



**CITY COUNCIL MEETING
STAFF REPORT**

Meeting Date: March 3, 2025		Subject: Town Center Planning Process	
		Staff Member: Miranda Bateschell, Planning Director	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 st Reading Date: <input type="checkbox"/> Ordinance 2 nd Reading Date: <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input checked="" type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable	
		Comments: N/A	
Staff Recommendation: Staff recommend City Council’s thorough review of the attached materials and to provide direction at the meeting of what other information is needed from staff as Council heads into goal setting.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input type="checkbox"/> Council Goals/Priorities:	<input checked="" type="checkbox"/> Adopted Master Plan(s): Comprehensive Plan Town Center Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COUNCIL:

As Council prepares to establish new goals and discuss the Town Center Plan at their biennial retreat, staff will provide an overview of the community engagement conducted to create the Plan, as well as the timeline, cost and staffing resources of the effort.

EXECUTIVE SUMMARY:

The Wilsonville Town Center Plan presents a blueprint that will guide future development in Town Center through strategic actions (new projects, policies, programs or partnerships) in order to achieve the Wilsonville community's vision for Town Center. The project team worked with the community at over one hundred meetings and events, and through dozens of surveys and polls to formulate the various elements of the Plan. The community is passionate about the future of Town Center and has voiced a vision and plan for the next stage in Town Center's evolution (Attachment 1).

Each phase of engagement activities during the planning process built upon the input received from the prior phase. This involved the project team reporting back to the community what we heard, asking questions to confirm we heard them correctly, and asking more detailed questions, to move from vision and goals to specific projects and implementation actions. Between major milestones the project team used quick polls and questions of the month to get additional feedback. To guide development of the Plan based on this feedback, the City established a task force that included representation from Wilsonville's residents, youth, community advocates, small and large businesses, landowners, and neighborhood groups. A technical advisory committee was also established for coordination with regulatory agencies and partners to help ensure the plan met relevant requirements (e.g. ODOT, DLCD, Metro).

Phase 1

In the first phase of the project, existing conditions, opportunities and constraints were identified, and the community established a vision and goals for future Town Center. Outreach activities with the community to reach this milestone included:

- *establishing and hosting meetings with the project task force,*
- *a community kick-off (visioning) event,*
- *online survey (989 respondents),*
- *happy hour with nationally renowned retail expert Bob Gibbs,*
- *stakeholder meetings,*
- *a meeting with technical partners,*
- *questions of the month online and at Idea Centers (Library, Wilsonville Community Sharing, Parks building),*
- *community events (Civics Academy, four senior lunches at the Community Center, Oregon Institute of Technology (OIT) back to school event, Charbonneau Homeowners Association (HOA) meeting, Art Tech class visit, Chamber of Commerce Morning Spark, Boeckman Creek Parent Teacher Association (PTA) meeting, Wilsonville High Boosters Club Meeting, Lowrie Primary Enrichment Classes, Autumn Park Apartments Focus Group, Lowrie Primary PTA Meeting, Wilsonville High School class visit, and Rotary Lunch), and*
- *Planning Commission work session and a Joint Workshop of the City Council and Planning Commission.*

The Phase One Community Outreach Summary (Attachment 2) provides more information on the engagement materials, input received, and how this input shaped outcomes.

Phase 2

Community events and public input on Town Center design options during the project's second phase led to the development of the draft Community Design Concept for Town Center, outlining the community's priorities for land use, activity centers, open space, and connectivity in Wilsonville Town Center. Outreach activities with the community to reach this milestone included:

- *a community design workshop,*
- *inaugural Community Block Party with several input activities and a temporary food cart pod,*
- *community design preference survey (online and in-person at events),*
- *Instagram contest,*
- *community design concept video,*
- *project task force meetings,*
- *technical partners meeting,*
- *property owner interviews,*
- *community design concept open houses (English at City Hall, bilingual at Wood Middle School Latino Family Night in partnership with the Spanish language club) and survey,*
- *Meridian Creek seventh grade class curriculum (three visits),*
- *questions of the month and community events (Rotary concerts, Kiwanis Fun Run, Fun in the Park, Wilsonville Brewfest, OIT Open House, trivia nights/surveys at local pubs, Chamber of Commerce webinar, neighbor focus groups, and small Town Center business lunch roundtable), and*
- *Planning Commission and City Council meetings and a Joint Workshop of the City Council and Planning Commission.*

The Phase Two Community Outreach Summary (Attachment 3) provides more information on the engagement materials, input received, and how this input shaped outcomes.

Phase 3

During 2018, the project team conducted additional outreach to get the community's input on the Draft Community Design Concept and a set of strategic actions to advance the community's vision for Town Center. Outreach activities with the community to reach this milestone included:

- *an economic summit panel event at Regal Cinemas,*
- *Pop-Up Main Street at the Community Block Party,*
- *project task force meetings,*
- *technical partners meetings,*
- *continuation of the Meridian Creek seventh grade class curriculum (two visits),*
- *questions of the month,*
- *Town Center business newsletters,*
- *stakeholder and property owner meetings,*
- *showcase and photo gallery event, and*
- *City Council and Planning Commission work sessions (four each).*

The Phase Three Community Outreach Summary (Attachment 4) provides more information on the engagement materials, input received, and how this input shaped outcomes.

The product of this two-year community conversation is the adopted Wilsonville Town Center Plan (Attachment 5). This effort also involved legislative updates to the Comprehensive Plan and Map, Zoning Map, and Development Code. Overall, it took three years to complete, including project scoping, grant funding application, project setup and the public hearing adoption processes.

Costs

The total project cost was approximately one million dollars including the project consultant and staff time. City staff spent more than 3,100 hours on the project and were responsible for the majority of community events and in attendance at all public engagement activities (over 2,000 hours on community outreach work). This does not include staff time from other departments (SMART, Parks, Legal, Public Works) or volunteer hours, primarily the Task Force and Planning Commission, that contributed significantly to the project. \$320,000 in grant funds from Metro helped pay project consultant costs. Otherwise, the project was covered by Urban Renewal and General Funds.

EXPECTED RESULTS:

To clarify and highlight the public engagement process that informed the creation and adoption of the Town Center Plan, as well as associated costs and timeline. Furthermore, to help the Council understand the considerations and constraints of amending the Wilsonville Town Center Plan.

TIMELINE:

In 2014, City Council adopted Wilsonville's Urban Renewal Strategy and Tourism Development Strategy, both of which identified a Town Center Redevelopment Plan as a priority action item. City Council then established starting the Town Center Plan as a 2015-2017 Council Priority Goal. Staff applied for and was awarded a Metro Community Planning and Development Grant to complete the Plan. In 2016, Council approved the Inter-Governmental Agreement (IGA) between Metro and the City of Wilsonville, which outlined the major milestones, deliverables, and funding conditions, setting the framework for the Scope of Work. The project team began work on the project with a Town Center tour in October 2016, and kicked-off the project with the community in February 2017. The City Council adopted the community's Town Center Plan in its final form in 2019 after over 100 public meetings and events.

CURRENT YEAR BUDGET IMPACTS:

There are no funds budgeted for the current fiscal year for Town Center planning. There are only minimal funds for implementation activities.

COMMUNITY INVOLVEMENT PROCESS:

The Town Center Plan process involved the most extensive outreach process for a land use project, or otherwise, in the City's history. As described above and in the attachments, there were many opportunities to participate in the project outlined in a Public Engagement and Communication Plan for the Town Center Plan, including an advisory task force, community design workshops, focus groups, pop-up neighborhood events and idea centers, and in-person and online surveys. The engagement plan was designed to reach as broad an audience as possible and to gather a variety of perspectives in the community. It also included targeted outreach to specific stakeholders more impacted by activity in the Town Center and harder to reach demographics not reached by traditional meetings and surveys.

In addition to the specific activities listed above, advertisements in English and Spanish for engagement opportunities were shared through: the City's website, SMART bus channel cards, Idea Centers, press releases, Boones Ferry Messenger Articles, Town Center Business newsletter, school bulletin boards, bookmarks for checkouts at the library, table tents for local businesses in Town Center, postcards, fliers, citywide mailings, and social media.

To recognize this effort, the Oregon Chapter of the American Planning Association awarded the City of Wilsonville the 2018 Public Involvement and Participation Award based on its nomination for the Wilsonville Town Center Plan (Attachment 6).

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

By implementing the adopted Town Center Plan, the City will realize the community's vision for a more commercially vibrant, walkable, mixed-use Town Center and honor the thousands that participated and established this Plan. This will enhance safety, walkability and accessibility, especially for transit dependent and our most vulnerable citizens. It will help maintain and strengthen existing businesses, and remove barriers and encourage private investment in the Wilsonville Town Center, something City residents have continued to vocalize they want when surveyed. Benefits also include land use efficiency, preserving green spaces and reducing traffic, greenhouse gas emissions, and infrastructure costs. The Plan provides transportation enhancements that will serve both Town Center and the whole City well into the future, ensuring level of service is improved at all key intersections. These enhancements will also provide a safer, more interconnected transportation system within Town Center to walk, bike, take transit, or drive a vehicle (for errands or for recreation). The Plan helps the City provide diverse housing options and additional services. Designed to foster social interaction and create gathering spaces, implementation of the Plan will also help foster a sense of community. It will create an attractive place for visitors and residents of all ages to shop, eat, live, work, learn, and play, making it a place where people want to spend time and support businesses.

ALTERNATIVES:

Option A: Continue to implement the Town Center Plan as currently adopted and envisioned by the community.

Option B: Alternatively, amend the Town Center Plan.

Timeline

An amendment to the Town Center Plan would be a legislative action requiring an update to the Comprehensive Plan. Based on the update, it may also trigger updates to the Development Code. This process requires a minimum of six months on top of the engagement and public work sessions by the Planning Commission and City Council that would be required to discuss these topics with the community. Based on the prior, extensive engagement with the community, which resulted in the Town Center Plan, any modification that is not consistent with the existing Plan, needs to deliver the same level of public engagement in order to maintain transparency, trust, and accountability with the public. Thus, a timeline of 18-36 months is reasonable, depending on the scope of any update, and only if other projects currently underway or scoped in the Planning Division are delayed.

Cost

Given the substantial increase in consultant rates and overall costs from almost ten years ago, a similar engagement plan and project process would likely be close to \$1,500,000. Other large, long-range planning projects have similar budgets: Frog Pond East & South totaled \$1.2 million in staff time and consultant charges and the Comprehensive Plan update project is estimated to cost \$1.275 million.

Given the Plan was just recently adopted with the use of grant funds, it is unlikely the City would be competitive in receiving any grant funding to assist in covering project costs for an amendment to the Plan. If an amendment to the Plan is proposed for consideration, funding and budget authority will need to be allocated to capital improvement plan (CIP) 3004 for next fiscal year and through a supplemental budget request for this fiscal year. As noted above, substantial costs and time commitment were needed from staff to complete the project. An amendment to the Town Center Plan would require staff hours shift away from other work on Council and community goals, as well as State requirements, currently underway and scoped for the next two years in the Planning Division. An amendment to the Plan may also have legal costs (see below).

Legal Constraints

Amendment of the Town Center Plan would have the following implications related to state and regional laws and rules:

- The largest legal constraint comes from Metro's *Urban Growth Management Functional Plan (UGMFP)*. The UGMFP does not allow a City to reduce the minimum zoned housing capacity within a Town Center except for natural resource protection or rezoning for industrial use (UGMFP Title 1, Subsection 3.07.120 (a)).
- Even if the City could reduce density under Metro's Code, under Statewide Planning Goal 10 (Housing) the City is required to maintain a 20-year supply of land for needed housing, including multifamily residential. Any modification to planned housing capacity in Town Center would require the City to accommodate needed multifamily residential capacity intended for Town Center elsewhere in the City.

- Even if the City found a way to shift housing capacity from Town Center elsewhere in the City, statewide Climate Friendly and Equitable Communities (CFEC) Rules would be a constraint. Shifting housing capacity outside of Town Center could be challenged due to (1) non-compliance with minimum zoned housing capacity within a Town Center (also known as a Climate Friendly Area under CFEC Rules), and (2) additional vehicle miles traveled per capita, due to new housing being shifted further from the businesses and services in Town Center, leading to more driving.
- Measure 49 – If an amendment to the Town Center Plan resulted in updates to the Development Code, within 5-years of making changes to the Town Center zoning that would decrease the market value of a given property for residential development, such as decreasing density, a property owner can make a claim against the City to recover the reduced value. This has the potential to be a major liability for the City if residential development capacity is significantly reduced.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. [Town Center Plan StoryMap](#)
2. [Phase One Community Outreach Summary](#)
3. [Phase Two Community Outreach Summary](#)
4. [Phase Three Community Outreach Summary](#)
5. [Town Center Plan](#)
6. [2018 OAPA Public Outreach Award - Wilsonville Town Center](#)