



PLANNING COMMISSION

MONDAY, MARCH 30, 2026

ADMINISTRATIVE MATTERS

1. Consideration of the February 11, 2026 Planning Commission minutes



**Wilsonville Planning Commission
Regular Meeting Minutes
February 11, 2026**

Wilsonville City Hall & Remote Video Conferencing
<https://www.ci.wilsonville.or.us/meetings/pc>

CALL TO ORDER - ROLL CALL

Chair Hendrix called the meeting to order at 6:01 pm.

Present: Nicole Hendrix, Yana Semenova, Matt Constantine, Rob Candrian, Jeff Zundel, and Tabi Traugher

Excused: Andrew Karr

Staff Present: Miranda Bateschell, Amanda Guile-Hinman, Chris Myers, Matt Lorenzen, and Mandi Simmons.

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

CITIZEN INPUT

There was none.

PUBLIC HEARING

1. Wilsonville Industrial Land Readiness (Citywide EOA & EDS) (Myers/Lorenzen)

Chair Hendrix called the public hearing to order at 6:03 pm.

Senior Planner Myers introduced the project team and briefly overviewed the Wilsonville Industrial Land Readiness (WILR) Citywide Economic Opportunities Analysis (EOA) and Economic Development Strategy (EDS) via PowerPoint. The project is a coordinated citywide effort to prepare key employment lands for future development, particularly in the Basalt Creek planning area just north of Coffee Creek in the northwest corner of Wilsonville. The project would prepare industrial and employment lands for development readiness and position Wilsonville for long-term economic growth and investment. Phase 1 of the project focused on the analysis of the Basalt Creek planning area, while Phase 2 is the comprehensive citywide evaluation of industrial land readiness, including the EOA and EDS. Both phases inform and set the City up for long-range implementation of the Basalt Creek Master Plan, which will be presented to the Commission later in 2026. Key project components included the EOA and EDS, a Site Suitability Analysis, Infrastructure Funding Analysis, and Buildable Lands Inventory (BLI). He highlighted the hearing agenda, noting the Planning Commission was being asked to adopt Resolution LP26-0001 as a recommendation to City Council. (Slide 2).

Nicole Underwood, ECONorthwest, continued the PowerPoint, presenting the EOA, timeline, and BLI as follows:

- The EOA meets certain legal requirements in Oregon's Statewide Land Use Planning System under Goal 9 Economy, which mandates cities to periodically review and update their local vision for strengthening the local economy and to ensure enough suitable land is available for employment growth over a 20-year period. Once adopted, the EOA becomes part of the Comprehensive Plan's foundation used for future planning or map amendments that require findings. The EOA documents existing conditions and forecasts future needs that feed directly into the EDS and helps the City coordinate land use policy, infrastructure, planning and other actions that support economic development. (Slides 4-5)
- The project timeline regarded the broader WILR project, showing the two previously held City Council and Planning Commission work sessions and now the public hearings as the City was near the end of the process. (Slide 6)
- The BLI is conducted to know how much land is available to support job growth which is important in understanding Wilsonville's economic opportunity. First, all land in Wilsonville designated for employment uses is identified, including land in the Comprehensive Plan designations of Commercial, Industrial, Town Center, and Undesignated land, which specifically refers to land in the West Railroad area being planned for Industrial use but does not yet have a specific designation in the City's Comprehensive Plan. All this land together forms the base starting point for understanding land available for future employment development. (Slide 8)
 - Next, land with constraints that limit development is removed, including Wilsonville's Significant Resource Overlay Zone (SROZ), land with slopes greater than 15%, and habitat conservation areas, etc., for a more accurate picture of what land can realistically develop for employment uses. (Slide 9)
 - The land is also classified based on development status: vacant, partially vacant, and developed. Partially vacant land typically refers to large lots that have some existing development but also have room for additional development. In total, Wilsonville has about 366 acres of unconstrained buildable employment land with about 96% designated Industrial. In contrast, only about 13 acres of vacant Commercial land was available citywide. However, Wilsonville does have opportunities to meet its Commercial land needs in the future through redevelopment, such as in Town Center and the number of large vacant buildings in the city, such as the former Albertsons, Regal Cinemas, and Rite Aid. (Slide 10)

Commissioner Candrian asked how redevelopment was factored into the analysis given the current number of large vacant properties.

- **Ms. Underwood** replied that a high-level redevelopment analysis identified approximately 53 acres of land that could be redeveloped or re-used, in addition to the potential with the Town Center Planning Area, which could meet the City's Commercial needs.

Ms. Underwood continued the PowerPoint presentation, explaining that with the land inventory in place, the next step was to determine the level of employment growth should Wilsonville be planning for, and the types of land that growth would require. She presented the employment growth opportunities and forecasts as follows (Slides 11-14):

- She reviewed employment data in Wilsonville, noting that in 2023, about 40% of the city's approximately 22,800 jobs covered by unemployment insurance were in manufacturing, wholesale trade, and construction, which are considered Industrial sectors and pay above average city wages. Professional and technical services also pay above the average city wage. Sectors like retail trade and administrative services employ many workers but tend to pay a bit less.
- Commuting patterns are also an important part of Wilsonville's employment landscape. Only about 8% of Wilsonville's jobs are held by Wilsonville residents, which is not unusual for a metro area job center. Most workers commute in from across the Portland region and mid-valley, including from places like Salem. Wilsonville's location in the south metro area and along Interstate 5 positions the city as a natural midpoint between those labor markets. About 15% of Wilsonville employed residents work in the city. Others commute to nearby cities like Portland, Tualatin, and Tigard.
- The city added about 2,901 covered jobs between 2007 and 2023, about a 15% growth rate in employment and very similar to the 16% regional growth rate over the same period. Wilsonville's fastest growing sectors were construction, wholesale trade, and professional services with construction and wholesale trade in particular outpacing regional trends. Sectors like management of companies, transportation and warehousing, and manufacturing saw declines in Wilsonville even as some of these sectors grew regionally.
- Moving forward, Wilsonville's advantages and challenges in making the area attractive to businesses, affecting how and where the city could grow, included (Slides 15-16):
 - Advantages. Wilsonville's strategic location in the southwest metro region offers businesses excellent access to major transportation corridors, including Interstate 5, Interstate 205, and Highway 217. The city has a strong, established base of industry and manufacturing in proximity to growing industrial areas in neighboring cities. Wilsonville's proximity to the Portland International Airport, its access to a skilled and educated workforce, drawn from both the Portland and mid-valley regions, and its specific local investment tools, such as the WIN Program and Urban Renewal in Coffee Creek, are all attractive to businesses, as well as the redevelopment opportunities in Town Center. Additionally, the city's high quality of life, supported by its parks and great schools, remains a primary factor in attracting both businesses and workers.
 - Challenges. A primary concern is the limited supply of development-ready industrial land as much of the city's industrial land is currently constrained by a lack of urban-level infrastructure, particularly in Basalt Creek. In both Basalt Creek and Coffee Creek, small lot sizes, fragmented ownership, and existing contractor establishments further complicate urban-level development. While the city's location near Interstate 5 and Interstate 205 is a strategic benefit, it also resulted in additional traffic and congestion.

Finally, the broader, regional housing affordability challenge also impacts the city's overall economic landscape.

- Wilsonville's advantages and challenges and some of these broader trends shape how the City thinks about future employment growth.
- In earlier work sessions, both the Planning Commission and City Council supported using the Oregon Employment Department (OED) regional employment growth rate to forecast the city's 2026-2046 Employment Forecast. Based on the Oregon Employment Department (OED) 0.85% growth rate, Wilsonville is projected to add about 6,100 jobs by 2046, which translates to a need for roughly 320 acres of industrial land and about 110 acres of commercial land. (Slide 17)
- The EOA concluded that Wilsonville currently has enough industrial land to meet its projected needs overall; however, near-term readiness remains a challenge, as many industrial sites are small, fragmented, and lack urban-level infrastructure, which underscores the importance of site assembly and infrastructure investment.
 - While vacant commercial land is limited, the City has significant redevelopment potential, especially in Town Center where a number of large vacant buildings create near-term opportunities for productive reuse.

Commissioner Zundel asked why the railroad was not listed as an opportunity or strategic advantage for the city to focus on, perhaps in the development strategy.

- **Beth Goodman, ECONorthwest**, explained that Wilsonville's railroad connections can be an advantage, but not in the same way as I-5 and I-205. Railroads typically serve a specific subset of industries and ship bulky freight that does not need to get to its destination quickly. Many different cities have railroads, so the advantage is not unique.
- **Economic Development Manager Lorenzen** added that in the site selection landscape, companies with rail requirements typically need sites much larger than those currently available in Wilsonville. Having a flat 250-acre site near the railroad would be a huge advantage with opportunities to create a siding or a spur and serve that site, but serving the land Wilsonville currently has available with rail is just not feasible.

Commissioner Candrian:

- Understood the airport is outside the city, but the airport's potential expansion could also fuel economic growth. He had not seen the airport expansion listed as a possible advantage.
- **Planning Director Bateschell** explained that the City adopted into the Comprehensive Plan an Area of Special Concern pertaining to the airport and geography land surrounding it that outlines specific elements of that area that would present issues, concerns, or areas of interest for the City in relationship to the airport and the potential development of land around it. Generally, because the airport area is outside of the city and would never be within the city's control, that land would not be considered in the EOA or BLI because it is not a part of or contiguous to the City of Wilsonville. However, because it is very close to parts of the city of Wilsonville, it was identified as an Area of Special Concern.

- Much of that area is also identified as Exclusive Farm Use (EFU) land or Rural Reserve, meaning it would not be developable within a certain time frame based on the urban and rural reserves for the Metro urban growth boundary (UGB) of which Wilsonville is a part. A lot of that land is in Marion County and not part of any expansion potential for the city.
- Clarified his question regarding future potential job growth, noting it looked like the airport would likely expand and could drive the estimate higher for jobs needed. If the airport expanded, MAX extended south, or a Bridgeport came to Wilsonville, more jobs could be created in the city. How did regional projects or the growth of outside neighboring areas play a role in the estimates of how many jobs Wilsonville will need and how much land will be needed?
 - **Ms. Underwood** responded that the project team evaluated several different forecast rates, including the historical growth rate for Wilsonville, and slower projections from Metro’s Urban Growth Report. The OED’s 0.85% regional forecast rate was used as a mid-range growth rate for Wilsonville which was informed by some broader trends, such as slowing employment growth at the state and national levels.
 - Additionally, much of Wilsonville’s industrial land is constrained, so near-term, there is not as much potential; a lot of investment will be needed to get some of that land ready. However, the project team also wanted to recognize that Wilsonville does have all this land and is a regional employment center, so a more mid-range employment growth scenario was used.
 - **Ms. Goodman** noted that Wilsonville’s historical growth rate between 2007 and 2023 was essentially the same rate used for the forecast.
 - While “what if” questions are good to ask, the EOA does not necessarily address “what ifs” at this point but did confirm that if the city grew similar to the past, Wilsonville would have enough land, technically speaking, if the City’s industrial land became development ready.
 - The EOA is intended to help plan for 20 years and this EOA concluded that without getting industrial land development ready, Wilsonville will grow slower than it had over the last couple decades. A lot can happen, but much of this growth tends to be a little slow, and it is slowing down further than it has historically.
 - She advised the City to monitor the growth rate, review plans, and perhaps update the EOA if significant changes occur

Commissioner Zundel asked if the relative proportion of covered jobs to total employment in Wilsonville remained steady or changed over time and if that trend changed how the City anticipated its land use needs.

- **Ms. Goodman** responded that while the composition of people not covered by unemployment insurance has changed substantially with the rise in gig jobs like Uber, the overall proportions at the County level had not changed substantially over the last 20 years. For Wilsonville, the project team used an overall assumption that 70% of employment is covered by unemployment insurance; therefore, 30% is not covered, which was adjusted for in the forecast. This percentage is pretty typical for urban counties in Western Oregon,

so while the analysis had not looked at that specifically, she had not seen that percentage change a lot.

Ms. Underwood continued the PowerPoint presentation, explaining that the Economic Development Strategy (EDS) was designed to translate the findings of the EOA and community engagement into a set of implementable actions to support the city's economic development in the future.

- She reviewed the six desired outcomes from the actions in the EDS that define long-term economic success for Wilsonville over the next ten years, which regarded Basalt Creek and Coffee Creek, Town Center, zoning and infrastructure investments, expanding retail and restaurant offerings, expanding employment opportunities with higher-than-average wages, and Wilsonville being recognized regionally for its advanced industrial employment, quality of life, and high-caliber customer service. (Slides 20-21)
- The community engagement process included a technical advisory committee made up of regional economic development partners, along with interviews with local businesses, developers, and property owners. Key themes from those conversations included workforce challenges, tight space and land constraints, high rents and tenant improvement costs creating barriers for small companies, residents leaving the city for services not found locally, and a desire for a more proactive, partnership with the City, particularly around regulations, accessing resources, and finding that path to “yes.” (Slide 22)
- Framework for Action. From the community engagement and technical work, six key focus areas were identified, each representing a point of leverage where the city can make progress through investment, policy, and partnership. The EDS is built around the six focus areas with 16 actions total. While the strategy is City-led, meaning the actions focus on what the City can realistically do, many actions will require partnerships with the private sector and regional and state organizations. Actions were also split into near-term items that fit within current capacity and longer-term items that depend on new funding or additional city resources. (Slide 23)
 - She reviewed what the six focus areas and their associated actions addressed with these key comments, noting further details were in the EDS: (Slides 24-25):
 1. Regards industrial land readiness with five supporting actions, mostly focused in the Basalt Creek and Coffee Creek areas.
 2. Addresses the economic development funding gap outside of the Coffee Creek Urban Renewal Area with one action to explore a dedicated funding source to support commercial and mixed-use redevelopment.
 3. Addresses the limited supply of commercial land by focusing on reuse and redevelopment.
 4. Enhances Wilsonville's unique retail and dining options with many actions that support the Town Center Plan and Tourism Development Strategy to ensure the plans work together.
 5. Addresses workforce with the City taking a more active role in shaping regional workforce efforts as the key action.

6. Supports small businesses with actions to strengthen City communications and potentially providing small business grants for upgrades.

Commissioner Candrian asked if there was a specific reason why the EDS only covers 10 years while the EOA covers 20 years. He knew the EOA is mandated by the State and asked if the State also mandates the 20-year time frame.

- **Ms. Underwood** explained that the EDS is intended to be a tangible, short- and near-term action plan, whereas the EOA's 20-year horizon is required for land supply planning. The EDS is not required and another reason to keep it shorter is that ideally, as the City implements the strategies in the EDS, the City will want to update its focus. If the City gets its industrial lands ready, the city will want to pivot and switch its focus, and ideally, the city will be getting additional financial resources to support some of this work.
- **Economic Development Manager Lorenzen** noted that even though the EOA has a 20-year horizon for the analysis, the City should update it sooner than 20 years.
- **Planning Director Bateschell** added that like the EOA, every Housing Needs Analysis (HNA) is also based on the requirement that the City has to be planning for a 20-year land supply to meet housing and job growth needs. The EOA will always be a 20-year planning horizon given the State mandate. The EDS was more of an undertaking by the City to identify the strategic actions needed to help maximize that land supply and prepare for future supply if needed in order to promote the economic development the City desired. Ten years was chosen for the EDS because the City typically undertakes these analyses approximately every 10 years. The City will more than likely be undertaking the EOA approximately every 10 years. The last EOA was adopted in 2012, as the City fell a bit behind due to the additional housing work required by the State. The HNA will now be done every six years, rather than 10 years, based on State law.

Commissioner Zundel:

- Inquired about the current proportion of developed industrial land occupied by commercial uses and asked if the City had a threshold to determine when to discourage or encourage commercial growth within industrial zones.
 - **Ms. Goodman** explained that there is no specific ideal proportion the City should be planning for, but the City should ensure that land uniquely suited for industrial purposes is preserved for those uses. For other industrial land, especially if adjacent to housing or commercial or otherwise a little less suited for industrial use, the City might consider adjusting its zoning and allowing more commercial use. Typically, industrial zoning has been very successful at preserving industrial land for industrial uses in Wilsonville.
 - She would never recommend just rezoning all industrial land to commercial or allowing all industrial land to develop with whichever commercial uses; neither is good policy, so the City should be selective about it.
 - **Economic Development Manager Lorenzen** agreed 100%, noting that while job creation is a virtuous endeavor, there is no direct benefit to Wilsonville because the City's General Fund relies primarily on property taxes and does not receive a portion of income or sales tax. The economic development strategy of cities in states with sales tax

would focus more on increasing retail sales within the city, but that is not the case in Oregon.

- The City wants to maximize the utility of its lands from a property tax value per acre perspective. Manufacturing and industrial uses hit the mark.
- Commercial is important for livability and attracting workforce, but it does not have the same return on investment in Oregon as in other places and it is peripheral to the goal of economic development, which is maximizing property tax revenue.
- Understood the EDS included “explore expansion of allowable non-retail commercial uses in select industrial areas” as an action because the city has a surplus of available industrial land. (Slide 25)
 - **Ms. Underwood** clarified that including that action was driven by the city’s limited amount of commercial land. Certain non-retail commercial uses, such as recreational gymnastics centers, may not be suitable for Town Center, but could be well-suited in certain industrial zones. The City would want to be careful where such uses are allowed.

Chair Hendrix recalled a prior conversation from a November work session regarding Focus Area 4 and the importance of business retention. She inquired how the community’s concerns regarding businesses leaving Wilsonville had been incorporated into the final document to ensure the strategy addressed keeping existing businesses in place.

- **Ms. Underwood** confirmed addressing that concern was implemented into the action sheets, which included specific retention strategies from the Town Center Plan. Other places in the strategy made it clear that the EDS addresses supporting the growth of existing businesses, not just attracting new ones.
- **Planning Director Bateschell** stated that the specific details are located within the action sheets, which serve as an appendix to the EDS, which is an appendix to the EOA.
- **Economic Development Manager Lorenzen** added that many business retention and expansion actions, such as offering grants, revolving loan funds, or tenant improvement support, noted “requires additional resources.” The City’s ability to retain and support existing Town Center businesses as Town Center redevelops would require urban renewal funding. Business improvement districts create a fund to support business, but at the expense of the business, showing up on the property or business owner’s tax bill. Urban renewal is a division of tax and creates a fund by reallocating existing resources.
- He specifically highlighted urban renewal in Town Center as one of the most reliable funding sources for these efforts, explaining that it reallocates existing resources through tax division rather than creating a new direct expense for property or business owners.

Commissioner Zundel inquired about Focus Area 4, Action 2 and confirmed the proposed food cart incubation program is intended to be a recurring program, not just a one-time event and asked if the program was intended to be a pilot model that could be employed in other areas of the city and for other pop-up incubators, not just food carts. (Slide 25)

- **Planning Director Bateschell** explained that the action’s specific focus on Town Center is based on existing City policy as an adopted implementation action within the Town Center Plan. If successful, the program could serve as a model for expansion with further direction

from either a policy or an adopted plan that came through Planning Commission and City Council, or if City Council directed Staff to explore this concept in other locations in the city.

- Similar business incubation is already occurring in the city through private-sector partnerships, such as the ground-floor program at the new Vuela building adjacent to the transit center. While the City worked on that project, the program came from the developer and their local partner.
- **Economic Development Manager Lorenzen** noted Action 3, "Explore affordable commercial space models and partnerships," reflected the desire to incubate more businesses beyond just food carts and Town Center.

Commissioner Traugher asked whether the food cart idea would be a pop up or a permanent scenario, similar to the Willamette Garage in West Linn and Canby Beer Library.

- **Economic Development Manager Lorenzen** replied the City is taking inspiration from Tigard's Launch Pod Program where that City owns one food cart, leases the space at a deep discount to a new incubating food business, which will receive mentorship and help to become successful. Once the business graduates, the space is vacated, allowing a new business to take its place.
 - As far as the incubation program resulting in a pop up or a permanent scenario, ideally a permanent food cart pod would be developed by the private sector, and the City would just participate in that pod.

Commissioner Candrian noted the resolution language stated the EDS may have future budget implications which would be evaluated through separate City Council actions. He asked about that particular phrasing and if the Commission's recommendation for approval would lock Council into having to address future budget implications or obligate Council to find significant funding later.

- **Planning Director Bateschell** clarified the intent of the language is to ensure the City Council is not locked into requiring budget adjustments to implement any actions that state more resources are required. Council could consider any recommended actions requiring additional budget resources separately in the future. The City is not guaranteeing any of those actions will be done as they would require additional action.

Senior Planner Myers restated Staff's recommendation to adopt Resolution LP26-0001, noting that the City Council public hearing would be on March 2, 2026.

Chair Hendrix confirmed there was no public testimony as no members of the public were in Council Chambers and no one was present via Zoom.

Chair Hendrix appreciated the questions from the new Commissioners and noted the Planning Commission had asked a lot of questions during the handful of work sessions held this last year. She was excited especially to have the EOA as a tool in the toolkit for the City.

Commissioner Zundel stated as a new Commissioner, tonight's hearing was a trial by fire, and he appreciated the questions raised by fellow Commissioners. The hearing was a helpful way to immerse himself in a matter central to the Planning Commission and orient him in the space.

Chair Hendrix closed the public hearing at 6:56 pm and called for a motion.

Commissioner Constantine moved to adopt Resolution No. LP26-0001. Commissioner Candrian seconded the motion, which passed 6 to 0. (Ayes: Hendrix, Semenova, Constantine, Candrian, Zundel, Traugher. Nays: None.)

Chair Hendrix expressed appreciation to Staff and ECONorthwest for their time and hard work, and the ECONorthwest consultants for their technical expertise.

ADMINISTRATIVE MATTERS

2. Consideration of the December 10, 2025 Planning Commission Minutes
The December 10, 2025 Planning Commission minutes were accepted as presented.

3. Planning Commission Chair & Vice Chair Nomination

City Attorney Guile-Hinman reviewed the rules for nominating and electing the Chair and Vice-Chair.

Matt Constantine nominated Yana Semenova for 2026 Planning Commission Chair.

Following a roll call vote, Yana Semenova was unanimously elected as 2026 Planning Commission Chair.

Tabi Traugher nominated Matt Constantine as 2026 Planning Commission Vice Chair.

Following a roll call vote, Matt Constantine was unanimously elected as 2026 Planning Commission Vice Chair.

INFORMATIONAL

4. City Council Action Minutes (December 1 & 15, 2025 and January 5, 13, & 22, 2026) (No staff presentation)
5. 2026 PC Work Program (No staff presentation)

Planning Director Bateschell updated that the City has just now been able to sign and officially put in place the grant agreement with the State regarding the Housing Statutory Compliance Project that Senior Planner Rybold presented to the Planning Commission in January. Because Staff will not have time to prepare the draft in time for the regular Commission meeting in March, she asked the Planning Commission to reschedule the March 11th meeting to March 30th

if the Commissioners' schedules allowed so Staff could still present the project to Council in April to stay on schedule.

The Commission consented to reschedule the March 11th meeting to Monday, March 30, 2026 at 6:00 pm.

The Planning Commissioners shared brief personal and professional introductions, sharing how long they have lived in Wilsonville and their reasons for joining the Commission.

ADJOURN

The meeting was adjourned at 7:23 p.m.

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