



**CITY COUNCIL MEETING
STAFF REPORT**

Meeting Date: August 17, 2026		Subject: Basalt Creek Master Plan and Implementing Amendments	
		Staff Members: Chris Myers, Senior Planner; Matt Lorenzen, Economic Development Manager;	
		Department: Community Development	
Action Required		Advisory Board/Commission Recommendation	
☐ Motion ☐ Public Hearing Date: ☐ Ordinance 1 st Reading Date: ☐ Ordinance 2 nd Reading Date: ☐ Resolution ☒ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda		☐ Approval ☐ Denial ☐ None Forwarded ☒ Not Applicable	
		Comments:	
Staff Recommendation: Provide direction on the draft Basalt Creek Master Plan, supporting technical analyses, and implementing Comprehensive Plan and Development Code amendments.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
☒ Council Goals/Priorities: Attract high-quality industry and support economic opportunity for all in Wilsonville	☒ Adopted Master Plan(s): Wilsonville Economic Development Strategy; Wilsonville Comprehensive Plan; Basalt Creek Concept Plan	☐ Not Applicable	

ISSUE BEFORE COUNCIL

Staff is seeking Council feedback on whether the draft Basalt Creek Master Plan (BCMP) and associated implementation package establish an appropriate framework for long-term industrial and employment development in the Wilsonville portion of the Basalt Creek Planning Area. Staff

is also seeking direction on any revisions that should be completed before the package advances through the Planning Commission and City Council public hearings.

EXECUTIVE SUMMARY

The draft BCMP establishes a coordinated 10-to-20-year framework for transitioning the Basalt Creek Planning Area from rural land at the edge of the City into development ready industrial and employment districts. The Plan identifies the intended land use pattern, transportation network, water and sanitary sewer needs, infrastructure funding considerations, natural resource protections, and implementation measures needed to support development over time. The Plan does not approve individual development proposals or commit the City to construct all identified infrastructure.

Adoption requires a coordinated legislative package consisting of the BCMP; Comprehensive Plan text and map amendments; a Zoning Map amendment; and Development Code amendments. Together, these documents establish the policy direction, land use designations, zoning, and development standards necessary to make the area ready for future development.

Background

In 2018, the City of Wilsonville and City of Tualatin jointly adopted the Basalt Creek Concept Plan (BCCP), establishing a long-term vision and conceptual framework for urbanization of the Basalt Creek Planning Area. The BCCP identified preferred land uses, transportation and infrastructure systems, natural resource considerations, and implementation strategies. Since adoption, Wilsonville has completed key implementation actions, including amendments to the Urban Planning Area Agreement, Comprehensive Plan, and Transportation System Plan.

The BCMP focuses specifically on the Wilsonville portion of the planning area. It carries the jointly adopted concept forward into a more detailed, Wilsonville-specific framework informed by updated economic, transportation, utility, environmental, and funding analysis. As a component of the City's Comprehensive Plan, the BCMP will guide future development within the area. Properties currently outside the City will be annexed at the request of property owners, generally in conjunction with proposals to develop consistent with the Master Plan and applicable Development Code requirements.

The BCMP is also an implementation measure of the City's Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS), adopted by City Council in March 2026. Those efforts identified Basalt Creek as one of Wilsonville's most significant long-term employment growth areas and emphasized the need to expand opportunities for manufacturing, logistics, research and development, technology, and other traded sector employment uses.

Planning Commission Review

Over the past two years, the Planning Commission has had 11 work sessions on the various components on the Master Plan and implementing amendments. Since the last City Council

work session, the Planning Commission has held three work sessions on the BCMP, each focused on a different part of the planning and implementation package:

- June 10, 2026 — The Commission reviewed the proposed, draft BCMP, Comprehensive Plan amendments, transportation analysis, land use framework, infrastructure concepts, and implementation approach. Discussion included the Transportation System Plan, local and regional network, railroad undercrossing, roundabout suitability, wildlife crossings, and the long-term land use vision for the employment area.
- July 8, 2026 — The Commission reviewed the final proposed Development Code amendments and Northwest Industrial (NWI) Pattern Book. Discussion focused on previous feedback from the Commission on permitted uses, data centers, and the Regulating Plan as well as questions around freight and multimodal street design, and the Two-Track review processes.
- August 12, 2026 — The Commission is scheduled to conduct its final work session review of the complete draft package, including revisions made in response to prior Commission direction and public comments, which is also included in this Council packet. Staff will provide City Council with a verbal update regarding any additional direction received at that meeting.

Proposed Master Plan Framework

Land Use and Economic Development

The BCMP organizes the planning area into four employment subdistricts under a Northwest Industrial Zone - Coffee Creek, High-Tech Employment, Light Industrial, and West Railroad – and a Craft Industrial Zone. The subdistrict approach responds to differences in location, access, parcel pattern, infrastructure, and intended development character while maintaining an overall focus on high quality industrial and employment development and flexibility through a broad list of allowed uses. The framework is intended to preserve land for employment generating uses, provide opportunities for a range of business types and sizes, and limit supporting commercial uses so they remain subordinate to the primary employment function of the district.

Transportation and Multimodal Connectivity

The transportation framework builds upon the adopted Basalt Creek Transportation Refinement Plan and identifies a connected network of addressing streets, supporting streets, and through connections. The network is intended to accommodate freight movement while also providing safe and direct access for employees and visitors traveling by foot, bicycle, micromobility device, transit, or automobile. The proposed standards establish a predictable connectivity framework while allowing alternatives for site-specific development applications when conditions warrant and the intended network function is maintained.

The West Railroad Area Transportation Analysis evaluated interim and long-term access for the area west of the railroad. It identifies interim access from Tonquin Road, long-term access from Morgan Road, secondary access and internal connectivity needs, and a future railroad undercrossing. Because several improvements extend beyond the planning area in scale and

cost, implementation will require phased development, interagency coordination, and a combination of public and private funding.

Water, Sanitary Sewer, Stormwater, and Funding

The supporting utility analyses identify the water and sanitary sewer facilities needed to serve future development and describe potential phasing considerations. Stormwater management and natural resource protection will be addressed through future capital planning, environmental review, and site-specific development requirements. The Infrastructure Funding Analysis evaluates potential tools and funding strategies for major improvements.

Natural Resources and Open Space

The BCMP recognizes wetlands, streams, habitat areas, topography, and other environmental resources as fundamental considerations in the future development pattern. The Plan coordinates the anticipated street and utility network with these resources and retains existing environmental review and permitting requirements. Future development proposals will be required to demonstrate compliance with applicable local, state, and federal standards; integrate natural resources into the employment district; and make connections to regional trails.

Implementing Amendments

Comprehensive Plan and Map Amendments

The proposed Comprehensive Plan text and map amendments incorporate the BCMP into the City's long-range policy framework, remove these areas from the Areas of Special Concerns Map, apply an industrial Comprehensive Plan designation to the land in the West Railroad subdistrict (as previously applied in the rest of Basalt Creek Planning Area), and align the Comprehensive Plan with the recently adopted Economic Opportunity Analysis and Economic Development Strategy. The amendments establish the foundation for allowing annexation and development.

Northwest Industrial Zone (NWI)

The Development Code amendments establish the Northwest Industrial Zone as a standalone Planned Development zoning district, extending and updating the framework currently used in Coffee Creek. A new use matrix, the basis of which comes from the City's existing Planned Development Industrial (PDI) and Metro designated Planned Development Industrial - Regionally Significant Industrial Area (PDI-RSIA) zones, organizes permitted uses by subdistrict, modernizes industrial use classifications, addresses emerging employment uses, and maintains distinctions among areas intended for high-tech employment, light industrial, logistics, and other industrial activities.

At the last work session with City Council, concerns were expressed related to the inclusion of Contractor Establishments in the Allowed Uses table, with and without restrictions. Since that time, City staff learned of a pending policy review and potential code update by Washington County. As a result, Contractor Establishments have been removed from the proposed use table

pending the outcome of that work. Staff anticipate returning to Council later for this specific issue.

Pattern Book and Alternative Design Process

When the Coffee Creek Design Overlay District was adopted, to be business-friendly, the City created a streamlined, administrative review process for industrial development based on clear and objective standards, which are not required in the State for industrial development. The clear and objective standards established criteria for the desired vision for development in the area. For development not meeting those standards, applications are processed through the standard review. In that case, a pattern book was established to allow an applicant to propose an alternative design based on Pattern Book guidelines when unusual site conditions or a different design approach can meet the intent of the district. Feedback to maintain this process has resulted in an updated name, the Northwest Industrial (NWI) Pattern Book. It translates the Coffee Creek and Basalt Creek Master Plans' design direction into street, site, building, open-space, and multimodal design guidance.

Discussion Questions

Staff recommend focusing discussion on the following policy-level considerations:

- Is there further feedback on the framework presented for long-term development in the draft Basalt Creek Master Plan?
- Is there anything else that would best implement the City Council's vision for a high-quality industrial and employment district directed in the 2026 Wilsonville Economic Development Strategy?
- Are there specific revisions Council would like staff to address before the public hearings?

EXPECTED RESULTS

Council direction will guide final refinement of the BCMP and implementing documents before the adoption hearings. No motion is requested at this work session.

TIMELINE

- City Council Work Session - August 17, 2026
- Planning Commission Public Hearing - September 9, 2026
- City Council Public Hearing and First Reading - October 5, 2026
- City Council Second Reading - October 19, 2026

CURRENT YEAR BUDGET IMPACTS

Work on the BCMP is funded through a Community Planning and Development Grant from Metro and previously authorized Planning Division project funding. Additional water and stormwater analysis is being conducted through the City's on-call consultant contracts using a combination of Metro grant funds, Planning Division professional services funds, and capital improvement project (CIP) 3000 funds. Adoption of the BCMP will not itself authorize or obligate funding for the capital improvements identified in the Plan or technical appendices. Future expenditures will be considered through the City's capital improvement and budget processes.

COMMUNITY INVOLVEMENT PROCESS

The BCMP engagement has included Technical Advisory Committee meetings, stakeholder interviews, property owner outreach, Planning Commission work sessions and hearings, City Council work sessions and hearings, and opportunities for written and oral public comment. The Technical Advisory Committee included representatives from the City, Business Oregon, Greater Portland Inc., Metro, and the Wilsonville Chamber of Commerce. Stakeholder interviews included representatives from small businesses, manufacturing, redevelopment interests, and business-support organizations. The City also conducted outreach to property owners in the West Railroad area regarding development opportunities, proposed Comprehensive Plan changes, infrastructure needs, and Development Code amendments.

Key themes included workforce development challenges, limited land and building availability, high development and operating costs, demand for local retail and services, infrastructure constraints, and the importance of a proactive and collaborative City business relationship. Staff recently prepared a memorandum addressing public comments and requested changes to NWI standards (Attachment 6). Public and property owner comments have informed revisions to the Master Plan, NWI Zone, Pattern Book, and supporting analyses.

POTENTIAL IMPACTS OR BENEFITS TO THE COMMUNITY

The BCMP provides a long-term framework for coordinated economic growth, infrastructure investment, and land use planning in one of Wilsonville's last major industrial growth areas within the Urban Growth Boundary. By coordinating land use, transportation, utilities, funding, and environmental considerations, the Plan can reduce piecemeal development and provide greater predictability for property owners, businesses, service providers, and the community. Over time, implementation can expand employment opportunities, strengthen and diversify the local tax base, support business growth, and improve economic resilience. The proposed framework also supports high-quality site design, multimodal access, open space, and protection of significant natural resources. These benefits will depend on successful phasing, infrastructure investment, environmental permitting, regional coordination, and private development decisions.

ALTERNATIVES

Council may direct staff to proceed with the draft package as presented or identify targeted revisions before the public hearings, on the proposed land use, transportation, infrastructure, or regulatory framework. Significant changes would affect the adoption schedule and could require additional technical analysis or public review.

ATTACHMENTS

1. [Basalt Creek Master Plan Draft and Appendices](#)
2. Basalt Creek Master Plan Proposed NWI Code Edits
3. [Basalt Creek Master Plan Proposed NWI Pattern Book](#)
4. Basalt Creek Master Plan Proposed Comprehensive Plan Amendments