



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: August 4, 2025		Subject: Wilsonville Industrial Land Readiness – Citywide Economic Opportunities Analysis Staff Members: Cindy Luxhoj AICP, Associate Planner; Dan Pauly AICP, Planning Manager; Matt Lorenzen, Economic Development Manager 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 checked="" type="checkbox"/> Information or Direction <input 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: Provide input on the Citywide Economic Opportunities Analysis.			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
<input checked="" type="checkbox"/> Council Goals/Priorities: Attract high-quality industry and support economic opportunity for all in Wilsonville (2023-2025 City Council Goal)	<input checked="" type="checkbox"/> Adopted Master Plan(s): Wilsonville Economic Development Strategy; Wilsonville Comprehensive Plan; Basalt Creek Concept Plan; Coffee Creek Master Plan; Town Center Plan	<input type="checkbox"/> Not Applicable	

ISSUE BEFORE COUNCIL:

Staff seeks input from the City Council on two key work products that inform the Economic Opportunities Analysis (EOA) for the Citywide portion of the Wilsonville Industrial Land Readiness (WILR) project to be adopted at the end of this year or in early 2026.

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 by establishing a regulatory, policy, and strategic framework.

The Citywide portion of the project is a broad review of development opportunities and challenges for the City’s industrial and commercial lands and updates Wilsonville’s Economic Opportunities Analysis (EOA), which was last revised in 2012. This EOA update provides Wilsonville with the opportunity to address the requirements of Goal 9 (Economic Development) of Oregon’s Statewide Land Use Planning Goals (Oregon Administrative Rules [OAR] 660-009) while updating the City’s vision for strengthening the local economy and providing adequate land to accommodate the next 20 years of employment growth.

Key tasks of the Citywide work, as further detailed in the table below, include analyzing market trends, inventorying employment lands, developing a long-term Economic Development Strategy for a 20-year planning horizon, and recommending refinements to the City’s Development Code to support anticipated economic activity. This updated EOA will serve as a companion to the City’s Housing Needs and Capacity Analysis, providing a comprehensive foundation for future decisions related to both residential and employment growth.

Key tasks and their purpose:

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 this City Council work session, staff and EConorthwest will present preliminary findings from two key work products:

- Buildable Lands Inventory (BLI) Memo; and
- Economic Inventory and Potential Growth Forecasts Memo.

Preliminary Findings

Buildable Lands Inventory Memo

The analysis found 366 acres of unconstrained buildable land available to support job growth within Wilsonville's City limits and the City's portion of the Metro urban growth boundary (UGB). The land includes 303 acres designated for industrial use, 45 acres undesignated but intended for industrial use, and 13 acres designated for commercial use (Attachment 1). In total, 96% of this land is either designated or intended for industrial development. After forecasting employment growth using the preferred rate (detailed in the next section), job numbers are converted to land demand based on employees per acre. This demand is then compared to the BLI's land supply to determine how much land is needed for future employment growth.

Economic Inventory and Potential Growth Forecasts Memo

Key findings of this analysis (Attachment 2) include:

- Commuting patterns: Based on commuting patterns of roughly 30,000 workers in 2022, nearly 20,000 commute into Wilsonville for work, while just over 10,000 commute out to work elsewhere; about 1,800 people both live and work in Wilsonville.
- Job growth: Wilsonville had about 23,100 covered jobs in 2023, with roughly 3,500 added since 2007 (1.0% average annual growth).
- High-wage sectors: In 2023, wages above the City average of \$77,904 were found in construction; manufacturing; wholesale trade; information; professional, scientific, and technical services; management of companies and enterprises; and government.
- Some economic development factors in Wilsonville (full list in Attachment 2):
 - Advantages: strategic location, proximity to growing industrial areas, access to a skilled and educated workforce, City-wide Wilsonville Investment Now (WIN) program, redevelopment potential, high quality of life
 - Challenges: limited supply of development-ready industrial land, presence of contractor establishments that complicate urban development, regional housing affordability challenges

EcoNorthwest identified four growth rates that could be used for the employment forecast for the 20-year planning horizon (2026-2046) including the following:

- Metro's Urban Growth Report 2024 (0.42%)
 - The rate that Metro is forecasting for employment growth across the region
- Oregon Employment Department (OED) Regional Employment Growth (0.85%)
 - The rate the State used to forecast employment growth for Clackamas, Washington, and Multnomah counties for the 2023-2033 period
- Historic Employment Growth in Wilsonville (2007-2023) (1.03%)
 - The rate for employment growth in Wilsonville between 2007-2023

- Housing Needs and Capacity Analysis (HNCA) Growth Rate (1.20%)
 - The rate from the Housing Needs and Capacity Analysis for growth of Wilsonville’s households over the 2025-2035 period; Households in Wilsonville grew by 2.5% per year between 2010-2023

Each employment forecast option results in a different estimate of how much land Wilsonville may need to support job growth over the next 20 years. There is no “correct” forecast. Selecting a forecast will shape the City’s long-term economic development and land use policies, so it is important that the forecast is based on realistic assumptions and reflects local priorities and vision. All the growth rates presented are reasonable and supported by available data. Considerations associated with each of these growth rates are included in the Economic Inventory and Potential Growth Forecasts Memo (Attachment 2) and will be discussed in more detail during the work session presentation.

Planning Commission Feedback

During discussion at their July 9 meeting, the Planning Commission indicated that they find the Buildable Lands Inventory methodology and preliminary findings reasonable and well-grounded. Further, their discussions support using the Oregon Employment Department (OED) Regional Employment Growth Rate of 0.85% for the employment forecast in the EOA to calculate land sufficiency. The Planning Commission finds the projection reasonable based on market analysis and employment trends. While Wilsonville has historically grown quickly, that pace is slowing as the city nears buildout. Significant investment is needed to develop remaining industrial land, so slower growth is expected over the next 5–10 years, with more development anticipated later in the 20-year planning period. Commercial growth will rely on redeveloping the Town Center and repurposing large vacant buildings. Hence, while the OED Employment Growth Rate is slower than Wilsonville’s historical average, it aligns with state and national trends and remains aspirational yet realistic. Staff is seeking the City Council’s input on whether they concur with the Planning Commission’s support of the OED Growth Rate or think a different growth rate better reflects Wilsonville’s employment growth vision.

Questions for City Council:

Following staff’s presentation, the City Council’s guidance is requested on the following:

- Buildable Lands Inventory (BLI)
 - Does the City Council concur with staff and the Planning Commission that the BLI methodology and preliminary findings are reasonable?
- Economic Inventory and Potential Growth Forecasts Memo
 - Does the City Council agree that using the OED Growth Rate of 0.85% to guide land need planning, as recommended by staff and the Planning Commission, is the best choice given the market analysis and employment trends anticipated for the 20-year planning horizon?

EXPECTED RESULTS:

Feedback from City Council at this work session will inform completion of the employment forecast and land sufficiency analysis, both key components of the EOA. This input will also help shape the Economic Development Strategy to cultivate sustainable economic growth in Wilsonville.

TIMELINE:

Work sessions with the City Council on the EOA and Economic Development Strategy are anticipated to occur throughout the rest of this year. EOA adoption hearings are expected at the end of this year or in early 2026.

CURRENT YEAR BUDGET IMPACTS:

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

COMMUNITY INVOLVEMENT PROCESS:

Public engagement in this Citywide part of the WILR project focuses on involving decision-makers, an Advisory Committee, stakeholder interviews/focus groups, and the broader public in meaningful discussion of the City's economic opportunities. This information will be considered in formulating economic development strategies and 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 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:

As key strategic projects with actionable steps are identified and Citywide economic development strategies take shape, a range of alternatives will be explored in collaboration with the City Council.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Draft Buildable Lands Inventory Memo and Appendix (Methods and Definitions)
2. Draft Economic Inventory and Potential Growth Forecasts Memo