructure and public improvements. Offer regulatory or financial incentives, marketing support, or infrastructure cost-sharing; recruit development partners.



FOCUS AREA 4: LACK OF UNIQUE RETAIL AND DINING EXPERIENCES

Wilsonville has few distinctive, locally owned shops and restaurants that help create a strong sense of place and attract workers and visitors. Most retail centers are anchored by national chains, and smaller experience-oriented businesses face barriers such as high rents, limited appropriately sized spaces, and costly tenant improvements. These challenges make it difficult for locally owned restaurants, shops, and personal service businesses to establish and grow. Expanding opportunities for locally owned and experience-driven businesses, particularly in Town Center, would strengthen Wilsonville's identity and support local entrepreneurs. This work also offers an opportunity to broaden access for business owners from all backgrounds, including those from historically underrepresented communities, by reducing barriers to entry and increasing access to space, visibility, and customers.

Actions

4.1 Incentivize local dining and retail in Town Center *(Refer to Town Center Plan & Tourism Development Strategy)*

Design and implement an incentives program to encourage local and experience-oriented dining and retail businesses to locate in Town Center. Incentives may include tenant improvement grants, limited fee reductions, or lease subsidies designed to attract small, locally owned businesses that contribute to Town Center's identity as a vibrant community destination. These incentives are intended to support businesses and entrepreneurs both in and outside of Wilsonville that are seeking to establish or expand in Town Center. This program will be coordinated with the Town Center Plan and Tourism Development Strategy to ensure alignment.

City role: Design and administer incentive programs, coordinate with property owners and tenants, and monitor outcomes to refine the program over time.

4.2 Explore the creation of a food cart incubation program in Town Center *(Refer to Town Center Plan & Tourism Development Strategy)*

Explore the feasibility of a food cart incubation program in Town Center to support small-scale entrepreneurs, activate underused sites, and test market demand. The concept could draw on Tigard's Launch Pod model, which pairs lower rents with business advising and coaching. Initial rent is low and increases over time. Business advising includes coaching and a defined "graduation" period, after which successful businesses move to other locations. The program would be open to entrepreneurs both in and outside of Wilsonville who are looking for an accessible way to launch or test a concept.



City role: Lead exploration of the concept by identifying potential sites, evaluating feasibility, and defining partner roles. If a viable model and funding source are identified, help secure resources and promote the program.

4.3 Explore affordable commercial space models and partnerships

Evaluate strategies and partnerships to increase the supply of affordable or below-market commercial space for small and locally owned businesses in Town Center and other key commercial areas, and to preserve existing affordable commercial spaces. Potential approaches include City master leasing, where the City leases ground-floor space from a property owner and subleases it to local businesses at reduced rates, and partnerships with developers that reserve a portion of new projects for local tenants. The City could also explore shared incubator spaces or micro-suites that offer low-cost entry points for start-ups. These approaches support small businesses and entrepreneurs operating in Wilsonville, including minority-owned businesses, whether they start here or relocate from elsewhere.

City role: Lead evaluation of options to support affordable commercial space; identify pilot sites and engage property owners.

4.4 Recruit unique restaurants and shops to Town Center (Refer to Town Center Plan & Tourism Development Strategy)

Actively recruit distinctive dining and retail tenants to strengthen Town Center as a destination district. Focus recruitment on concepts that fit the Town Center Plan vision and Tourism Development Strategy, using targeted marketing materials, coordination with property owners and brokers, and direct outreach to operators whose offerings match the desired character and tenant mix. Recruitment could be paired with catalytic redevelopment efforts (Action 3.1) to ensure new businesses locate in highly visible, high-impact sites. Recruitment efforts could include outreach to both existing Wilsonville businesses that may want to expand into Town Center, and businesses from outside the city that offer concepts not currently available in Wilsonville. Recruitment should aim to bring a diversity of business types that broaden the mix of experiences, cuisines, and services available in Town Center.

City role: Market Town Center opportunity sites, lead or support outreach to targeted tenants, and coordinate with property owners, brokers, and tourism partners so recruitment is explicitly aligned with the Town Center Plan and Tourism Development Strategy and connected to City incentive tools.

FOCUS AREA 5: BUSINESSES STRUGGLE TO FIND QUALIFIED WORKERS

Employers in Wilsonville face challenges finding and retaining workers with the skills needed for manufacturing and other key industries. During the EOA engagement



process, employers and regional economic development partners also raised concerns about how artificial intelligence (AI) may affect local jobs and emphasized the importance of upskilling workers to meet evolving job requirements. These issues are particularly challenging for smaller employers that have limited resources to dedicate to in-house training. Stronger coordination between businesses, schools, and workforce partners is needed to align training programs with both current and emerging industry needs.

Actions

5.1 Facilitate workforce connections and support partner initiatives

Take a more active coordinating role in workforce efforts by working with employers, education providers, and workforce organizations so Wilsonville's needs are clearly reflected in regional programs and funding decisions. This means not only connecting partners, but also advocating for training, partnerships, and resources that align with local industry priorities.

City role: Facilitate communication between employers and workforce training partners, support partner-led initiatives that address workforce challenges, and elevate Wilsonville's workforce needs with state and regional agencies.

FOCUS AREA 6: PERCEIVED LIMITED SUPPORT FOR SMALL BUSINESSES

During the EOA engagement process, business owners and economic development partners identified several key challenges: difficulty accessing financing for small businesses, limited awareness of available business support resources, and a shortage of affordable space for startups and growing companies. Participants emphasized that developers and business owners value a proactive, service-oriented approach from the City that helps them navigate permitting and regulatory processes, connect with funding or technical assistance, and work collaboratively with staff to find solutions. This work is intended to support the needs of existing Wilsonville businesses as well as new businesses evaluating locations in the city. As part of this work, the City can use inclusive outreach strategies that ensure small businesses and entrepreneurs from a wide range of backgrounds are aware of available resources and able to access support.

Actions

6.1 Strengthen business communication, customer service, and resource connections

Continue and strengthen the City's direct engagement with local businesses by expanding outreach, improving communication, and addressing barriers identified by businesses. By coordinating across departments and maintaining regular contact with



both industrial and commercial businesses, the City can identify challenges early, connect businesses to assistance, and make City processes easier to navigate.

City role: Proactively engage businesses, identify barriers early, provide clear permitting guidance, and connect businesses to resources.

6.2 Provide small business assistance grants for upgrades

Offer small business grants to help industrial and commercial businesses make key investments that support long-term viability. Eligible activities could include energy efficiency and building systems upgrades, technology adoption, tenant improvements and façade enhancements, and technology or equipment investments tied to productivity and job retention. The grants could prioritize small businesses with limited access to capital and those in areas experiencing or anticipating redevelopment such as Town Center.

City role: Design and administer the grant offerings and use outreach from Action 6.1 to build a pipeline of businesses that could benefit.

Resource Needs

The resource needs to implement each action will depend on Council priorities and the desired level of effort. Maintaining current programs may be possible within existing capacity, while expanded outreach, new incentives, or redevelopment programs will require additional funding or staff support. Some actions, such as creating new funding tools or expanding urban renewal areas, are foundational steps that enable broader implementation.

Exhibit 71 summarizes the actions, organized by focus area, and indicates whether they can be advanced with existing staff and funding or will require additional resources.

Exhibit 71. Summary of Focus Areas, Supporting Actions, and Resource Needs

Focus Areas	Actions		Existing or New Resources
Issue #1: Much of Wilsonville’s undeveloped industrial land is not development ready	1.1	Launch a land aggregation and resale program in Coffee Creek	Existing
	1.2	Conduct a feasibility study for a Basalt Creek URA	Existing
	1.3	Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation	Existing



	1.4	Develop a coordinated set of financial and policy tools for overcoming infrastructure barriers	Exploration with existing staff; <i>may</i> require establishing new funding source(s)
	1.5	Promote Wilsonville’s industrial sites for development	Existing
Issue #2: Limited City funds to support economic development outside Coffee Creek Urban Renewal Area	2.1	Explore a dedicated funding source to support commercial and mixed-use redevelopment (TCP/TDS)	Exploration with existing staff
		Conduct a feasibility study for a Basalt Creek URA (see 1.2)	
		Create a package of incentives for overcoming infrastructure barriers (see 1.4)	
Issue #3: Vacant commercial land is limited	3.1	Explore expansion of allowable non-retail commercial uses in select industrial areas	Existing
	3.2	Coordinate with other City departments to deliver on Town Center and tourism priorities (TCP/TDS)	<i>Some</i> priorities will require new funding source(s)
	3.3	Catalyze redevelopment of key sites in Town Center (TCP)	Requires new funding source
Issue #4: Lack of unique retail and dining experiences	4.1	Incentivize local dining and retail in Town Center (TCP/ TDS)	New funding source needed <i>if</i> providing financial incentives
	4.2	Explore the creation of a food cart incubation program in Town Center (TCP/ TDS)	New funding source needed <i>if</i> providing seed funding
	4.3	Explore affordable commercial space models and partnerships	New funding source needed <i>if</i> subsidizing commercial space
	4.4	Recruit unique restaurants and shops to Town Center (TCP/ TDS)	New funding source needed <i>if</i> providing financial incentives or placemaking investments
Issue #5: Businesses struggle to find qualified workers	5.1	Facilitate workforce connections and support partner initiatives	Existing
Issue #6: Perceived limited supports for small businesses	6.1	Strengthen business communication, customer service, and resource connections	Existing
	6.2	Provide small business assistance grants for upgrades	Requires new funding source



Sequencing of Actions

Implementation of the actions will advance in stages based on available resources, partnerships, and logical sequencing rather than fixed timelines. Some actions can begin immediately using existing capacity, while others depend on funding, feasibility studies, or enabling steps.

Dependencies between actions are a key feature of this strategy. For example:

- ◆ Developing a **dedicated funding source (2.1)** could enable future redevelopment incentives, retail activation, and small-business grants.
- ◆ Completing the **Basalt Creek URA study (1.2)** and launching the **land aggregation program (1.1)** lays the groundwork for infrastructure development and the marketing of industrial land.
- ◆ Launching **retail incentive** and **activation programs (4.1, 4.2, 4.3)** can start small with current tools and scale once funding is secured.
- ◆ **Business outreach (6.1)** and **Town Center coordination (3.2)** can proceed now and shape later investment decisions.

The City Council's direction on which actions to elevate (such as prioritizing industrial readiness or small-business support) will guide how staff allocate resources through work plans and budgets.

Exhibit 72 separates actions by near-term priorities, which can be initiated with existing resources, and longer-term priorities that depend on new funding or enabling actions.



Exhibit 72. Sequencing and Dependencies

Focus Area	Near-Term Priorities (Years 1 to 5)	Longer-Term Priorities (Years 6 to 10)
Focus Area 1: Much of Wilsonville’s undeveloped industrial land is not development ready	1.1 Launch land aggregation and resale program in Coffee Creek 1.2 Conduct feasibility study for a Basalt Creek URA 1.3 Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation 1.4 Evaluate and design a coordinated set of financial and polity tools for overcoming infrastructure barriers	1.4 Expand the financial tools for overcoming infrastructure barriers if new funding mechanisms are pursued 1.5 Promote Wilsonville’s industrial sites for development once incentive package and funding tools are in place
Focus Area 2: Limited City funds to support economic development outside Coffee Creek Urban Renewal Area	2.1 Explore a dedicated funding source to support commercial and mixed-use redevelopment	—
Focus Area 3: Vacant commercial land is limited	3.1 Explore expansion of allowable non-retail commercial uses in select industrial areas 3.2 Coordinate with other City departments to deliver on Town Center and tourism priorities	3.3 Catalyze redevelopment of key Town Center sites once funding and partnerships are secured (such as through funding from 2.1)
Focus Area 4: Lack of unique retail and dining experiences	4.1 Pursue targeted incentives for local dining and retail in Town Center within existing resources 4.2 Explore creation of a food cart incubation program (may begin with low-cost site prep or partnerships) 4.3 Explore affordable commercial space models and partnerships	4.1 Expand incentives for local dining and retail in Town Center, supported by new funding source from 2.1 4.2 and 4.3 Implement full programs once additional funding or partnerships are in place 4.4 Recruit unique restaurants and shops, supported by new funding source from 2.1
Focus Area 5: Businesses struggle to find qualified workers	5.1 Facilitate workforce connections and support partner initiatives	—
Focus Area 6: Perceived limited supports for small businesses	6.1 Strengthen business communication, customer service, and resource connections	6.2 Provide small business assistance grants, enabled by new funding sources such as from 2.1 or 1.2



Detailed Action Sheets

This section includes detailed action sheets for each of the actions laid out in the previous section. These sheets consolidate information on rationale, timeline, City and partner roles, resource considerations and implementation steps. These action sheets are intended to serve as working tools for City staff to guide annual work programs and inform interdepartmental coordination.



1.1 Launch a land aggregation and resale program in Coffee Creek

Description	Timeline
<p>Use Urban Renewal funds to acquire parcels from willing sellers in Coffee Creek, consolidate them into marketable sites, and resell them through an RFP process to industrial developers or owner-users. Land may be sold below acquisition cost (at Fair Reuse Value, as defined by ORS 457) to overcome barriers created by land fragmentation and gaps between seller price expectations and buyers’ ability to pay. The price gap would be reimbursed through the Business Oregon Regionally Significant Industrial Site (RSIS) program once job thresholds are met.¹¹⁸</p>	<p>Near-term</p>

Rationale

Industrial redevelopment in Coffee Creek has been slowed by three related challenges:

- **Parcelization.** Many small, irregularly shaped lots are held by different owners, which makes it difficult to assemble sites large enough for modern industrial buildings, truck circulation, and required buffering.
- **Contractor Establishments.** Many properties are in contractor establishment uses (sites cleared of vegetation and used as outdoor laydown yards for heavy equipment, materials, and other storage) that provide strong returns with minimal management but do not align with the long-term vision for the area.
- **Land Value Discrepancies.** There is also a gap between what current owners expect for their land, often based on income-producing value, and what industrial developers can afford to pay based on project economics.

A City-led aggregation and resale effort addresses these constraints by assembling and repositioning land so that industrial projects can move forward. Similar models in Hillsboro and at the Port of Portland have successfully attracted traded-sector employers, grown the tax base, and leveraged public infrastructure investments.

<p>City Role</p>	<p>Use Urban Renewal funds to acquire and consolidate parcels, manage resale through an RFP and Disposition & Development Agreement (DDA), and pursue RSIS reimbursement for eligible costs once job performance criteria are met.</p> <p>Department Lead(s): Economic Development (lead); City Attorney’s Office (support)</p>
<p>Partners</p>	<p>Business Oregon; Coffee Creek property owners; industrial brokers; industrial developers and owner-users</p>
<p>Funding/Resource Considerations</p>	<p>Urban Renewal funds will cover initial acquisition and holding costs. RSIS reimbursement can offset the gap between acquisition and resale prices, and</p>

¹¹⁸ The RSIS program, administered by Business Oregon, helps local governments prepare large industrial sites for traded-sector employers. The program reimburses eligible site-readiness costs, such as land assembly, infrastructure, and environmental mitigation. Local governments fund the initial improvements and receive reimbursement after the site meets job and wage thresholds based on new employment created.



1.1 Launch a land aggregation and resale program in Coffee Creek

	<p>other eligible costs, once employment thresholds and program requirements are met.</p>
<p>Implementation Steps</p>	<ul style="list-style-type: none"> • Request and finalize an amendment to the City’s RSIS agreement to make land assembly a reimbursable cost. • Draft and adopt an amendment to the Coffee Creek Urban Renewal Plan to add property acquisition and aggregation as eligible projects. • Conduct outreach with brokers and property owners to identify willing sellers and potential assemblies; use mapping and engagement to identify parcels of desirable size and configuration, such as several adjacent parcels. • Option or acquire land using URA funds, with City Council approval. • Issue an RFP and enter into a DDA with a qualified developer, including development standards and use requirements that align with the Coffee Creek Master Plan. • Seek RSIS reimbursement for eligible costs once job thresholds and other program criteria are met.



1.2 Conduct a feasibility study for a Basalt Creek Urban Renewal Area (URA)	
Description	Timeline
Evaluate whether expanding the Coffee Creek URA to include Basalt Creek, or establishing a new URA for Basalt Creek, could generate sufficient tax increment to fund needed infrastructure and site readiness. The study will assess the potential to fund roads, utilities, and other urban infrastructure, as well as opportunities to support land aggregation. It will provide City Council with options and recommendations.	Near-term
Rationale	
<p>Baseline financial analysis provided by Tiberius Solutions indicates that system development charge (SDC) revenues in Basalt Creek are unlikely to cover the full cost of required infrastructure improvements to support industrial development, particularly in the early years, and in certain SDC categories. Without an additional funding tool, the area may remain partially served and less attractive for large-scale industrial development. A URA feasibility study will clarify whether tax increment financing can help close these gaps and, if so, whether that is best achieved by expanding the Coffee Creek URA or by creating a new URA tailored to Basalt Creek.</p>	
City Role	<p>Lead the feasibility study, engage with affected taxing districts, and prepare City Council for a decision on whether to expand the Coffee Creek URA or establish a new URA for Basalt Creek</p> <p>Department Lead(s): Economic Development (lead); Finance (support)</p>
Partners	Overlapping taxing districts; Urban Renewal Task Force
Funding/Resource Considerations	City General Fund or other one-time funds are needed to cover study costs. If the study supports creation or expansion of a URA, tax increment financing could provide long-term resources to support infrastructure and site readiness in Basalt Creek.
Implementation Steps	<ul style="list-style-type: none"> • Confirm and document infrastructure funding gaps based on the financial analysis completed by Tiberius Solutions. • Define and test potential URA boundary options, including expansion of the Coffee Creek URA and a standalone Basalt Creek URA. • Prepare revenue projections and assess tax increment potential for each option, including estimated funding capacity for infrastructure and land assembly. • Engage overlapping taxing districts to review findings, evaluate impacts, and identify preferred approach. • Prepare a draft feasibility report summarizing options, tradeoffs, and recommended next steps, and present it to City Council for direction. • If Council determines that a URA is viable, proceed to an advisory vote (if Council so directs) to URA plan development and adoption in coordination with taxing districts. • Engage the Urban Renewal Task Force throughout the steps noted above.



1.3 Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation

Description	Timeline
<p>Coordinate with Washington County to review development applications in the Basalt Creek area and advocate for uses that align with the Basalt Creek Concept Plan (BCCP) and the City’s long-term industrial goals. Although Washington County maintains permitting authority until annexation, the City should be closely involved in pre-application meetings and development review to encourage land use decisions that support the BCCP. As an alternative approach, the City could work with Washington County to update the Urban Planning Area Agreement (UPAA) to transfer planning authority for Basalt Creek to the City, which would help ensure development approved under Washington County zoning includes required off-site improvements.</p> <p>If properties are annexed, require new uses and development to comply with the City’s Development Code and support the area’s intended industrial character. For properties that remain under Washington County jurisdiction, prioritize clear communication with owners and transition planning. Encourage interim site and design improvements that fit the surrounding urban industrial context until such time that annexation and development occur.</p>	<p>Near-term</p>

Rationale

Contractor establishments provide stable jobs, but many occupy parcels intended for higher-intensity industrial development under the BCCP. If new or expanded uses are approved without close coordination, it becomes harder to transition these sites to the long-term industrial vision and may increase pressure to expand the urban growth boundary in the future. Proactively working with Washington County during the application process and clearly communicating expectations before annexation will help ensure that new investment is consistent with the BCCP and make the transition into the City smoother for businesses and property owners.

<p>City Role</p>	<p>Coordinate with Washington County on development review in Basalt Creek, communicate expectations for BCCP-consistent development, lead any discussions about updating the UPAA, and, after annexation, manage City Development Code compliance and provide guidance to property owners on needed changes.</p> <p>Department Lead(s): Planning</p>
<p>Partners</p>	<p>Washington County; Basalt Creek property owners; developers; business tenants</p>
<p>Funding/Resource Considerations</p>	<p>Staff time will be required to coordinate with the County, review applications, and manage compliance after annexation. No new funding source is required at this time.</p>



1.3 Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation

Implementation Steps

- Continue to review and provide comments on all development proposals if processed by Washington County, within the Basalt Creek planning area, and participate in pre-application meetings where possible.
- Evaluate whether updating the UPAA to transfer planning authority for Basalt Creek to the City is feasible and mutually beneficial; initiate discussions with Washington County if appropriate. (example: Troutdale has an Intergovernmental Agreement with Multnomah County that transfers planning authority to the City for areas within its UGB).
- Regularly communicate the BCCP vision and City expectations for future industrial development with County staff and property owners.
- Prior to annexation, communicate annexation and development standards to property owners and business tenants.
- Conduct code compliance reviews and provide technical guidance to property owners on required site or building changes.



1.4 Develop a coordinated package of financial and policy tools for overcoming infrastructure barriers

Description	Timeline
<p>Identify, evaluate, and refine a coordinated package of financial and policy tools that reduce high infrastructure costs and support industrial land development in Wilsonville. The work will clarify funding mechanisms, incentives, and partnerships that can help offset or share upfront costs of site readiness and infrastructure delivery, and package them in a way that is predictable and easy for staff and developers to use.</p>	<p>Near-term</p>
<p>Rationale</p>	
<p>Infrastructure costs remain a barrier to industrial site development and can make otherwise suitable lands financially infeasible to develop. A clear, coordinated package of financial and policy tools will give the City and developers predictable options for addressing financing gaps, improve alignment between public and private investments, and encourage development on industrial sites.</p>	
<p>City Role</p>	<p>Evaluate and, where appropriate, implement new funding tools, pursue state and federal grants to offset infrastructure costs, coordinate advocacy with regional partners, and maintain a clear summary of available tools for use in City discussions with property owners and developers.</p> <p>Department Lead(s): Economic Development (lead); Finance (support)</p>
<p>Partners</p>	<p>Developers; industrial brokers property owners; Metro, Business Oregon, and other state agencies (grant opportunities)</p>
<p>Funding/Resource Considerations</p>	<p>Initial exploration can occur with existing staff. Some tools may require establishing new funding sources or making long-term financial commitments, which will require City Council direction.</p>
<p>Implementation Steps</p>	<ul style="list-style-type: none"> • Explore and evaluate potential tools to address high infrastructure costs that limit development, including: <ul style="list-style-type: none"> ○ New funding mechanisms, such as Local Improvement Districts (LIDs) or latecomer agreements. ○ Promotion and potential refinements to the Wilsonville Investment Now (WIN) program to better support development and redevelopment in areas outside Coffee Creek. ○ Public cost-sharing and site preparation support, including development agreements that share infrastructure or site preparation costs on strategic sites. The RSIS program could reimburse qualifying investments in areas such as Coffee Creek, Basalt Creek, and select sites east of I-5. ○ State and federal funding through Business Oregon, Metro, and federal/state infrastructure programs to reduce the local funding burden.



1.4

Develop a coordinated package of financial and policy tools for overcoming infrastructure barriers

- Regional collaboration and advocacy to align Wilsonville’s needs with broader regional industrial land readiness goals and increase visibility of local infrastructure challenges in state funding discussions.
- Seek City Council direction if implementation of any new tool requires a financial commitment, policy amendment, or adjustment to existing funding programs.
- Compile and document recommended tools into a coordinated package that can be shared internally and with developers, brokers, and property owners to improve awareness of available resources and how they can be used together on specific sites.



1.5 Promote Wilsonville’s industrial sites for development	
Description	Timeline
<p>Increase the City’s promotion of Wilsonville’s industrial sites by clearly communicating site readiness status, available incentives (such as the WIN program), tools developed under Action 1.4, and the City’s support for traded-sector employers. Strengthen targeted outreach through regional partnerships and consistent engagement with site selectors, developers, and employers, using tools such as the developer and site selector newsletter with a regular schedule and proactive, site-specific messaging.</p>	<p>Longer-term: After coordinated package of financial and policy tools is in place</p>
Rationale	
<p>Wilsonville’s strategic location and supply of industrial land position the City to attract traded-sector employers, but these advantages are not always visible in regional marketing and recruitment efforts. A marketing effort that showcases potential development sites, incentives, and readiness can help Wilsonville compete for high-quality projects and increase employment on its industrial lands.</p>	
City Role	<p>Lead marketing of industrial sites through direct communication and outreach, maintain up-to-date information on sites and incentives, and collaborate with Greater Portland Inc. and Business Oregon to increase the visibility of Wilsonville’s opportunities in regional and state recruitment.</p> <p>Department Lead(s): Economic Development</p>
Partners	<p>Greater Portland Inc.; Business Oregon; industrial brokers; developers; site selectors; property owners; traded-sector employers</p>
Funding/Resource Considerations	<p>Primarily staff time for outreach and materials development, supported by existing communications and technology resources. No new funding source is required at this time.</p>
Implementation Steps	<ul style="list-style-type: none"> • Develop and maintain a marketing toolkit and inventory of available industrial sites, including GIS mapping, photos, zoning details, development-readiness, infrastructure, and incentive information for Coffee Creek and Basalt Creek. The toolkit should include ready-to-use materials such as one-page site sheets, maps, and standard talking points for staff and partners. • Strengthen direct outreach by maintaining a regular developer, broker, and site selector newsletter, update real estate and program information on the City’s website, and regularly connect with local brokers, developers, and employers. • Share updated information and promotional materials with Greater Portland Inc. and Business Oregon so Wilsonville’s opportunities are visible in regional and state recruitment efforts. • Track leads, site tours, and responses to evaluate the effectiveness of outreach and adjust messaging and tactics as needed.



2.1 Explore a dedicated funding source to support commercial and mixed-use redevelopment

Description	Timeline
<p>Evaluate options for creating a dedicated funding source to support commercial and mixed-use redevelopment, particularly in Town Center and along key commercial corridors. Potential tools include a Town Center Urban Renewal Area (URA), a Business Improvement District (BID), a Local Improvement District (LID), and adjustments to the Transient Lodging Tax (TLT). This action will assess feasibility, tradeoffs, and community support for these options and identify how a funding package could provide sustained resources for infrastructure, amenities, and redevelopment projects that strengthen Wilsonville as a hub for retail, dining, and tourism.</p>	<p>Near-term</p>
<p>Rationale</p>	
<p>The City has limited discretionary funds for commercial revitalization, which constrains its ability to implement the Town Center Plan and Tourism Development Strategy. Key projects such as streetscape improvements, public space investments, and redevelopment partnerships require a predictable local funding source to be competitive for outside grants and private investment. Establishing one or more dedicated funding tools would allow the City to make more strategic, long-term investments in Town Center and other commercial nodes. Without this, the scope and pace of City support for redevelopment in commercial areas will remain highly constrained and progress on adopted plans will depend on scattered, one-time funding.</p> <p>The need for dedicated funding sources was elevated in the Town Center Plan and Tourism Development Strategy.</p>	
<p>City Role</p>	<p>Lead policy design, financial analysis, and public and stakeholder engagement; coordinate with overlapping taxing districts; and, if a tool is adopted, administer the chosen funding mechanism.</p> <p>Department Lead(s): Economic Development with support from Finance</p>
<p>Partners</p>	<p>Town Center and commercial corridor property owners; business owners and tenants; residents; Chambers of Commerce; tourism partners (e.g., regional destination marketing organizations); overlapping taxing districts</p>
<p>Funding/Resource Considerations</p>	<p>Initial exploration can begin with existing staff time and may require consultant support for financial feasibility, revenue projections, and public process design. If Council adopts a tool such as a URA, BID, LID, or TLT adjustment, it will create an ongoing revenue source for Town Center and commercial corridor projects but will also require sustained staff and legal capacity to administer.</p>
<p>Implementation Steps</p>	<ul style="list-style-type: none"> Evaluate potential funding mechanisms, which could include:



2.1

Explore a dedicated funding source to support commercial and mixed-use redevelopment

- A Town Center URA, which could provide the largest and most flexible funding source for a range of Town Center projects.
- TLT adjustments, which could provide additional resources for amenity and tourism-related investments.
- A BID, which could create a special assessment to fund ongoing services and small-scale improvements in a defined district.
- A LID, which could provide a time-limited assessment to help fund specific infrastructure or streetscape projects.
- Engage property owners, business owners, residents, and overlapping taxing districts to gauge interest, concerns, and feasibility for each option.
- Prepare a comparative financial and policy analysis of preferred options.
- Present findings and a recommended path, which may include a preferred tool or a phased combination of tools, to City Council for direction.
- If directed by Council, initiate the formal process to create the preferred mechanism or mechanisms, such as URA plan development, BID or LID formation, or TLT code changes, including required public hearings and outreach.



3.1 Explore expansion of allowable non-retail commercial uses in select industrial areas

Description	Timeline
<p>Explore targeted updates to the Wilsonville Development Code to allow a limited range of non-retail commercial uses in carefully selected industrial areas. Potential uses could include commercial recreation (for example, gyms, climbing facilities, or indoor entertainment) and offices or coworking spaces that are not directly tied to an industrial operation but are compatible with industrial activity. This action is explicitly framed as an exploration exercise and will focus on where and how such uses might be appropriate, whether they should be allowed as conditional uses, and what safeguards are needed to protect prime industrial land.</p>	<p>Near-term</p>
<p>Rationale</p>	
<p>Wilsonville has a limited supply of vacant commercial land, and the 2025 Economic Opportunities Analysis found that most future commercial growth will depend on redevelopment and reuse rather than new greenfield sites. At the same time, some uses, such as certain commercial recreation or indoor entertainment, are not a good fit for Town Center or neighborhood commercial locations but can function well in certain industrial settings without conflicting with industrial activity. Carefully exploring expanded allowances in select industrial areas can relieve pressure on scarce commercial sites, activate underutilized industrial property, and support a more diverse employment base while preserving industrial competitiveness.</p>	
<p>City Role</p>	<p>Lead the exploratory analysis and stakeholder conversations and, if appropriate, manage the Development Code amendment process Department Lead(s): Planning (lead); Economic Development (support)</p>
<p>Partners</p>	<p>Industrial property owners; developers; businesses</p>
<p>Funding/Resource Considerations</p>	<p>This action can be implemented with existing staff resources.</p>
<p>Implementation Steps</p>	<ul style="list-style-type: none"> • Identify “candidate” areas where additional non-retail uses might be appropriate based on existing and planned industrial uses; access, visibility, and potential for conflicts (traffic, noise, parking); and long-term industrial land readiness goals. • Evaluate whether additional uses should be allowed outright, allowed as conditional uses, or limited to specific sub-areas to preserve core industrial districts. • Conduct stakeholder outreach to test these options, understand potential benefits and concerns, and refine location and approval criteria. • If warranted, draft Development Code amendments and bring them through Planning Commission and City Council for consideration. • Monitor development patterns to ensure that expanded uses complement, rather than displace, industrial employment.



3.2 Coordinate with other City departments to deliver on Town Center and tourism priorities

Description	Timeline
<p>Work across departments so that Economic Development helps advance key actions from the Town Center Plan and Tourism Development Strategy that align with the desired outcomes identified in this Economic Development Strategy. This includes supporting parking management, shared parking strategies, placemaking, and streetscape or public space improvements that make redevelopment more attractive and feasible.</p>	<p>Near-term</p>
<p>Rationale</p>	
<p>The Town Center Plan and Tourism Development Strategy already identify projects and policy changes to support business activity and visitor spending. Whether those benefits are realized will depend on future City decisions about capital investments, street design, public space programming, parking, and signage. More fully integrating Economic Development into these decisions helps ensure that project scoping and prioritization reflect business and property-owner perspectives and that Town Center and tourism investments advance the City’s broader economic development strategy.</p>	
<p>City Role</p>	<p>Coordinate across departments to align Economic Development, Planning, Parks and Recreation, Engineering and Public Works with Town Center and tourism strategies. Department Lead(s): Economic Development as it relates to priorities that overlap with this Strategy</p>
<p>Partners</p>	<p>Refer to Town Center Plan and Tourism Development Strategy</p>
<p>Funding/Resource Considerations</p>	<p><u>Some priorities</u> will require new funding source(s) and/or additional staff capacity. Refer to Town Center Plan and Tourism Development Strategy for actions and funding needs.</p>
<p>Implementation Steps</p>	<p>Refer to Town Center Plan and Tourism Development Strategy</p>



3.3 Catalyze redevelopment of key sites in Town Center

Description	Timeline
<p>Partner on select priority sites where City support could spark reinvestment and create new commercial space on underutilized land. The City could collaborate with property owners and potential developers to facilitate site readiness, assist with predevelopment analysis, and coordinate infrastructure or amenity improvements needed to attract investment. If a Town Center URA is adopted, URA-funded acquisition and disposition, SDC transfer programs, or predevelopment grants (e.g., feasibility studies, site development analysis) could be used to help catalyze projects.</p>	<p>Longer-term: Once funding and partnerships are secured</p>
<p>Rationale</p>	
<p>Town Center provides a strong opportunity for higher-intensity mixed-use and commercial redevelopment, but property owners may face feasibility challenges, high infrastructure costs, or limited capacity to move projects forward. Concentrating effort on a small number of catalyst sites can create momentum, demonstrate visible progress on the Town Center vision, and deliver benefits such as public space, housing, and small-business opportunities. Without a new funding source, the City’s role will remain limited to coordination and light-touch support; with a Town Center URA or similar tool, the City will have more ability to move priority projects forward.</p>	
<p>City Role</p>	<p>Establish and maintain partnerships with property owners and developers, provide technical and policy support for site redevelopment, and coordinate needed infrastructure and public improvements. Offer regulatory or financial incentives, marketing support, or infrastructure cost-sharing; recruit development partners. Department Lead(s): Economic Development and Planning</p>
<p>Partners</p>	<p>Town Center property owners; developers; brokers; Chambers of Commerce; tourism partners; residents and neighborhood representatives</p>
<p>Funding/Resource Considerations</p>	<p>Requires a new funding source to move beyond light-touch predevelopment support. If a Town Center URA or similar tool is adopted through Action 2.1, URA-funded land acquisition and disposition, SDC transfer programs, or predevelopment grants could be used to help advance projects.</p>
<p>Implementation Steps</p>	<ul style="list-style-type: none"> • Identify potential priority catalyst sites for redevelopment consistent with the Town Center Plan. • Engage property owners and potential development partners to assess interest, constraints, and redevelopment potential. • Identify financial and policy tools, including those implemented in Action 2.1, that the City can utilize to support site redevelopment. • Develop site-specific implementation strategies and bring them to City Council for direction, including any proposed public-private partnership structures and funding commitments. See Town Center Plan for ideas. • Apply the Town Center Plan’s business retention and location strategies when advancing catalyst projects to support existing businesses.



4.1 Incentivize local dining and retail in Town Center

Description	Timeline
<p>Design and implement an incentives program to encourage local and experience-oriented dining and retail businesses to locate in Town Center. Incentives may include tenant improvement grants, limited fee reductions, or lease subsidies designed to attract small, locally owned businesses that contribute to Town Center’s identity as a vibrant community destination. These incentives are intended to support businesses and entrepreneurs both in and outside of Wilsonville that are seeking to establish or expand in Town Center. This program will be coordinated with the Town Center Plan and Tourism Development Strategy to ensure alignment.</p>	<p>Near-term: Pursue targeted incentives within existing resources Longer-term: Expand incentives, dependent on new funding</p>

Rationale

Town Center does not have enough unique, locally owned restaurants and shops to draw regular foot traffic or create a strong sense of place. National chains add stability, but small local businesses bring character and reinforce community identity. Because high startup costs and rising rents make it hard for smaller businesses to locate here, the City can use targeted incentives to help close modest feasibility gaps. A clear, predictable incentives program would support tenants that advance Town Center and tourism goals, improve the local business mix, and keep more spending in Wilsonville.

City Role	<p>Design and administer the incentives program, coordinate with property owners and tenants, and monitor outcomes to refine the program over time. Department Lead(s): Economic Development</p>
Partners	<p>Chambers of Commerce; property owners; business owners and tenants; business support organizations, including those serving minority-owned businesses</p>
Funding/Resource Considerations	<p>Program design and limited incentives could move forward with existing resources. Full-scale incentives will depend on creation of a sustainable funding mechanism through Action 2.1.</p>
Implementation Steps	<ul style="list-style-type: none"> • Define program goals and target tenants focusing on locally-owned restaurants and specialty retail that align with Town Center and tourism priorities • Select a small set of tools to support the desired types of business growth and set clear eligibility and evaluation criteria. • Promote the incentives program widely, including outreach to minority-owned businesses and business support organizations as well as existing Wilsonville businesses who may want to locate in Town Center. • Track funded projects and early outcomes, and refine the program based on what works. • As funding tools from Action 2.1 are clarified, decide how to scale and sustain the program and coordinate it with other Town Center investments.



4.2 Explore the creation of a food cart incubation program in Town Center

Description	Timeline
<p>Explore the feasibility of a food cart incubation program in Town Center to support small-scale entrepreneurs, activate underused sites, and test market demand. The concept could draw on Tigard’s Launch Pod model, which pairs lower rents with business advising and coaching. Initial rent is low and increases over time. Business advising includes coaching and a defined "graduation" period, after which successful businesses move to other locations. The program would be open to entrepreneurs both within and outside of Wilsonville who are looking for an accessible way to launch or test a concept.</p>	<p>Near-term: Concept development, site and regulatory analysis Longer-term: Implementation, dependent on funding and capacity</p>
Rationale	
<p>Food carts can lower the cost-of-entry for new food businesses, generate immediate activity, and provide a pathway for restaurants to brick-and-mortar locations. A well-located pod in Town Center could complement existing businesses, support diverse and minority-owned entrepreneurs, and help establish Town Center as a dining destination.</p>	
City Role	<p>Lead exploration of the concept by identifying potential sites, evaluating feasibility, and defining partner roles. If a viable model and funding source are identified, help secure resources and promote the program. Department Lead(s): Economic Development</p>
Partners	<p>Property owners of strategic, underutilized sites; Chambers of Commerce; Small Business Development Center and other business support providers; lenders and potential grant funders; food entrepreneurs.</p>
Funding/Resource Considerations	<p>Staff can complete planning and coordination with existing resources. Any direct City investment in site improvements, food carts, or business services would require a dedicated funding source (e.g., URA funds or grants).</p>
Implementation Steps	<ul style="list-style-type: none"> • Review Tigard’s Launch Pod and similar food-business accelerator models to identify key elements that could work in Wilsonville (cohort size, rent structure, term length, coaching model, equity goals). • Identify one or more candidate sites in Town Center focusing on visibility, access, utilities, and consistency with the Town Center Plan and Tourism Development Strategy. • Assess zoning and other requirements for a pod and determine whether any code updates or clarifications are needed. • Engage property owners, business support partners and entrepreneurs to gauge interest. • Outline a preferred concept including target entrepreneurs, rent and “graduation” structure, expected costs, and basic partner roles. • Identify potential funding pathways and partner contributions and, if feasibility looks promising, prepare a concept package for City Council.



4.3 Explore affordable commercial space models and partnerships

Description	Timeline
<p>Evaluate strategies and partnerships to increase the supply of affordable or below-market commercial space for small and locally owned businesses in Town Center and other key commercial areas, and to preserve existing affordable commercial spaces. Potential approaches include City master leasing, where the City leases ground-floor space from a property owner and subleases it to local businesses at reduced rates, and partnerships with developers that reserve a portion of new projects for local tenants. The City could also explore shared incubator spaces or micro-suites that offer low-cost entry points for start-ups. These approaches support small businesses and entrepreneurs operating in Wilsonville, including minority-owned businesses, whether they start here or relocate from elsewhere.</p>	<p>Near term: Concept development and partnership discussions Longer term: Implementation as funding and opportunities arise</p>

Rationale

High rents and limited availability of small, flexible commercial spaces create barriers for small, local, and startup businesses. Increasing access to more affordable space would support entrepreneurship, strengthen the local retail and dining scene, and reinforce Town Center’s role as a vibrant, experience-driven destination. This strategy aligns with the Town Center Plan’s and Tourism Development Strategy’s goals to increase local business diversity and help retain businesses that contribute to Wilsonville’s identity and economy.

<p>City Role</p>	<p>Lead evaluation of options to support affordable commercial space; identify pilot sites and engage property owners. Department Lead(s): Economic Development</p>
<p>Partners</p>	<p>Property owners and developers; business support organizations; lenders and potential grant funders; prospective small businesses and entrepreneurs</p>
<p>Funding/Resource Considerations</p>	<p>Initial exploration and partner outreach can occur with existing staff resources. Implementing a pilot that includes rent subsidies, buildout support, or master leasing will require a new funding source and could be coordinated with tools developed under Action 2.1.</p>
<p>Implementation Steps</p>	<ul style="list-style-type: none"> • Assess demand and space needs for small and locally-owned businesses. • Review affordable commercial space models from other communities, including incubators, shared spaces, master leases, and set-aside agreements, and identify which are most applicable in Wilsonville. • Identify candidate sites and partners. • Outline pilot concepts, including roles, eligibility, lease terms, and how affordability would be maintained. • Evaluate potential funding tools, including those developed through Action 2.1, to support any required public contribution. • If a viable pilot emerges, prepare a concept and funding strategy for City Council review and direction on whether/how the City should participate.



4.4 Recruit unique restaurants and shops to Town Center

Description	Timeline
<p>Actively recruit distinctive dining and retail tenants to strengthen Town Center as a destination district. Focus recruitment on concepts that fit the Town Center Plan vision and Tourism Development Strategy, using targeted marketing materials, coordination with property owners and brokers, and direct outreach to operators whose offerings match the desired character and tenant mix. Recruitment could be paired with catalytic redevelopment efforts (Action 3.1) to ensure new businesses locate in highly visible, high-impact sites. Recruitment efforts could include outreach to both existing Wilsonville businesses that may want to expand into Town Center, and businesses from outside the city that offer concepts not currently available in Wilsonville. Recruitment should aim to bring a diversity of business types that broaden the mix of experiences, cuisines, and services available in Town Center.</p>	<p>Longer-term: Enabled by new funding source from 2.1</p>
Rationale	
<p>The Town Center Plan calls for a stronger cluster of destination dining and retail, active storefronts, and a mix of local and regional tenants. The Tourism Development Strategy emphasizes experiences that give residents and visitors a reason to choose Wilsonville and stay longer. A focused, plan-driven recruitment effort can strengthen Town Center as Wilsonville’s primary dining and activity hub, complement planned public investments, and create opportunities for local and minority-owned businesses that reinforce the City’s identity and visitor appeal.</p>	
City Role	<p>Market Town Center opportunity sites, lead or support outreach to targeted tenants, and coordinate with property owners, brokers, and tourism partners so recruitment is explicitly aligned with the Town Center Plan and Tourism Development Strategy and connected to City incentive tools.</p> <p>Department Lead(s): Economic Development</p>
Partners	<p>Town Center property owners and brokers; developers; Chambers of Commerce; tourism partners; business support organizations; prospective tenants, including local and minority-owned businesses</p>
Funding/Resource Considerations	<p>Primarily staff time for outreach and marketing. Recruitment efforts will be more effective if paired with incentives, which could be supported by funding tools identified in Action 2.1.</p>
Implementation Steps	<ul style="list-style-type: none"> • Develop concise recruitment materials that summarize the Town Center vision, highlight tourism-related strengths, and showcase opportunity sites and available incentives. • Coordinate with property owners and brokers to identify current and future spaces best suited for destination dining and retail. • Maintain a list of priority tenant types and target operators (local, regional, and minority-owned) and conduct proactive outreach to them.



4.4 Recruit unique restaurants and shops to Town Center

- Use recruitment conversations to understand what tenants need to make a Town Center location feasible and coordinate that information with Actions 3.1 and 4.1.
- Integrate recruitment with Town Center and tourism activation efforts, such as events and promotions (see Town Center Plan and Tourism Development Strategy), so prospective tenants can see how the district is evolving.
- Track leads, new leases, and openings influenced by City outreach and periodically report progress to City Council.



5.1 Facilitate workforce connections and support partner initiatives

Description	Timeline
<p>Take a more active coordinating role in workforce efforts by working with employers, education providers, and workforce organizations so Wilsonville’s needs are clearly reflected in regional programs and funding decisions. This means not only connecting partners, but also advocating for training, partnerships, and resources that align with local industry priorities.</p>	<p>Near-term</p>
<p>Rationale</p>	
<p>Through engagement, businesses reported difficulty finding qualified workers, a problem that is not unique to Wilsonville. City Council has emphasized workforce support as a priority, while recognizing that workforce funding and program design are largely controlled by regional and state entities. The City cannot close workforce gaps on its own, but the City can <i>add value</i> by convening employers and partners, communicating local needs, and advocating for programs that fit Wilsonville’s key sectors (for example, advanced manufacturing and construction). A more deliberate coordination role will help partners tailor programs to local needs and give Wilsonville a stronger voice in regional workforce conversations and funding decisions.</p>	
<p>City Role</p>	<p>Facilitate communication between employers and workforce partners, support partner-led initiatives that address workforce challenges, and elevate Wilsonville’s workforce needs with regional and state agencies. Department Lead(s): Economic Development</p>
<p>Partners</p>	<p>Clackamas Workforce Partnership; Worksystems; Clackamas Community College; Oregon Tech; OMEP; Chambers of Commerce; major employers; small and locally owned businesses</p>
<p>Funding/Resource Considerations</p>	<p>Primarily staff time for outreach, coordination, and communication. Staff could spend more time on this work if it remains a City Council priority.</p>
<p>Implementation Steps</p>	<p>Work with employers and partners to identify what level of workforce coordination makes sense for Wilsonville and execute on that approach. This could include:</p> <ul style="list-style-type: none"> • Developing an employer listening framework (e.g., annual survey, sector roundtables, or one-on-one visits) to ensure the City understands the workforce development needs of businesses. Make sure to engage a range of business sizes and owners, including minority-owned businesses. • Creating and maintaining a directory of workforce partners and programs relevant to Wilsonville employers. • Convening sector-focused conversations (e.g., advanced manufacturing) with employers and training providers to identify shared priorities. • Sharing employer feedback with partners and tracking follow-up where feasible (e.g., new course offerings, apprenticeships). • Coordinating with workforce partners to elevate Wilsonville-specific needs in regional workforce plans and funding proposals.



6.1 Strengthen business communication, customer service, and resource connections

Description	Timeline
<p>Continue and strengthen the City’s direct engagement with local businesses by expanding outreach, improving communication, and addressing barriers identified by businesses. By coordinating across departments and maintaining regular contact with both industrial and commercial businesses, the City can identify challenges early, connect businesses to assistance, and make City processes easier to navigate.</p>	<p>Near-term</p>
<p>Rationale</p>	
<p>Businesses and developers consistently asked for a more proactive partnership with the City, especially around navigating regulations, accessing resources, and finding a clear path to “yes.” Wilsonville already connects with a variety of businesses, but it is not always systematic. Clarifying priorities, ensuring small and minority-owned businesses are included, and establishing a feedback loop from business outreach to process and policy changes will help the City respond more consistently and make it easier to do business in Wilsonville.</p>	
<p>City Role</p>	<p>Proactively engage businesses, identify barriers early, provide clear permitting guidance, and connect businesses to resources. Department Lead(s): Economic Development</p>
<p>Partners</p>	<p>Chambers of Commerce; Small Business Development Center and other business support organizations; workforce development partners; capital providers and lenders; property owners and brokers</p>
<p>Funding/Resource Considerations</p>	<p>Primarily existing staff time. The City could place more emphasis on this work if it remains a Council priority.</p>
<p>Implementation Steps</p>	<p>Develop an Economic Development business engagement workplan that:</p> <ul style="list-style-type: none"> • Sets a cadence for proactive outreach (for example, business visits, roundtables, and/or surveys), with intentional outreach to small and minority-owned businesses. • Assigns responsibility for keeping the City’s business resource hub (primarily the website and any printed materials) current and easy to use, consolidating key City and partner programs in one place. • Establishes basic coordination practices between Economic Development, Planning, and other departments (for example, warm hand-offs, shared notes, and internal check-ins on active projects). • Specifies how recurring issues raised by businesses and by developers will be tracked and fed into process or policy review. • Includes a simple reporting schedule to City Council on outreach activities, common themes, and resulting changes or follow-up actions. • Review and update the workplan annually based on what staff are hearing from businesses, available capacity, and City Council priorities.



6.2 Provide small business assistance grants for upgrades

Description	Timeline
<p>Offer small business grants to help industrial and commercial businesses make key investments that support long-term viability. Eligible activities could include energy efficiency and building systems upgrades, technology adoption, tenant improvements and façade enhancements, and technology or equipment investments tied to productivity and job retention. The grants could prioritize small businesses with limited access to capital and those in areas experiencing or anticipating redevelopment such as Town Center.</p>	<p>Longer-term: Once funding is secured</p>
<p>Rationale</p>	
<p>Many small businesses struggle to pay for modest but critical upgrades, especially in older industrial and commercial buildings or when owners have limited access to traditional financing. This can make it harder for them to stay competitive or remain in place as nearby investment occurs. Targeted grants for building or facility upgrades would build on the City’s outreach and problem-solving (Action 6.1) by filling specific capital gaps for firms the City wants to retain and grow. Well-designed grants can stabilize and modernize existing businesses, support visible improvements that complement public investments, and advance equity by prioritizing businesses that struggle to access to capital and City incentives, including minority-owned businesses.</p>	
<p>City Role</p>	<p>Design and administer the grant offerings and use outreach from Action 6.1 to build a pipeline of businesses that could benefit. Department Lead(s): Economic Development</p>
<p>Partners</p>	<p>Chambers of Commerce; Small Business Development Center and other business support organizations (including minority-business organizations); property owners</p>
<p>Funding/Resource Considerations</p>	<p>Implementation will require a dedicated funding source to support grants, potentially through a Town Center URA or other mechanisms evaluated under Actions 2.1 and 1.4.</p>
<p>Implementation Steps</p>	<ul style="list-style-type: none"> • Identify and secure a funding source (for example, URA revenues, state or federal grants, or other local tools) and set an overall budget and timeline for grant offerings. • Define clear goals, eligibility criteria, and basic grant structure, including typical award size, eligible upgrade types, and any match expectations. • Prepare simple program guidelines and an application process. • Use existing business outreach (Action 6.1) and partner networks—including the Chamber, Small Business Development Center, minority business organizations, and property owners—to identify candidate businesses and invite them to apply. • Collect light follow-up information from recipients on key outcomes and periodically summarize results for presentation to decision makers.

