



PLANNING COMMISSION

WEDNESDAY, NOVEMBER 12, 2025

WORK SESSION

3. Wilsonville Industrial Land Readiness (West Railroad)
 (Luxhoj/Lorenzen)(45 Minutes)



PLANNING COMMISSION MEETING STAFF REPORT

Meeting Date: November 12, 2025		Subject: Wilsonville Industrial Land Readiness – West Railroad Area of Basalt Creek	
		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:	
Staff Recommendation: Provide direction on a preferred concept and potential zoning approaches for the West Railroad area of Basalt Creek.			
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): Basalt Creek Concept Plan	☐ Not Applicable	

ISSUE BEFORE COMMISSION

Provide feedback on the Preliminary Preferred Concept for the West Railroad area of Basalt Creek, along with guidance on potential zoning approaches. This input will inform the Basalt Creek Master Plan, scheduled for adoption in 2026, which will serve as the basis for Development Code standards specific to the area.

EXECUTIVE SUMMARY:

The City is actively advancing the policy framework outlined in the Basalt Creek Concept Plan to make the Basalt Creek planning area “development ready” from a land use policy perspective. In parallel, staff are working on infrastructure financing and other key actions to support future development.

The Basalt Creek-focused portion of the Wilsonville Industrial Land Readiness (WILR) project aims to adopt both a Master Plan and Development Code standards for the area. As discussed at previous work sessions, planning for West Railroad was deferred when the Basalt Creek Concept Plan was adopted in 2018 due to natural resource constraints, limited access, fragmented property ownership, and lack of infrastructure. Thus, while the rest of Basalt Creek has assigned land use types and supporting details in the Concept Plan, which provide a strong basis for development of a Master Plan and Development Code standards, West Railroad still requires this level of planning.

The joint City Council and Planning Commission work session on October 6, 2025, provided an opportunity to explore and provide guidance about different concepts in West Railroad for the public realm – including streets, parks, open spaces, and pathways – and land use, which defines allowed uses along with siting and design requirements to support a desired character for the area. This guidance, summarized in Attachments 1, 2, and 3, informed development of a Preliminary Preferred Concept for West Railroad (Attachment 4), to be presented at this Planning Commission work session and further refined through discussion at a City Council work session on November 17, 2025. The final preferred concept will be incorporated into the Basalt Creek Master Plan and implemented through Development Code standards.

West Railroad Concepts – Opportunities and Constraints

The three concepts presented at the joint work session, with identified opportunities and constraints, are summarized in the table below and illustrated in Attachment 2:

West Railroad Concepts	Opportunities	Constraints
Concept 1: Tonquin Environment – Emphasizes natural resource enhancement and ecological integration. Employment areas would support campus-style development, craft industrial uses, and small-scale office or manufacturing spaces.	Presents strong opportunity to capitalize on Ice Age Tonquin Trail Corridor and establish continuous greenway along Coffee Lake Creek, enhancing connectivity and recreation while highlighting area’s natural assets.	Significant environmental emphasis may come at expense of job creation. Large share of land dedicated to natural areas could overly limit employment and economic potential

West Railroad Concepts	Opportunities	Constraints
Concept 2: Manufacturing and Industry – Focused on regional connectivity and employment generation. Envisions upgrades to key transportation infrastructure. Land use mix emphasizes large-scale industrial and office development to attract high-density employment opportunities.	Offers strongest job creation potential, with opportunities to integrate vocational or higher education components. Provides most long-term revenue and property value, while maintaining flexibility to incorporate natural areas—such as extending Coffee Lake Creek greenway into development design.	Success depends heavily on infrastructure feasibility. Both Grahams Ferry Road undercrossing and Cahalin Road crossing are critical elements; question whether these improvements would be achievable or cost-effective.
Concept 3: Limited Connectivity with Flexible Land Use – Allows for broad mix of land uses not typically found elsewhere in Wilsonville. Emphasizes flexibility and responsiveness to market demand, potentially supporting commercial recreation, outdoor retail, storage, and low-intensity small businesses.	Keeps future options open, allowing for mix of uses and natural features, providing flexibility for community to respond to evolving market conditions.	Lacks intentionality and forward-thinking approach that typically guides Wilsonville’s planning efforts. Without clearer direction, may appear more reactive than strategic.

Preferred West Railroad Concept Considerations

At the joint work session, the Planning Commission and City Council expressed an affinity for a combination of Concepts 1 and 2 in the Preferred West Railroad Concept. They noted that Wilsonville is well positioned to leverage natural resources in the area as an economic and community asset, with the potential for nature to support a broader business ecosystem. Large parcel sizes were recognized as a unique advantage that could allow site aggregation and coordinated development without direct City intervention. There also was interest in fostering employment opportunities that complement nearby Tualatin, supporting a more regionally balanced mix of uses. Key challenges include limited infrastructure, connectivity, and access, the need to balance conservation with job creation, difficulty of assembling properties, and the railroad’s proximity, which may restrict certain sensitive land uses. Throughout the discussion, Commissioners and Councilors emphasized Wilsonville’s history as a forward-thinking City, setting the stage for creative, sustainable, strategic approaches to future planning in the West Railroad area.

Key considerations to shape and implement the vision for West Railroad are summarized in the following table and described in more detail in Attachment 3:

Key Considerations for West Railroad
Land Use
• Establish a clear long-term vision • Recognize current market realities • Promote flexibility through zoning and policy • Encourage high-quality design and place identity
Transportation
• Address access and connectivity constraints • Prioritize regional and freight mobility • Incorporate multimodal and complete network principles • Collaborate with regional partners and consider phased implementation
Infrastructure
• Plan for scalable (phased) infrastructure investments • Coordinate regional partnerships • Integrate green and resilient systems • Maintain long-term flexibility
Economic Development
• Facilitate land coordination and aggregation • Invest in infrastructure readiness • Support regulatory efficiency • Explore incentives and investment tools • Establish branding and market positioning

Preliminary Preferred Concept

The Preliminary Preferred Concept for West Railroad (Attachment 4) incorporates opportunities, constraints, and key considerations identified during the joint work session, along with direction from the Planning Commission and City Council. The concept will be presented in detail at the upcoming work session, where the Planning Commission will be invited to provide feedback.

Potential Zoning Approaches for West Railroad

As previously discussed, the West Railroad area was not assigned a land use designation in the Basalt Creek Concept Plan and therefore lacks direction for potential zoning. As the Preliminary Preferred Concept evolves—guided by City Council and Planning Commission input to support flexible zoning and high-quality design—staff is presenting two potential zoning approaches for Planning Commission consideration:

- Apply Section 4.135 PDI – Planned Development Industrial Zone
 - Allows a variety of industrial operations and associated uses
 - Subject to industrial performance standards and general development regulations for on-site pedestrian access and circulation, parking, landscaping, site design, etc.
 - Application for development must follow the standard process requiring land use review by the Development Review Board

- Apply new Section 4.134 NWI – Northwest Industrial Zone
 - Allows a variety of industrial operations and associated uses from both the PDI Zone and PDI-RSIA Zone, but also may allow several new uses, such as hospitals, direct-to-consumer E-commerce fulfillment or logistics, specialty automotive services, data centers, commercial recreation, and contractor establishments.
 - Subject to industrial performance standards, as well as to the design requirements of the former Coffee Creek Industrial Design Overlay District (form-based code), which have been incorporated into the NWI Zone, establishing standards for street design and connectivity, site design and circulation, building form, and building architecture and landscape.
 - Application for development may follow either a Class 2 Administrative Review process if all clear and objective standards are met or a Development Review Board process if any waivers to the standards are needed, potentially resulting in a shorter land use review timeline.

Discussion Questions

The Planning Commission is invited to provide input in response to the questions below:

- Preliminary Preferred Concept for West Railroad
 - Does the Preliminary Preferred Concept reflect the opportunities, constraints, and key considerations identified during the joint work session?
 - Is the Preliminary Preferred Concept consistent with the guidance and direction provided by the Planning Commission and City Council?
 - Are there aspects of the Preliminary Preferred Concept that need refinement or clarification?
- Potential Zoning Approaches for West Railroad
 - What feedback does the Planning Commission have about the potential zoning approaches for West Railroad?
 - Which potential zoning approach – Planned Development Industrial (PDI) or Northwest Industrial (NWI) – does the Commission recommend advancing for the West Railroad area?

EXPECTED RESULTS:

Planning Commission feedback on the Preliminary Preferred Concept for West Railroad will guide the development of a final concept for land use and the public realm in the West Railroad area. Staff will incorporate this input into the Basalt Creek Master Plan and use it to shape Development Code amendments, including appropriate zoning, to support future development in the area.

TIMELINE:

The City Council will review the Preliminary Preferred Concept at their November 17, 2025 work session. Adoption hearings at Planning Commission and City Council for the Basalt Creek Master Plan and Development Code amendments are expected in early to mid-2026.

CURRENT YEAR BUDGET IMPACTS:

Funding for the current work is allocated in the FY2025-26 Planning Division budget. The project is primarily funded by a \$290,000 Metro grant.

COMMUNITY INVOLVEMENT PROCESS:

The Basalt Creek Concept Plan review process included comprehensive community involvement. The WILR project has solicited input from Business Oregon, Greater Portland Inc., property owners, and developers to understand the demand for industrial land in Wilsonville and property owners' current and future plans. This input informed preparation of studies and reports and will guide the Basalt Creek Master Plan and related Development Code amendments.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

When developed, Basalt Creek, including West Railroad, will generate jobs, contributing to the income and property tax base, supporting economic mobility through family-wage employment, and enhancing Wilsonville's livability. This will allow the industrial area to reach its full economic potential, positively impacting the greater Wilsonville community.

ALTERNATIVES:

A Preliminary Preferred Concept for West Railroad, as well as alternative potential zoning approaches, will be presented at the work session for Planning Commission feedback.

ATTACHMENTS:

1. Joint Planning Commission and City Council Work Session Summary (October 6, 2025)
2. Joint Work Session Mural Board Notes (October 6, 2025)
3. Preliminary West Railroad Preferred Concept Considerations Memorandum
4. Preliminary Preferred Concept for West Railroad

Wilsonville Industrial Land Readiness (WILR)

JOINT PLANNING COMMISSION (PC) AND CITY COUNCIL (CC) WORK SESSION SUMMARY | OCTOBER 6, 2025

Meeting Format

The joint Planning Commission and City Council work session was held on October 6, from 5:00 – 6:40 p.m., in the Wilsonville City Council Chambers. Alex Dupey and Lauren Scott from the MIG Consultant Team attended in person to present while Meg Grzybowski hosted the virtual discussion on Mural Board. The team briefly reviewed the existing conditions within the West Railroad project area and then presented the three potential urban design concepts for the area for feedback and discussion. The team also hosted a discussion regarding the preferred design elements and components from the concepts presented to the Planning Commission and City Council.

Existing Conditions Presentation

During the presentation, the Team reviewed existing conditions for the West Railroad area of the Basalt Creek Concept Plan. Recent site analysis indicates that the area now contains significantly less habitat than it did in the 1990s. Still, only slightly more than half of the land is considered “unconstrained” for development. Natural resource constraints are primarily concentrated along the western edge near Coffee Lake Creek.

The area’s large parcel sizes make it attractive for potential development, but existing land is largely dominated by contractor establishments and a mining operation. Currently, the West Railroad area lacks sewer, water, and stormwater infrastructure. However, it is well positioned relative to the regional transportation network, with close proximity to I-5. The site is separated from the rest of the Basalt Creek Planning Area by the Portland and Western Railroad line and a large BPA easement running parallel to it. A key infrastructure element for improving future connectivity will be the Grahams Ferry Road railroad undercrossing, which currently has too low of a clearance to accommodate freight traffic.

Draft Urban Design Concepts

The following draft concepts were presented to the City Council and Planning Commission as starting points for discussion.

C1: Tonquin Environment

This concept emphasizes natural resource enhancement and ecological integration. It envisions an improved creek edge, an extended Tonquin Trail corridor, and interconnected open space and forest areas. Employment areas would support campus-style development, craft industrial uses, and small-scale office or manufacturing spaces. The concept centers on creating a unique employment and innovation district where economic development is closely tied to environmental stewardship and access to high-quality natural and recreational amenities.

C2: Manufacturing & Industry

Focused on regional connectivity and employment generation, this concept envisions upgrades to key transportation infrastructure such as the Grahams Ferry Road railroad undercrossing and the Cahalin Road railroad crossing. The land use mix emphasizes large-scale industrial and office development to attract high-density employment opportunities. Overall, this concept positions the area as a hub for manufacturing and logistics supported by improved access and circulation.

C3: Limited Connectivity and Flexible Land Use

This market-driven concept allows for a broad mix of land uses not typically found elsewhere in Wilsonville. It emphasizes flexibility and responsiveness to market demand, potentially supporting commercial recreation, outdoor retail, storage, and low-intensity small businesses. Rather than a predetermined vision, this concept encourages organic growth and adaptation based on evolving economic conditions.

DISCUSSION

Guiding Principles

Of the market-driven, balanced, and aspirational Guiding Principles from the Basalt Creek Master Plan, a discussion was held to identify what principles felt the most relevant to West Railroad, what the opportunities were, and what would be more challenging in the area.

The discussion highlighted both opportunities and challenges in shaping guiding principles for the West Railroad area. Commissioners and Councilors noted that Wilsonville is well positioned to leverage its natural resources as an economic and community asset, with the potential for nature to support a broader business ecosystem. Large parcel sizes were recognized as unique advantages that could allow site aggregation and coordinated development without direct City intervention. There was also interest in fostering employment opportunities that complement nearby Tualatin, supporting a more regionally balanced mix of uses.

Key challenges include limited infrastructure, connectivity, and access—particularly across the railroad at Cahalin Road—and concerns about flood risk in areas near the wetlands. While preserving natural features like the Ice Age Tonquin Trail corridor remains a priority, participants acknowledged the need to balance conservation with job creation. Additional considerations include the difficulty of assembling properties and the limitations imposed by the railroad’s proximity, which may restrict certain sensitive land uses.

Throughout the discussion, Commissioners and Councilors emphasized Wilsonville’s history as a forward-thinking city, setting the stage for creative, sustainable, and strategic approaches to future planning in the West Railroad area.

Urban Design Concepts

The discussion of urban design concepts led to the group leaning towards a preferred concept that was a balance of C1 and C2. However, there were pros and cons to each concept that were taken into consideration, as summarized below:

C1: Tonquin Environment

Pros / Opportunities:

This concept presents a strong opportunity to capitalize on the Ice Age Tonquin Trail corridor and establish a continuous greenway along Coffee Lake Creek, enhancing connectivity and recreation while highlighting the area’s natural assets.

Cons / Constraints:

Participants expressed concern that the significant environmental emphasis may come at the expense of job creation. The large share of land dedicated to natural areas could overly limit employment and economic potential.

C2: Manufacturing & Industry

Pros / Opportunities:

C2 offers the strongest job creation potential, with opportunities to integrate vocational or higher education components. It is seen as providing the most long-term revenue and property value, while also maintaining flexibility to incorporate natural areas—such as extending the Coffee Lake Creek greenway into the development design.

Cons / Constraints:

The concept’s success depends heavily on infrastructure feasibility. Both the Grahams Ferry Road undercrossing and the Cahalin Road crossing are critical elements, and participants questioned whether these improvements would be achievable or cost-effective.

C3: Limited Connectivity and Flexible Land Use

Pros / Opportunities:

This approach keeps future options open, allowing for a mix of uses and natural features that could include elements like commercial recreation or a multi-use complex. It provides flexibility for the community to respond to evolving market conditions.

Cons / Constraints:

Some felt the concept lacks the intentionality and forward-thinking approach that typically guides Wilsonville's planning efforts. Without a clearer direction, it may appear more reactive than strategic.

Preferred Elements

As previously mentioned, the Planning Commission and City Council expressed an affinity for the combination of C1 and C2. When asked what the preferred elements or pieces were from their ideal concept, several key elements came to the forefront:

- Balance between the natural and built environment
- Property values and job creation
- Creating a core space
- Intentional planning and intervention; though opportunity for flexibility
- A linear greenway
- Ability to align land uses with Tualatin

Strategies

A final piece of the discussion had the Commissioners and Councilors brainstorming how Wilsonville could achieve these concepts (or elements of the concepts); what the City's role was, and what tools or strategies could be considered when advancing the vision for West Railroad. Some suggestions included:

- Form-based regulations
- Incentives
- Partnership and legislative support

Defining Phrases

When asked to provide defining phrases or unique characteristics that would define the future of West Railroad, these phrases were presented as top of mind:

- Attractive
- Active
- High-use
- Jobs and industry
- Flexibility

Additional Questions

There were additional questions posed by the Planning Commission and City Council that will be included in the considerations for the preferred Concept.

Q: What was the initiator for the large levels of development over the last 15 years?

Q: Construction costs for Graham's Ferry Road railroad undercrossing improvements – are they in today's dollars or future estimates?

Q: Over time have we seen a change in gravel activity at the quarry and what do we know for the future?

A: We don't really know what their plans are. One of the landowners said they had acquired another firm, so they would be shifting to the Tualatin facility, but no plans in the immediate future for this part of their properties in West Railroad.

Q: Trail system and wetlands – is that integrated into the plan or is it separate?

A: Assuming trail / regional system and wetlands would remain.

Q: Has the city heard from developers/investors interested in the area? Could we use those conversations to tailor the approach?

A: Unlimited interest in industrial land in Wilsonville, though the land has to be served by infrastructure and there has to be a reasonable path forward to aggregating a site

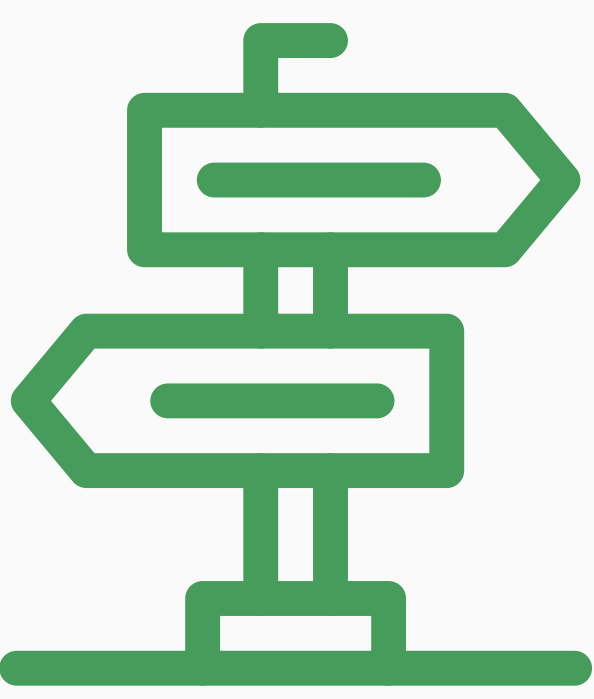
Q: What prevents trucks from coming up to Graham's Ferry Road from the south?

A: That is a long way around – want access to the I-5 interchange – desirable for access

A: Haven't completed traffic study to analyze

Q: What top sectors can we attract if sensitive sectors (to noise and vibration) cannot come in?

GUIDING PRINCIPLES



Which principles feel most relevant here?

Are there any that will be more challenging to meet in West Railroad?

MARKET-DRIVEN:

- MEET REGIONAL RESPONSIBILITY FOR JOBS.
- MAXIMIZE ASSESSED PROPERTY VALUE.

BALANCED:

- CAPITALIZE ON THE AREA'S UNIQUE ASSETS AND NATURAL LOCATION.
- EXPLORE CREATIVE APPROACHES TO INTEGRATE JOBS AND HOUSING IN THE CRAFT INDUSTRIAL LAND USE TYPE.
- ENSURE APPROPRIATE TRANSITIONS BETWEEN LAND USES.
- DESIGN COHESIVE AND EFFICIENT TRANSPORTATION AND UTILITY SYSTEMS.

ASPIRATIONAL:

- MAINTAIN AND COMPLEMENT WILSONVILLE'S UNIQUE IDENTITY.
- CREATE A UNIQUELY ATTRACTIVE BUSINESS COMMUNITY UNMATCHED IN THE METROPOLITAN REGION.
- INCORPORATE NATURAL RESOURCE AREAS AND PROVIDE RECREATIONAL OPPORTUNITIES AS COMMUNITY AMENITIES AND ASSETS.

THE OPPORTUNITIES

Ripe to maximize natural resources	Nature could feed into a broader business community	Large parcels are unique assets to the area
Jobs - key emphasis	Opportunity for West Railroad to aggregate sites without city intervention vs Coffee Creek/Basalt Creek	To blend with land uses in Tualatin - north of West Railroad

THE CHALLENGES

Infrastructure and access	Natural resources may have a limiting impact for what we can envision	Keep Tonquin and natural areas, but not at expense of jobs	Getting access across Cahalin
Site aggregation	Connectivity and transportation access	Sensitive uses could locate/site next to railroad	
	↓		
Access spacing requirements and slope	Flood risk for roadways	Parkway is a barrier for connections to Tualatin	

WILSONVILLE FACTOR / UNIQUE IDENTITY

Forward thinking as a City			
			without the City driving development (owning the land), likely to see spec development

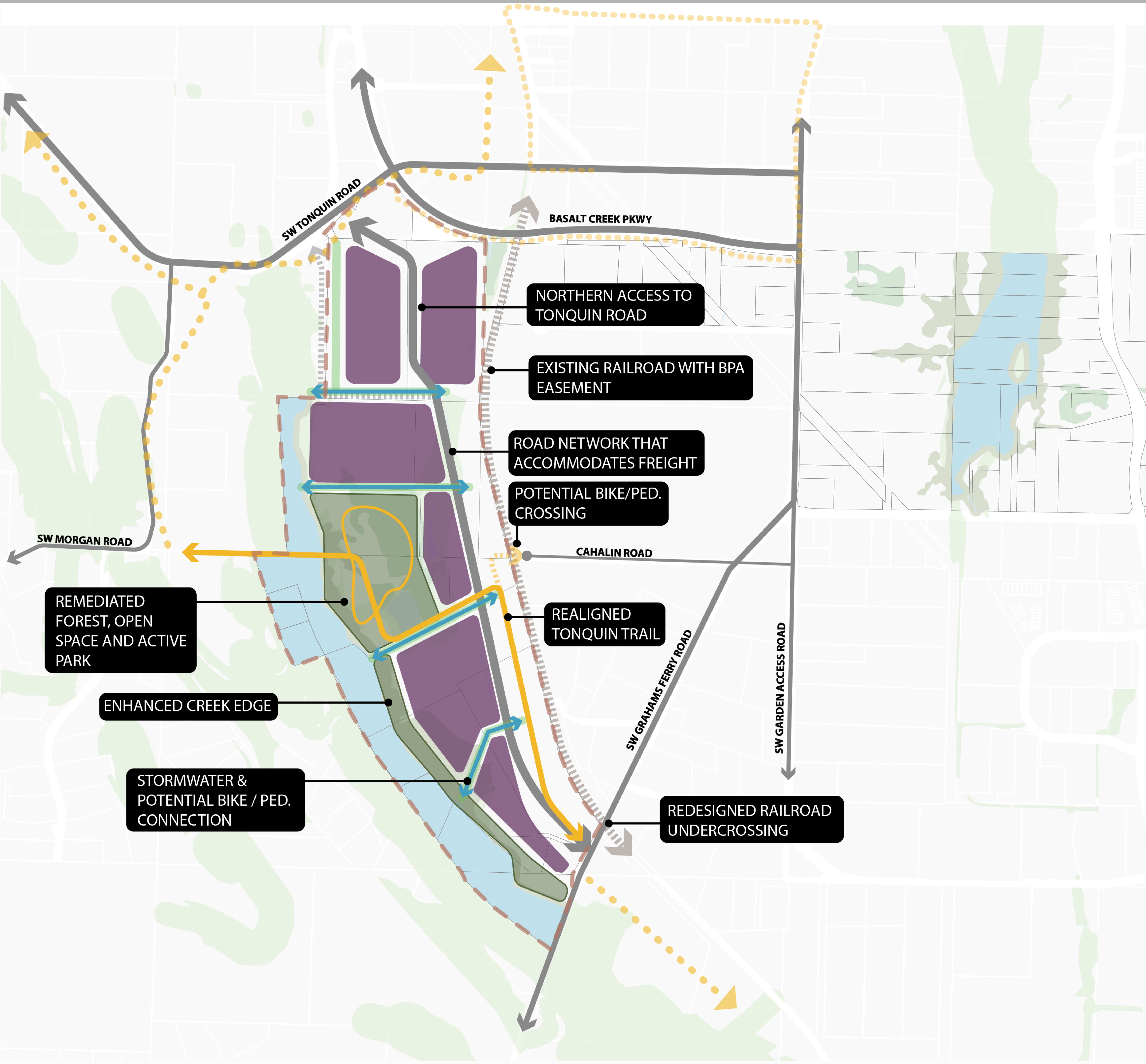
C1: TONQUIN ENVIRONMENT



- | | | |
|---|--|--|
| capitalizing on Tonquin Trail | greenway across the entire Coffee Lake Creek | |
| large environmental component may limit jobs too much | may not bring enough job creation | |



C2: MANUFACTURING & INDUSTRY



👍 revenue stream

👎 undercrossing a key element

could the primary access be at the north end off of Tonquin?

👍 job emphasis

brings in ample environment to balance the two

provide the most property value in the long run

most flexibility in what can be located here

Consider greenway across the entire area - flexibility to use natural area to the west as part of development

consideration for vocational or higher education

Cahalin crossing is a key (straight shot)

can the State encourage the Cahalin crossing?

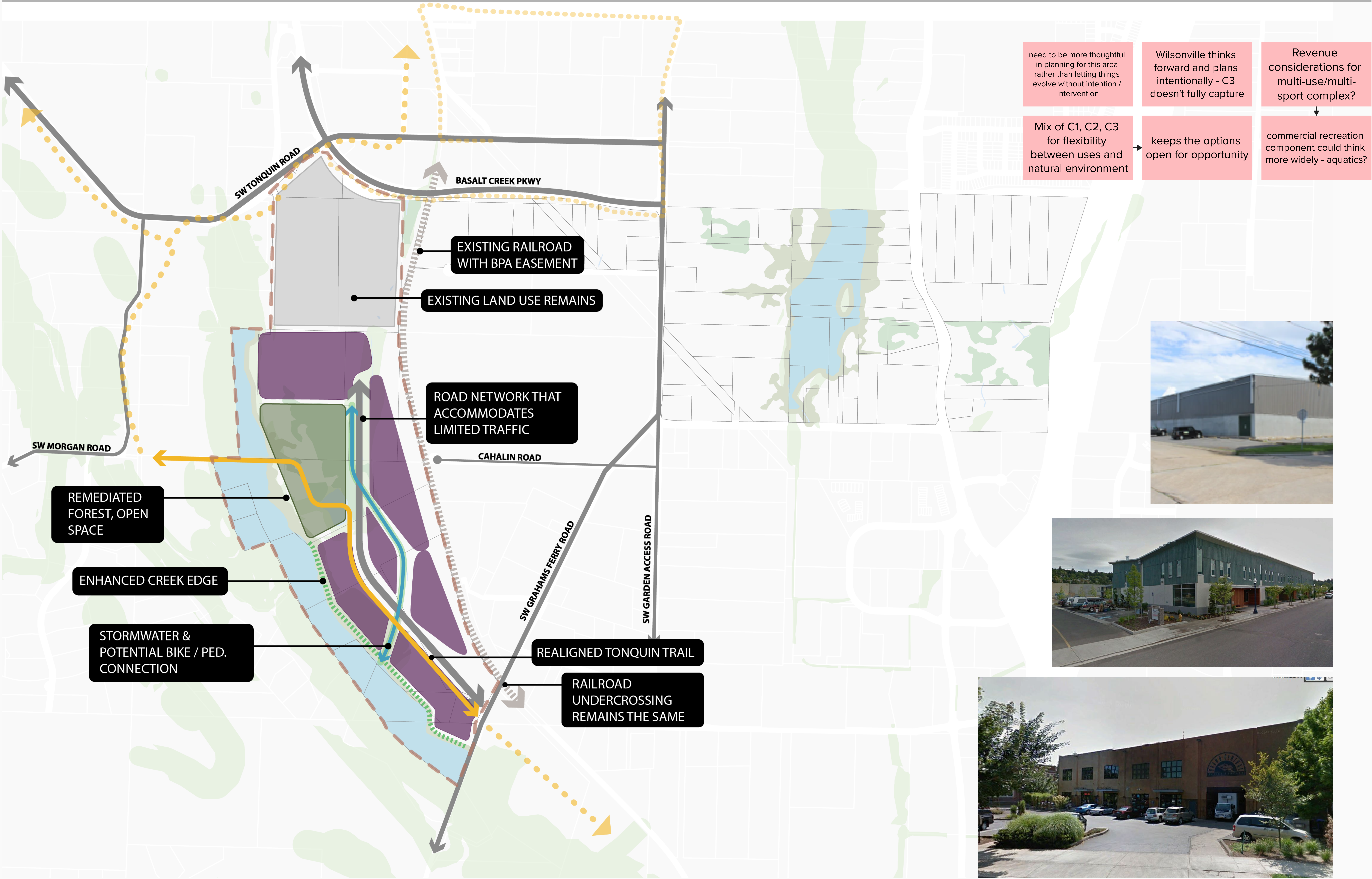
Challenging (private crossing) to get approved with the RR



ANCESTRY AS AN EXAMPLE



C3: LIMITED CONNECTIVITY WITH FLEXIBLE LAND USES



need to be more thoughtful in planning for this area rather than letting things evolve without intention / intervention

Wilsonville thinks forward and plans intentionally - C3 doesn't fully capture

Revenue considerations for multi-use/multi-sport complex?

Mix of C1, C2, C3 for flexibility between uses and natural environment

keeps the options open for opportunity

commercial recreation component could think more widely - aquatics?

PREFERRED ELEMENTS



What are the pieces/elements we want in a preferred concept?

Is there a starting point?



DEFINING PHRASES



HOW DO WE GET THERE?

What do we need to make this happen?

What is the City's role?

What tools, incentives, and strategies should be considered?



FORM BASED REGULATION	INCENTIVES	PARTNERSHIPS OR LEGISLATIVE SUPPORT	

memo portland

to Cindy Luxhoj and Miranda Bateschell, City of Wilsonville
from Alex Dupey and Lauren Scott, MIG
re West Railroad Area Preliminary Preferred Concept: Implementation and Policy Considerations
date 10/29/2025

Introduction

This memorandum describes the conceptual development framework and implementation considerations for the emerging *Preliminary Preferred Concept* for the West Railroad area within the Basalt Creek Concept Plan. The intent is to establish a visionary direction to guide future technical work and City planning.

It is anticipated that this list will continue to be refined during and following discussions with the Planning Commission, City Council, and staff as the West Railroad Preferred Concept is defined and integrated into the Basalt Creek Concept Plan.

Implementation Considerations

The following sections identify potential opportunities and issues that could impact future development as envisioned for the West Railroad area.

A. Land Use Considerations for Implementation

The West Railroad area today is primarily occupied by contractor yards and outdoor storage uses that are profitable for existing property owners and require little reinvestment. This presents a challenge for advancing more intensive, higher-value development in the near term. At the same time, Wilsonville is known for its visionary and forward-thinking planning that delivers economic growth, high-quality jobs, and attractive development.

Given these dualities, the City's land use approach should balance aspiration and adaptability (two Guiding Principles): maintaining flexibility to accommodate a variety of employment uses today, while positioning the area for more sophisticated, high-quality employment in the long term.

1. Establish a Clear Long-Term Vision

- Define the area as a premier employment destination that leverages its natural setting and multimodal pathways, roadways, and trails to attract modern industrial, manufacturing, and innovation-oriented users.
- Integrate open space corridors, wetlands, and potential trail connections into the development identity—creating an employment district that feels both productive and environmentally connected.
- Emphasize design excellence and site organization over rigid land use restrictions to elevate development quality.

2. Recognize Current Market Realities

- Acknowledge that existing contractor and yard uses are economically viable and likely to remain for some time; focus policy efforts on incremental improvement rather than immediate transformation.
- Identify opportunity sites or willing owners where redevelopment could feasibly occur first, setting the stage for future transitions.
- Allow interim or evolving use patterns that enable property owners to remain active participants in the area's evolution.

3. Promote Flexibility through Zoning and Policy

- Apply the Planned Development Industrial (PDI) or Northwest Industrial (NWI) Zone to West Railroad to better reflect the area's unique mix of rail adjacency, environmental context, and long-term vision.
- Consider a performance or form-based code that defines desired outcomes—such as design quality, environmental integration, and circulation standards—without limiting allowable uses too narrowly.
- Maintain broad use allowances to avoid turning away potential investment, even if near-term uses differ from the City's long-range aspirations.

4. Encourage High-Quality Design and Place Identity

- Develop design standards or guidelines for landscaping, building form, and site layout that create a cohesive and marketable identity for the area.
- Use natural amenities and trail connections as a distinguishing feature — positioning West Railroad as an attractive and sustainable employment area within the region.
- Explore opportunities for public realm investments (e.g., gateway features or greenways) that signal the City's commitment to quality development.

B. Transportation Considerations for Implementation

Transportation access is a defining challenge for the West Railroad area. The site's limited connections, physical barriers, and infrastructure deficiencies create significant uncertainty around how future development can effectively move goods, workers, and services. Despite these constraints, it will be important to explore all potential access opportunities to ensure the area's long-term viability as an employment district.

A future transportation framework should balance the area's freight mobility needs, environmental sensitivity, and cost feasibility, while maintaining flexibility as land use and infrastructure planning evolve.

1. Address Access and Connectivity Constraints

- **Tonquin Road (North Access):** Washington County's intersection spacing standards along Tonquin Road could limit the number and proximity of new access points from the north. This creates a barrier for direct entry into the site and will require coordination with the County to identify possible shared or consolidated access solutions.
- **Morgan Road (West Access):** Improving Morgan Road from Tonquin Road and extending Morgan Road eastward from the west could provide an additional entry point; however, wetland impacts and grade changes make this connection complex and costly. A feasibility

and environmental constraints study should be pursued before assuming its inclusion in the transportation network concept.

- **Cahalin Road (East Access):** A potential extension of Cahalin Road across the railroad could offer a strong central connection into the area, but would require crossing the rail line, a significant coordination challenge with Portland and Western Railroad and ODOT Rail (owner of the railroad ROW). While it may prove infeasible, it should remain under consideration during conceptual planning due to its potential long-term value.
- **Grahams Ferry Road Undercrossing (South Access):** The existing undercrossing is a critical freight linkage but currently undersized and in need of modernization. A site evaluation of this undercrossing was conducted in February 2025 and revealed that upgrading this facility could significantly improve freight mobility and overall connectivity at the southern end of the site but is costly. For more detailed information, refer to the *Graham's Ferry Road: Freight Traffic Accommodation Evaluation (2025)*.

2. Prioritize Regional and Freight Mobility

- Focus on ensuring efficient and safe connections to regional corridors such as I-5, Tonquin Road, and Basalt Creek Parkway.
- Recognize that freight traffic will define the area's transportation needs, and future design solutions should prioritize large-vehicle maneuverability and industrial circulation.

3. Incorporate Multimodal and Complete Network Principles

- While freight access is the primary need, incorporate complete street principles where feasible, particularly along internal corridors, to support safe access for pedestrians, bicycles, and potential transit service in the future.

4. Collaborate with Regional Partners and Consider Phased Implementation

- Work closely with Washington County, ODOT, and regional partners to ensure consistency with functional street classifications, spacing standards, and investment priorities to accommodate anticipated growth and future travel patterns.
- Consider a phased implementation approach for key transportation access points (SW Grahams Ferry Road, Cahalin Road, SW Morgan Road, SW Tonquin Road) to be improved or added over time as development occurs and funding becomes available.
- Pursue conceptual alignment studies and cost evaluations early to clarify feasibility before committing to major infrastructure investments.

C. Infrastructure Considerations for Implementation

The West Railroad area currently lacks basic infrastructure — including sanitary sewer, water, and stormwater systems — and extending these services will require significant public investment and regional coordination. Given these challenges, the City's approach should focus on strategic, scalable infrastructure planning that supports near-term feasibility while laying the groundwork for future buildout.

1. Plan for Scalable Infrastructure Investments

- Develop a phased approach that prioritizes strategic connections and essential services first, allowing incremental expansion as development demand materializes.

- Focus initial efforts on alignment within key streets and corridors (e.g., Basalt Creek Parkway, SW Tonquin Road, or Cahalin Road) to establish service entry points for both water and sewer infrastructure.

2. Coordinate Regional Partnerships

- Pursue state and regional funding sources (e.g., Business Oregon, Metro) to offset infrastructure costs for employment lands.

3. Integrate Green and Resilient Systems

- Use green infrastructure and low-impact development practices to manage stormwater.
- Preserve natural drainage corridors and open space networks as part of the stormwater system and long-term habitat strategy.
- Design infrastructure with climate resilience and adaptability in mind, recognizing the area's long buildout horizon.
- Consider including restoration or mitigation standards as a requirement of development, where feasible and appropriate, considering the significant tree and habitat loss already experienced in this area.

4. Maintain Long-Term Flexibility

- Avoid locking in costly infrastructure alignments before market direction becomes clearer; instead, establish conceptual utility corridors that identify key service entry points and trajectory of infrastructure, without committing to investments before the land is purchased by a developer.
- Ensure infrastructure design standards accommodate a range of development intensities, from lower-density industrial and logistics uses to potential future manufacturing or mixed employment.
- Continue to coordinate infrastructure planning with land use policy and economic development strategies, ensuring the City can respond to changing opportunities over time.

D. Economic Development Considerations for Implementation

The West Railroad area presents a significant opportunity but also notable development challenges, including fragmented ownership, limited access, and the need for major infrastructure investments.

Given these constraints, in order to achieve the type of high-quality development and return on investment envisioned, the City will need to take a leading role in shaping conditions for successful, market-ready employment growth.

The focus should be on creating a foundation of certainty, coordination, and readiness that can attract private investment over time. Strategies that should be considered include:

1. Facilitate Land Coordination and Aggregation

- Facilitate land assembly through public acquisition, land swaps, or partnerships with property owners to create larger, development-ready sites.
- Establish a redevelopment or land bank entity (e.g., urban renewal agency, development commission) to manage and prepare sites strategically.
- Use development agreements or master planning to coordinate multiple owners under a unified infrastructure and design framework.

2. Invest in Infrastructure Readiness

- Invest early in critical infrastructure (water, sewer, stormwater, road access) to clear a path for private developers.
- Pursue cost-sharing, reimbursement, or horizontal development agreements to spread infrastructure costs over multiple benefiting properties.
- Seek state and regional funding sources such as Business Oregon's Industrial Site Readiness Program or Metro's planning and development grants that help cities create master plans for industrially zoned land within the UGB.

3. Support Regulatory Efficiency

- Complete environmental impact and infrastructure studies in advance to remove additional steps developers have to take and to make site development more attractive.

4. Explore Incentives and Investment Tools

- Explore creative funding tools such as grants, earmarks, forgivable loans, tax increment financing (TIF), Local Improvement District, etc., to fund infrastructure and site preparation.
- Utilize the WIN (Wilsonville Investment Now) program or other tax incentive programs to attract high-value employers.
- Consider public-private partnerships for catalytic projects (e.g., shared logistics facilities, innovation centers).

5. Establish Branding and Market Positioning

- When the path to urbanization of this area becomes clear, establish a clear identity/brand for the area.
- Market the area regionally as a strategic employment hub with multimodal freight access and sustainable design potential.
- Coordinate branding and recruitment with regional economic development partners such as Greater Portland Inc and the local Chambers of Commerce.

Next Steps

The list of considerations will continue to be refined through and following discussions with the Planning Commission and City Council during their November meetings, as well as through ongoing coordination with City staff, as the West Railroad Preferred Concept is further developed and integrated into the Basalt Creek Concept Plan. In addition, the City is considering conducting additional site infrastructure planning to better understand potential opportunities and constraints. The findings from that work will also be incorporated into the evaluation and refinement of the preferred concept.

