



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: December 1, 2025		Subject: Wilsonville Industrial Land Readiness – Citywide Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS) Staff Members: Cindy Luxhoj, AICP, Associate 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: N/A	
Staff Recommendation: Provide input on the Citywide EOA and EDS.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
☒ Council Goals/Priorities: 2023–2025 Goal: 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; Coffee Creek Master Plan; Town Center Plan	☐ Not Applicable	

ISSUE BEFORE COUNCIL: Staff seeks feedback from the City Council on the draft Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS) for the Citywide portion of the Wilsonville Industrial Land Readiness (WILR) project.

EXECUTIVE SUMMARY:

The Wilsonville Industrial Land Readiness (WILR) project includes two parts: one focused on the industrial area northwest of the City covered by the Basalt Creek Concept Plan (“Basalt Creek”) and the other focused “Citywide.” Both parts of the project aim to attract high-quality industry and expand economic opportunities in Wilsonville.

The Citywide portion of the project updates Wilsonville’s Economic Opportunities Analysis (EOA), which was last updated in 2012. Key tasks of the Citywide work are detailed in the table below:

Task/Work Product	Purpose
Buildable Lands Inventory Memo	Identify the amount and characteristics of land available to support future development of industrial and commercial uses.
Economic Inventory and Potential Growth Forecasts Memo	Develop a foundational understanding of Wilsonville’s industrial and other employment landscape—the basis of the employment forecast that will be used to determine the City’s employment land need.
Site Suitability Analysis	Assess potential for development of industrial and other employment uses on select vacant industrial properties in the City.
Economic Opportunities Analysis	Synthesize knowledge gained from prior tasks to describe the City’s opportunities for economic growth. Determines industrial and other employment land need over the next 20 years.
Stakeholder Engagement	Engage decision-makers, an Advisory Committee, stakeholder interviews/focus groups, and the broader public in meaningful discussion of the City’s economic opportunities.
Economic Development Strategy	Develop strategies that focus on advancing key strategic projects with actionable implementation steps, integrating coordination and collaboration with community partners and critical stakeholders, to cultivate sustainable economic growth.

At the August 4, 2025 City Council work session, staff and ECONorthwest presented preliminary findings from two key work products including the Buildable Lands Inventory (BLI) Memo; and Economic Inventory and Potential Growth Forecasts Memo.

At this work session, the City Council will be presented with preliminary findings from the remaining four key work products, with the focus of discussion on the draft Economic Opportunities Analysis (Attachment 1) and Economic Development Strategy (EDS; Attachment 2).

Relationship Between the EOA and EDS

The EOA provides the technical foundation for understanding Wilsonville’s employment land supply and long-term growth potential. The EDS, developed alongside the EOA, translates these findings into practical steps for advancing the City’s economic goals. While the EOA identifies land capacity, site readiness, and target industries, the EDS provides a 10-year roadmap for maintaining and expanding Wilsonville’s economic base by outlining goals, policies, and actions

to help the City act on the EOA findings. Together, the EOA and EDS provide a coordinated framework for guiding Wilsonville's economic growth. The EOA defines the opportunities; the EDS details how to achieve them.

Preliminary Findings of Key Work Products

Economic Opportunities Analysis (Attachment 1)

Key preliminary findings of the EOA include:

- Wilsonville has 2,396 acres designated for commercial or industrial use within City limits and urban growth boundary (UGB) area.
 - Approximately 366 acres (15%) are vacant, unconstrained and buildable, of which 353 acres (96%) are designated for industrial development and 13 acres (4%) are set aside for commercial uses.
- The City's employment base is projected to grow from 33,165 employees in 2026 to 39,297 employees in 2046, an increase of about 6,132 jobs over the 20-year planning period.
 - This growth is expected to create demand for about 321 gross acres of industrial land and 110 gross acres of commercial land.
- Wilsonville has sufficient vacant industrial land to accommodate projected growth, with a modest surplus; however, short-term development potential is limited by the small size of vacant industrial sites and/or lack of urban-level infrastructure.
- The City has a limited supply of vacant commercial land due, in part, to prioritizing industrial lands in new urban growth boundary (UGB) areas north of the City while emphasizing commercial redevelopment in the City center and at I-5 interchanges. The limited supply of vacant commercial land is offset by considerable redevelopment potential, particularly within the Town Center and along established commercial corridors such as Wilsonville Road. In addition, several large vacant buildings, including the former Albertsons, Rite Aid, Regal Cinema, and Fry's Electronics, offer near-term opportunities for reuse or redevelopment.

Economic Development Strategy (Attachment 2)

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

- **Basalt and Coffee Creeks show considerable momentum**, building out with high-quality, high-value development and are home to employers that provide strong 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 and wages have increased**, particularly in high-value sectors.
- **Wilsonville is recognized regionally** for its advanced industrial employment, quality of life, and high-caliber customer service.

The EDS focuses on six key focus areas (Attachment 2; starting on page 3 of the PDF) that most influence Wilsonville's ability to achieve its desired economic outcomes:

- Focus Area 1: Much of Wilsonville's undeveloped industrial land is not development ready
- Focus Area 2: Limited City funds are available to support economic development outside of Coffee Creek Urban Renewal Area
- Focus Area 3: Vacant commercial land is limited
- Focus Area 4: Lack of unique retail and dining experiences
- Focus Area 5: Businesses struggle to find qualified workers
- Focus Area 6: Perceived limited support (resources) for small businesses

The EDS Framework for Action centers on these six focus areas, each of which represents an opportunity and a leverage point where the City can drive measurable progress through targeted investment, policy action, and partnerships. The Framework for Action is described in detail in the EDS with related actions and an indication of whether they can be advanced with existing staff and funding or will require additional resources.

Staff is seeking the City Council's input on the preliminary findings and conclusions of the EOA (Attachment 1; conclusions start on page 80 of the PDF) as well as the EDS desired economic outcomes and Framework for Action (Attachment 2; starting on page 3 of the PDF).

Planning Commission Feedback

At their November 12, 2025 meeting, the Planning Commission provided feedback on the EOA and EDS, suggesting some minor revisions to the economic outcomes and actions (summarized in Attachment 3). In addition, the Planning Commission identified two items to be elevated for City Council discussion and direction. Related to Action 3.1, which addresses allowing non-retail commercial uses in select industrial areas, the Planning Commission suggested that limiting recreational commercial uses and placing greater emphasis on employment-oriented uses, such as office, might be more appropriate. The Commission also suggested that top EDS priorities should be advancing actions that help get land development ready and identifying dedicated funding sources needed for implementation.

Discussion Questions

The City Council is invited to provide input in response to the questions below:

- Economic Opportunities Analysis
 - What feedback does the Council have about the EOA?
 - Are there specific areas that need clarification or further analysis?
- Economic Development Strategy
 - Are the desired economic outcomes the right ones to focus on in the EDS?
 - Does the EDS include the right mix of actions to address the challenges and achieve the desired outcomes? Are there any actions missing?
 - Given limited resources, should any actions be elevated or deprioritized?
 - Does the Council concur with the Planning Commission's suggested top EDS priorities?

EXPECTED RESULTS:

Feedback from City Council at this work session will inform completion of the EOA and EDS to cultivate sustainable economic growth in Wilsonville.

TIMELINE:

Adoption hearings at Planning Commission and City Council are expected in early to mid-2026.

CURRENT YEAR BUDGET IMPACTS:

Funding for the current work is allocated in the fiscal year (FY) 2025-26 Planning Division budget. The project is primarily funded by a \$290,000 Metro grant.

COMMUNITY INVOLVEMENT PROCESS:

Public engagement in the Citywide portion of the WILR project focuses on involving decision-makers, an Advisory Committee, and stakeholder interviews/focus groups in meaningful discussion of the City's economic opportunities. This information helped inform the EDS and will be considered when preparing needed Comprehensive Plan and Code amendments.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

By identifying and implementing targeted economic development strategies, the City can eliminate key barriers to business growth and advance its economic vision. These efforts will generate new jobs, expand the income and property tax base, and promote economic mobility by supporting access to family-wage employment. Ultimately, this will enhance the City's livability and ensure it remains a full-service community for all residents.

ALTERNATIVES:

A range of alternative Citywide economic development strategies is being explored in collaboration with the City Council.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Draft Wilsonville Economic Opportunities Analysis (EOA)
2. Draft Wilsonville Economic Development Strategy (EDS) with Revisions based on Planning Commission Feedback
3. Summary of Revisions to EDS following Planning Commission November 12, 2025 Work Session