



CITY COUNCIL AGENDA

December 01, 2025 at 7:30 PM

Wilsonville City Hall & Remote Video Conferencing

PARTICIPANTS MAY ATTEND THE MEETING AT:

City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon

YouTube: <https://youtube.com/c/cityofwilsonvilleor>

Zoom: <https://us02web.zoom.us/j/81536056468>

TO PARTICIPATE REMOTELY OR PROVIDE PUBLIC COMMENT:

Register with the City Recorder:

CityRecorder@wilsonvilleoregon.gov

Individuals may submit comments online at: <https://www.wilsonvilleoregon.gov/SpeakerCard>

via email to the address above, or may mail written comments to:

City Recorder – Wilsonville City Hall

29799 SW Town Center Loop East, Wilsonville, OR 97070

CITY COUNCIL MISSION STATEMENT

To protect and enhance Wilsonville's livability by providing quality service to ensure a safe, attractive, economically vital community while preserving our natural environment and heritage.

REVIEW OF AGENDA AND ITEMS ON CONSENT [5:00 PM]

COUNCILORS' CONCERNS [5:05 PM]

PRE-COUNCIL WORK SESSION [5:10 PM]

- A. [Wilsonville Industrial Land Readiness \(Citywide EOA and EDS\) \(Luxhoj/Lorenzen\) \[30 min\]](#)
- B. [2025 Solid Waste Rate Review & 2026 Rate Schedule \(Guile-Hinman\) \[30 min\]](#)
- C. [Public Safety Project Update – Updating Wilsonville Code Enforcement Provisions \(Guile-Hinman/Young\) \[30 min\]](#)

ADJOURN [6:40 PM]

Break to switch Zoom accounts [5 min.]

EXECUTIVE SESSION [6:45 PM]

1. ORS 192.660(2)(f) Exempt Public Records

To consider information or records that are exempt by law from public inspection.

2. ORS 192.660(2)(h) Legal Counsel/Litigation

To consult with counsel concerning the legal rights and duties of a public body with regard to current litigation or litigation likely to be filed.

ADJOURN [7:25 PM]

CITY COUNCIL MEETING

The following is a summary of the legislative and other matters to come before the Wilsonville City Council a regular session to be held, December 1, 2025 at City Hall. Legislative matters must have been filed in the office of the City Recorder by 10:00 a.m. on November 18, 2025. Remonstrances and other documents pertaining to any matters listed in said summary filed at or prior to the time of the meeting may be considered there with except where a time limit for filing has been fixed.

CALL TO ORDER [7:30 PM]

1. Roll Call
2. Pledge of Allegiance
3. Motion to approve the following order of the agenda.

MAYOR'S BUSINESS [7:35 PM]

4. Upcoming Meetings (Link to City Calendar: <https://www.wilsonvilleoregon.gov/calendar>)

COMMUNICATIONS [7:40 PM]

5. Police Department Update (Wurpes) [15 min]
6. Community Enhancement Project Update - Heart of the City (HOC) Project Report (HOC/Mombert) [15 min]
7. Town Center / Urban Renewal Communication Council Goal Update (Cosgrove/Mombert) [45 min]

CITIZEN INPUT AND COMMUNITY ANNOUNCEMENTS [8:55 PM]

This is an opportunity for visitors to address the City Council on any matter concerning City's Business or any matter over which the Council has control. It is also the time to address items not on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizen input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

COUNCILOR COMMENTS, LIAISON REPORTS AND MEETING ANNOUNCEMENTS [9:05 PM]

8. Council President Berry

9. Councilor Cunningham
10. Councilor Shevlin
11. Councilor Scull

CONSENT AGENDA [9:25 PM]

12. **Resolution No. 3223**

A Resolution Of The City Of Wilsonville Authorizing Acquisition Of Property Related To Construction Of The Boeckman Creek Flow Mitigation Project (CIP #7068) And Amending Resolution No. 3167. (Guile-Hinman)

13. **Resolution No. 3225**

A Resolution Of The City Of Wilsonville Adopting The South Metro Area Regional Transit Public Transportation Agency Safety Plan. (Kotler)

14. **Resolution No. 3227**

A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute A Construction Contract With R.A. Gray Construction To Construct The Elligsen Reservoir & Level C Reservoir Fall Protection & Security Improvement Projects (CIP 1152 & 1153). (Montalvo)

15. **Minutes of the November 17, 2025 City Council Meeting. (City Recorder)**

NEW BUSINESS [9:30 PM]

CONTINUING BUSINESS [9:30 PM]

16. **Ordinance No. 900 -2nd Reading (Legislative Non-Land Use)**

An Ordinance Of The City Of Wilsonville Implementing An Administrative Warrants Process By Amending Chapter 1 Of The Wilsonville Code To Add Sections 1.100 Through 1.180. (Guile-Hinman/Montalbo)

PUBLIC HEARING [9:35 PM]

CITY MANAGER'S BUSINESS [9:35 PM]

LEGAL BUSINESS [9:40 PM]

ADJOURN [9:45 PM]

**AN EXECUTIVE SESSION WILL
IMMEDIATELY FOLLOW THE WORK SESSION**

Time frames for agenda items are not time certain (i.e. agenda items may be considered earlier than indicated). The City will endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting by contacting Kimberly Veliz, City Recorder at cityrecorder@wilsonville.oregon.gov or 503-570-1506: assistive listening devices (ALD), sign language interpreter, and/or bilingual interpreter. Those who need accessibility assistance can contact the City by phone through the Federal Information Relay Service at 1-800-877-8339 for TTY/Voice communication.

*Habr   int  rpretes disponibles para aqu  llas personas que no hablan Ingl  s, previo acuerdo.
Comun  quese al 503-570-1506*



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 ☐ Motion ☐ Public Hearing Date: ☐ Ordinance 1 st Reading Date: ☐ Ordinance 2 nd Reading Date: ☐ Resolution ☒ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda	Advisory Board/Commission Recommendation ☐ 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



November 2025

City of Wilsonville Economic Opportunities Analysis **DRAFT**

Prepared for: City of Wilsonville

ECONorthwest

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Acknowledgments

ECOnorthwest prepared this report with support from the guidance and input of several partners, including members, staff, and leadership of the City of Wilsonville. This work was funded by Metro. The contents of this report do not necessarily reflect the views or policies of Metro.

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Executive Summary

The City of Wilsonville last completed an Economic Opportunities Analysis (EOA) in 2012. Since then, the City and the broader region have experienced significant economic changes driven by changes in the businesses located and growing in Wilsonville, evolving real estate market conditions, the COVID-19 pandemic, and shifts in national and state policies and priorities. One of Wilsonville's most important opportunities for future economic growth is the continued industrial development of the Coffee Creek area and Basalt Creek area (which includes West Railroad) which together form a key part of the Portland region's southern industrial land inventory.

This updated EOA aligns with Statewide Planning Goal 9 and the Goal 9 Administrative Rule (OAR 660-009). It provides an updated forecast of employment growth from 2026 to 2046, evaluates the City's available commercial and industrial land supply, and assesses whether it is sufficient to meet expected demand. The report also identifies the City's competitive advantages and target industries. Together, these findings form the technical foundation for the Economic Development Strategy (EDS), which offers recommendations to help Wilsonville maintain its position as a strong regional employment center.

PURPOSE OF THIS ECONOMIC OPPORTUNITY ANALYSIS

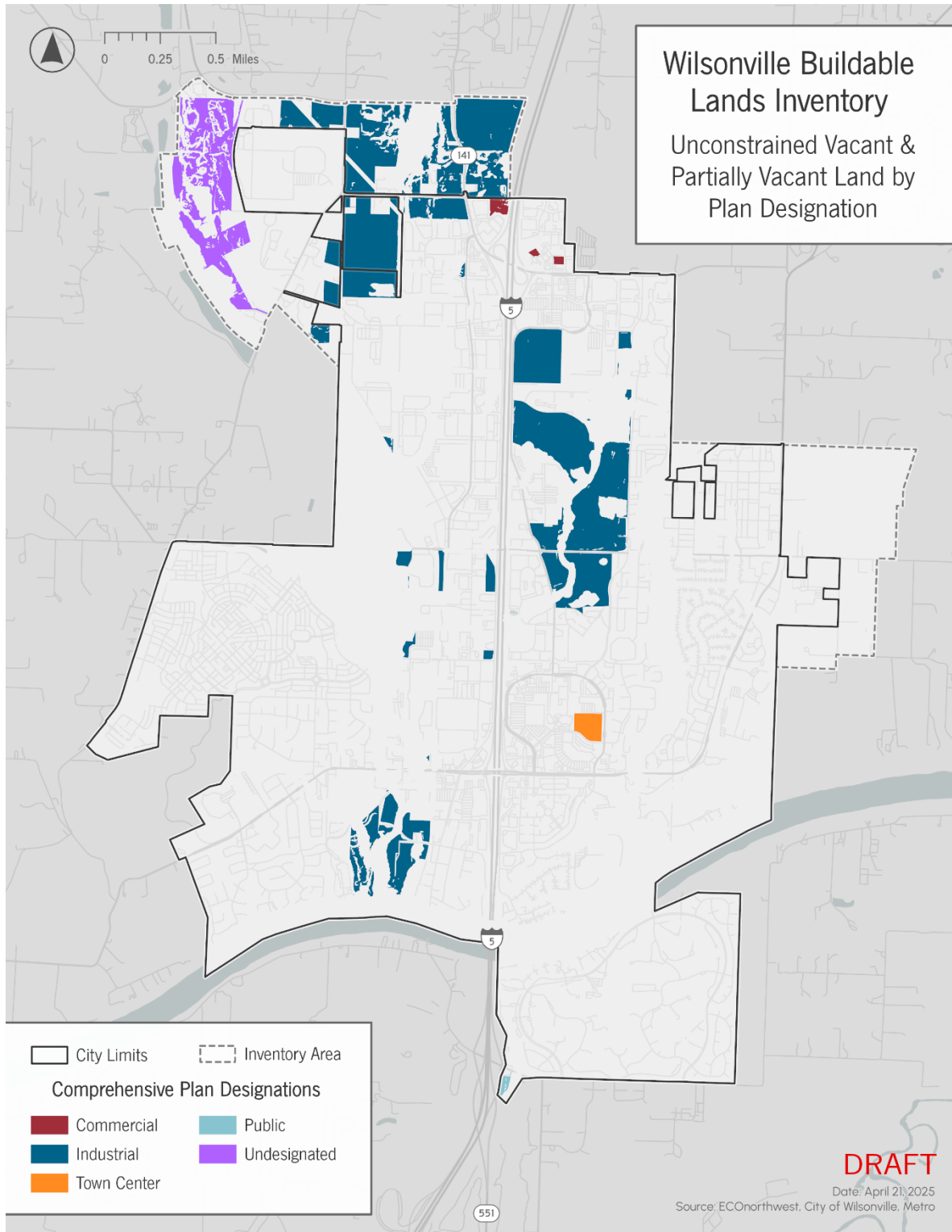
- » **Forecast the amount of land needed to accommodate the future employment growth within Wilsonville between 2026 and 2046.**
- » **Evaluate the existing employment land supply within the City to determine if it is adequate to meet that need.**
- » **Help the City understand its economic opportunities in the context of Wilsonville's competitive advantages and disadvantages.**
- » **Fulfill state planning requirements for a twenty-year supply of employment land.**

How much buildable employment land does Wilsonville currently have?

Wilsonville has 2,396 acres designated for commercial or industrial use within City limits and urban growth area (UGB). Of these, approximately 366 acres (15%) are vacant, unconstrained and buildable as shown in **Exhibit 1**. Of the buildable land, 353 acres (96%) are designated for industrial development, and 13 acres (4%) are set aside for commercial uses.



Exhibit 1. Buildable Employment Land by Comprehensive Plan Designation, Wilsonville City Limits and UGB Area, 2025



Source: EConorthwest analysis, City of Wilsonville, Metro



Much of Wilsonville's vacant industrial land is located within the Coffee Creek and Basalt Creek planning areas which are in the northern portion of the City. Some of Coffee Creek has been annexed into the City but most is still unincorporated. The area benefits from an established Urban Renewal District that can help fund infrastructure improvements and support land assembly. Basalt Creek, which is also currently outside City limits, is in the process of having zoning established in preparation for future annexation, which would happen in conjunction with proposed development. The area faces challenges related to fragmented ownership, the presence of existing contractor establishments that provide economic activity but at lower assessed values and lower employment densities than typical urban industrial areas, and limited infrastructure to support new development.

How much growth is Wilsonville planning for?

Wilsonville's employment base is projected to grow from 33,165 employees in 2026 to 39,297 employees by 2046, an increase of about 6,132 jobs over the 20-year planning period. (See Chapter 3, "Employment Growth and Site Needs," for methodology and additional details.)

How much land will be required for employment?

Employment growth over the 2026-2046 period is expected to create demand for about 321 gross acres of industrial land and 110 gross acres of commercial land. (See Chapter 3, "Employment Growth and Site Needs," for methodology and additional details.)

Does Wilsonville have enough land to accommodate employment growth?

Wilsonville has a sufficient supply of vacant industrial land to accommodate projected growth, with a modest surplus of about 32 acres. However, many vacant industrial sites are small and/or lack urban-level infrastructure, which limits short-term development potential. Assembling larger contiguous sites and investing in infrastructure will be important to meeting long-term industrial needs.

In contrast, the City has a limited supply of vacant commercial land to accommodate forecasted employment growth but considerable redevelopment potential. Wilsonville currently has about 13 acres of vacant commercial land, compared to an estimated need of roughly 110 acres. The City can address this shortfall primarily through the redevelopment and reuse of existing properties, particularly within the Town Center and along established commercial corridors such as Wilsonville Road. Several large vacant buildings, including the former Albertsons, Rite Aid, Regal Cinema, and Fry's Electronics, offer near-term opportunities for reuse or redevelopment. Together, these



known sites account for about 50 acres of redevelopment potential. The City may also consider allowing limited commercial uses in select industrial areas to support employment growth and help balance future land needs. (See Chapter 4, “Buildable Lands Inventory,” and Chapter 5, “Land Sufficiency and Conclusions,” for detailed findings.)

What are Wilsonville’s key growth opportunities?

Wilsonville’s economy is shaped by several strengths and challenges that influence its ability to attract and retain businesses.

(See Chapter 2, “Factors Affecting Future Economic Growth,” for detailed discussion of regional trends and competitive position. See Chapter 3, “Employment Growth and Site Needs,” for details on Wilsonville’s target industries.)

KEY COMPETITIVE ADVANTAGES

- ◆ **Opportune Location:** Wilsonville’s position at the southern edge of the Portland region along the I-5 corridor provides access to major transportation routes, regional labor markets, and nearby industrial employment centers in Tualatin and Sherwood. Its proximity to both urban and rural amenities enhance its appeal to employers and residents.
- ◆ **Industrial Land Supply:** The City has a substantial inventory of industrial land, with much of the vacant land located in Coffee Creek and Basalt Creek. These areas can support manufacturing, logistics, and other traded-sector businesses.
- ◆ **Established Industrial Base.** Wilsonville has a strong foundation of existing industrial and traded-sector employers, creating a stable economic base and opportunities for supply chain growth.
- ◆ **Labor Market.** Wilsonville benefits from a large and well-educated workforce drawn from both the Portland metropolitan area and the Mid-Valley labor sheds.
- ◆ **Redevelopment Potential.** Town Center and several large vacant commercial buildings, such as the former Albertsons, Rite Aid, Regal Cinema, and Fry’s Electronics sites, offer near-term opportunities for adaptive reuse and reinvestment in retail and service uses.

KEY CHALLENGES

- ◆ **Limited Supply of Development-Ready Industrial Sites.** Much of Wilsonville’s vacant industrial land lacks urban-level infrastructure.



Fragmented ownership and small lot sizes compound this issue and create barriers to assembling larger sites more suitable for modern industrial uses.

- ◆ **Lower-Intensity Existing Uses on Industrial Land.** Contractor establishments and outdoor storage on industrial land provide some economic benefit but limit higher-intensity, higher-value development.
- ◆ **Power Supply Issues.** Some future industrial users may need more than 5 megawatts of power. Meeting this demand will require additional investment in power infrastructure and long lead times.
- ◆ **Traffic and Congestion.** The I-5 corridor experiences congestion, particularly during peak hours, which can impact key arterials in the City and delay freight movement.
- ◆ **Housing and amenities.** High regional housing costs, combined with a limited range of local services and amenities such as restaurants, shopping, and entertainment options in Wilsonville, may hinder the City's ability to attract and retain workers.

TARGET INDUSTRIES

The EOA identifies a mix of industries that are expected to drive Wilsonville's future growth:

- ◆ **Manufacturing.** Manufacturing is a cornerstone of Wilsonville's economy, supported by the region's strong workforce, established industrial employers, and proximity to suppliers and markets along I-5. Growth opportunities in this sector include advanced manufacturing, clean technology, and specialized production that build on regional strengths, the City's skilled labor force and available industrial land.
- ◆ **Wholesale Trade and Logistics.** This sector benefits from Wilsonville's central location and convenient access to both the Portland and Mid-Valley markets. Wholesale and logistics firms play a key role in regional supply chains and rely on available industrial land with strong highway access to support efficient goods movement.
- ◆ **Professional, Scientific, and Technical Services.** This diverse sector includes professional consulting, engineering, research and development, and life-science-related services that support the City's industrial and traded-sector base. Future growth is expected in smaller, flexible office or lab-flex spaces near industrial clusters or in mixed-use areas such as Town Center.
- ◆ **Local Services and Retail.** This sector includes retail, dining, healthcare, and personal service businesses that meet community needs, support local employment, and enhance Wilsonville's livability.



These industry strengths and opportunities position Wilsonville to support a balanced and diverse economy that includes both traded sector and local serving businesses.

What is the relationship between the Economic Opportunities Analysis (EOA) and the Economic Development Strategy (EDS)?

The EOA provides the technical foundation for understanding Wilsonville's employment land supply and long-term growth potential. The EDS, developed alongside this report, translates these findings into practical steps for implementation.

While the EOA identifies land capacity, site readiness, and target industries, the EDS outlines goals, policies, and actions to help the City act on those findings. The Strategy focuses on improving site readiness in Coffee Creek and Basalt Creek, addressing the commercial land deficit through redevelopment, and supporting small business and workforce development.

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. The EDS is presented as a separate companion document.



1. Introduction

The City of Wilsonville last completed an Economic Opportunities Analysis (EOA) in 2012. Since that time, the City and the broader region have experienced major economic shifts influenced by changes in the businesses located and growing in Wilsonville, evolving market conditions, the COVID-19 pandemic, and shifts in state and national policy priorities. These changes highlight the need for an updated EOA that reflects Wilsonville's current economic position and identifies opportunities and challenges for supporting employment growth over the next 20 years.

Wilsonville's economic future will be greatly affected by development of key employment areas, particularly Coffee Creek and Basalt Creek. These areas are part of the Portland region's southern industrial corridor, located along I-5 with access to major freight routes, regional labor markets, and nearby employment areas in Tualatin and Sherwood. Continued buildout of these areas is important to Wilsonville's long-term competitiveness but will require addressing challenges such as fragmented land ownership, existing contractor establishments, and limited urban infrastructure, particularly in parts of Basalt Creek.

Although the majority of Coffee Creek remains outside of City limits, it benefits from an established Urban Renewal District that supports infrastructure investment and helps prepare sites for development. Basalt Creek, which also remains outside City limits, has greater challenges related to fragmented ownership, existing contractor establishments, and limited urban infrastructure. Coordinated planning and investment will be necessary to improve site readiness in both areas and to position Wilsonville to capture future regional industrial growth.

Beyond industrial growth, Wilsonville's holistic economic health also depends on redevelopment within Town Center and within established commercial corridors. With limited vacant commercial land, future growth will rely on reinvestment and reuse of existing commercial properties, including large vacant buildings such as the former Albertsons, Rite Aid, Regal Cinemas, and Fry's Electronics sites.

Updating the EOA allows the City to reassess its employment land needs and realign economic development policies with emerging opportunities. The EOA projects employment growth from 2026 to 2046 and identifies the types and amounts of land needed to support that growth. It also outlines recommendations to strengthen Wilsonville's economic foundation. The EOA provides the foundation for updates to the Comprehensive Plan and the Wilsonville Economic Development Strategy (EDS), which was prepared concurrently and presented as a separate document. Together, these



efforts ensure that land use policies, infrastructure planning, and economic priorities remain aligned.

The EOA draws on data from the Oregon Employment Department, U.S. Bureau of Economic Analysis, U.S. Bureau of Labor Statistics, the U.S. Census Bureau and Costar¹ along with coordination from regional and local partners. Collectively, these sources provide a detailed understanding of Wilsonville’s economic trends, industry composition, and land readiness, forming the foundation for a strategic, data-driven approach to the City’s economic planning.

Framework for an Economic Opportunities Analysis

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The analysis in this report is designed to conform to the requirements for an EOA in OAR 660-009.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county, or local trends; identify the number of sites by type that are reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning process or some other public input-based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020)*. Cities are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the City or county to designate an adequate number of employment sites of suitable sizes, types,

¹ Costar is a commercial real estate platform that tracks property listings, transactions, and market metrics nationwide.



and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area.

3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025).* Cities and counties must adopt measures to implement policies pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage, and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies and must designate serviceable land suitable to meet identified site needs.

Stakeholder Engagement Process

The development of the EOA was informed by a Technical Advisory Committee (TAC) comprised of City staff and regional economic development professionals. The TAC met three times during the project to review key findings, provide feedback, and help shape the direction of the analysis.

The first TAC meeting focused on foundational elements of the EOA, including the buildable lands inventory, employment forecast, and analysis of Wilsonville's competitive advantages and target industries. Feedback from this meeting informed refinements to the employment forecast and buildable lands inventory. The second and third TAC meetings focused on developing and refining economic development goals, policies, and actions that will guide the City's future efforts. These discussions helped ensure consistency between the EOA, the City's Comprehensive Plan, and the EDS, which was developed concurrently and is presented in a separate document.

In addition to TAC engagement, ECONorthwest also interviewed five business and property owners between August and October 2025. These one-on-one interviews, focused on both the industrial and commercial sectors, provided insight into local challenges and opportunities. The feedback helped assess Wilsonville's competitive position and shape recommended economic actions.

The project also included two work sessions with the Planning Commission and two work sessions with the City Council at key milestones. These public meetings provided opportunities for decision-makers to review findings, discuss economic development objectives, and ensure the analysis and recommendations aligned with Wilsonville's broader community priorities.

Organization of This Report

This report is organized as follows:



- ◆ **Chapter 2. Economic Trends Shaping Wilsonville’s Future** summarizes historic economic trends that affect current and future economic conditions in Wilsonville, as well as Wilsonville’s competitive advantages for economic development.
- ◆ **Chapter 3. Employment Growth and Site Needs** presents a forecast for employment growth in Wilsonville and describes potential growth industries and site needs.
- ◆ **Chapter 4. Buildable Lands Inventory** presents a summary of the inventory of employment lands.
- ◆ **Chapter 5. Land Sufficiency and Conclusions** compares the supply of employment land with the future need for land and presents conclusions.

This report also includes two appendices:

- ◆ **Appendix A. National, State, and Local Trends**
- ◆ **Appendix B. Buildable Lands Inventory Methodology**



2. Economic Trends Shaping Wilsonville's Future

Wilsonville is centrally located in the southern portion of the Portland region, which includes Clackamas, Multnomah, and Washington counties. This opportune location gives Wilsonville residents access to a broad job market, both within the Portland region and extending south to Salem. It also enables local employers to draw from a larger and more diverse workforce.

The City has a strong industrial employment base. Manufacturing, wholesale trade, and construction account for over 40% of local jobs. This large industrial presence sets Wilsonville apart from many other communities in the Portland region, underscoring its distinct role in the broader regional economy.

This chapter explains the main factors driving economic growth in Wilsonville. It places the City's economy in the context of national, state, and regional trends. It also reviews Wilsonville's employment base and real estate market. Finally, it highlights Wilsonville's strengths in supporting business growth and broader economic development, as well as the obstacles that may inhibit those same outcomes.

UNDERSTANDING ECONOMIC DEVELOPMENT

What is Economic Development? Economic development refers to efforts that strengthen a community's economy by attracting investment, creating jobs, and supporting business growth. In Oregon, cities often focus on stimulating real estate development and capital investment because property tax is their primary source of revenue to fund public services. With no sales tax in Oregon, and income taxes going to the State, cities like Wilsonville prioritize facilitating new property development that grows the local tax base. Wages and jobs are important too because local payroll taxes fund public transit (SMART).

Why Do Firms Choose Certain Locations?

Businesses consider multiple factors when selecting a location, including availability of skilled labor, infrastructure availability (roads, utilities, etc.), proximity to customers and suppliers, and cost factors including land, wages, taxes and the regulatory climate. Entrepreneurial environments, industry clusters, and quality of life also play a role in attracting new businesses.

Public Policy's Role in Economic Development:

Government policies—including zoning, incentives, and infrastructure investments—directly impact a City's ability to attract and retain businesses.



Summary of the Effect of National, State, and Regional Trends on Economic Development in Wilsonville

This section summarizes how national, state, and regional economic trends (detailed in Appendix A) are expected to influence economic growth in Wilsonville.

- ◆ **Slowing employment growth.** Oregon is expected to continue adding jobs, although the pace of growth is projected to slow compared to previous decades. Between 2007 and 2023, Wilsonville added 2,900 jobs, representing a 15% increase. This growth rate was similar to the 16% increase seen across the Portland region.² Wilsonville's population is relatively young and well-educated, creating a strong base for future workforce needs. This foundation supports both ongoing industry growth and the replacement of retiring workers. However, broader demographic trends, including an aging population and slower statewide labor force growth, may lead to a tighter labor market over time.
- ◆ **Remote work and office real estate market shifts.** Remote and hybrid work have reduced demand for traditional office space nationally and regionally, leading to higher office vacancy rates. In Wilsonville, where vacancies had historically been low, rates rose above 12% in 2024, likely due to lease expirations.³ Despite this, rents have remained steady, indicating some resilience in the suburban office market. As companies adjust to long-term hybrid work, demand is shifting toward smaller, more flexible office spaces. Peak attendance for workers is expected to stabilize at 60-70% of pre-pandemic levels, with overall occupancy leveling off by late 2025.⁴ Nationwide, investor interest in traditional office buildings remains weak. In Wilsonville, this may reduce demand for conventional office development and increase interest in adaptable or mixed-use formats, especially over the five-to-ten-year timeframe.
- ◆ **Retail realignment.** Retail real estate markets across the country continue to shift toward experiential uses and categories less affected by e-commerce, including food service, entertainment, and essential goods. While retail construction has slowed nationwide, strong consumer spending has helped stabilize vacancy rates and rents. Wilsonville reflects these national patterns, with little new retail development in recent years. Although vacancy rates have increased, they remained below 5% in 2024 (similar to regional

² See Exhibit 2 and Exhibit 4; Oregon Employment Department, Quarterly Census of Employment and Wages, 2007–2023.

³ CoStar Office Market Trends, 2024

⁴ Cushman & Wakefield, [U.S. Office Marketbeat Q2 2024](#)



averages).⁵ Retail vacancy could be explained by large anomaly vacancies, such as the former Fry's on Town Center Loop West and former Albertson's near the intersection of Wilsonville Road and Boones Ferry Road. As consumer preferences evolve, Wilsonville's high quality of life and regional accessibility may attract retail that blends experience and convenience. Much of Wilsonville's potential to support retail growth may stem from opportunities for redevelopment in Town Center, not only because of limited vacant commercial land elsewhere, but also because Town Center may offer the kind of experiential, mixed-use environment that aligns with evolving consumer and retailer preferences.

- ◆ **Industrial market strengths and constraints.** National and state trends indicate continued growth in sectors such as advanced manufacturing, logistics, and food and beverage manufacturing and warehousing. Wilsonville's industrial sector remains a core economic strength, with low vacancy rates and rising rents. However, the City faces a significant constraint: limited availability of development-ready industrial land.⁶ Only 1.7% of Wilsonville's industrial space has been built in the past 10 years, compared to roughly 13% across the broader Portland region.⁷ These figures highlight a relative lack of new supply of industrial space. Wilsonville is well-positioned to benefit from emerging opportunities, including semiconductor-related investments, concentrated in Washington County, and broader reshoring trends. However, without tools and strategies that facilitate land sales and the installation of infrastructure, the City may struggle to accommodate this demand and fully capitalize on its competitive advantages.
- ◆ **Shifts in manufacturing trends.** Manufacturing employment in Oregon declined by 6% between early 2019 and 2023, even as employment in manufacturing increased by 1% nationally.⁸ This reflects a broader shift in the state toward productivity gains and capital investment, rather than labor-driven expansion. While manufacturing remains a vital component of Oregon's economy, its potential to drive near-term job growth may be limited. Rising costs, particularly in housing and taxes, alongside recent policy changes may be diminishing Oregon's historic appeal to manufacturers. Additionally, the shortage of development-ready industrial

⁵ CoStar Retail Market Trends, 2024

⁶ Development-ready land is land that is vacant with public infrastructure (e.g., water, sanitary sewer, and roads) and private infrastructure (e.g., electricity, natural gas, and internet service) sufficient to support immediate (or near-term) construction.

⁷ CoStar Industrial Market Trends, 2024

⁸ Oregon Employment Department, Made in Oregon: A profile of the State's Manufacturing Sector, May 2024.



land is frequently cited as a major barrier to expansion or relocation, prompting some businesses to consider other states.⁹

While manufacturing growth across the state may be more limited, Wilsonville is well-positioned to support future growth in the sector. Its central location in the southwest Portland region, availability of industrial land (but much of this land is not development-ready), presence of established manufacturers, and access to a skilled workforce create a strong foundation for manufacturing business growth. However, unlocking this potential will require efforts to make industrial land development ready. As of 2023, manufacturing accounted for about 16% of Wilsonville's covered employment, with an average wage of \$88,469, above the Citywide average of \$78,235.¹⁰

- ◆ **Increases in automation.** Automation continues to reshape employment across sectors, reducing demand for routine tasks while increasing the need for higher-skilled roles. In manufacturing, processes like assembly and quality control are increasingly automated, while in the service sector, tools such as self-checkout and automated ordering systems are becoming more common. Emerging applications of artificial intelligence (AI) are also extending automation into cognitive and administrative functions once considered resistant to change.

For Wilsonville, these shifts present both challenges and opportunities. Routine roles may decline, but demand will grow for technical, supervisory, and analytical positions that complement automation. Wilsonville's location, access to I-5, and proximity to tech-driven firms in the Portland region support the City's ability to attract and retain businesses adapting to automation. Its educated workforce and regional talent pipelines further position the City to compete for the types of industries and jobs likely to grow in an increasingly automated economy.

- ◆ **Aging population and replacement needs.** Oregon's aging population mirrors national trends, with growing demand for replacement workers as older employees retire. While Wilsonville has a younger median age (38.7) than the state overall (40.1), its senior population is increasing.¹¹

Clackamas County's population is expected to continue aging, with people 60 years and older increasing from 27% of the population in 2024 to 30% of

⁹ Oregon Business & Industry. *The Condition of Oregon's Manufacturing Sector*. October 2024. https://oregonbusinessindustry.com/wp-content/uploads/The-Condition-of-Oregons-Manufacturing-Sector_October-2024.pdf.

¹⁰ See Exhibit 7; Oregon Employment Department, Quarterly Census of Employment and Wages, 2023

¹¹ See Exhibit 43 and Exhibit 44; U.S. Census Bureau



the population in 2044, consistent with statewide trends.¹² As workers retire, businesses need to replace them with new workers. With a comparatively young workforce, Wilsonville could be in a good position to replace retiring workers if workforce skills match job openings.

- ◆ **Growth of entrepreneurship and small business.** The creation of new businesses is essential to the economies of both Oregon and Wilsonville, driving job growth and introducing innovations to the marketplace. High inflation, rising interest rates, and recession risks, along with tighter access to venture capital and banking lending conditions, have slowed new business formation. However, several favorable factors could mitigate these impacts going forward and support continued strength in entrepreneurship and small business formation in Oregon. These include increased personal savings and home equity levels, which are common funding sources for new businesses, along with the shift toward remote work opportunities and the large millennial generation entering their prime entrepreneurial years (late 30s and early 40s, according to Census Bureau research).¹³ Wilsonville's access to a relatively young, well-educated workforce both within the City and from across the Portland region presents opportunities for small businesses to grow in the City.
- ◆ **Continued increase in demand for energy.** Rising fuel prices and state-level pushes toward electric vehicle adoption may alter commuting behavior and increase demand for EV infrastructure. As energy costs climb, proximity to job centers and transportation-efficient development will become increasingly important. Wilsonville's location near I-5 and regional employment centers is a long-term advantage.

Demand for electricity by businesses like data centers and energy-consumptive automated manufacturing processes are increasing demand and competition for electricity across the state. The availability of electricity is a challenge for development of businesses with large energy needs. Development of new energy sources and transmission infrastructure will be key to development of some businesses, including in the Portland region and Wilsonville.
- ◆ **Trade exposure and tariff vulnerability.** Oregon's economy is highly dependent on exports, with more than half of the state's goods shipped to just three countries—Mexico, China, and Canada. As a result, the state is particularly vulnerable to shifts in national trade policy and global market

¹² See Exhibit 46; Portland State University, College of Urban & Public Affairs: Population Research Center, Population Forecast, 2024

¹³ Josh Lehner. "Strong Startup Activity Continues" Oregon Office of Economic Analysis, May 3, 2023. Retrieved from <https://oregoneconomicanalysis.com/2023/05/03/strong-start-up-activity-continues/>



disruptions. During the 2018–19 trade war, Oregon’s GDP growth fell by 2.5 percentage points, underscoring the potential impacts of tariff escalations.¹⁴ Wilsonville is home to manufacturing businesses, high-tech suppliers, and logistics firms. Future trade tensions could impact export-oriented businesses and reduce demand for industrial space.

- ◆ **Labor supply and immigration policy.** Stricter immigration policies initiated by the Trump Administration are expected to reduce labor availability in several key sectors that rely heavily on foreign-born workers, including construction, agriculture, food processing, and hospitality. Given Oregon's reliance on net in-migration for workforce growth, federal immigration restrictions may exacerbate hiring challenges, limit productivity, and increase wage inflation in affected sectors. In Wilsonville, these impacts are particularly relevant given its industrial employment base in construction (3,192 covered jobs as of 2023).¹⁵ More broadly, a shortage of construction workers may slow project timelines, raise costs, and make it harder for development to pencil financially. This will be particularly relevant to the continued development of Coffee Creek and Basalt Creek, as well as redevelopment of Town Center.
- ◆ **Inflation.** For the last several decades, inflation rates have generally stayed below 3% in the United States. Inflation started to increase in 2021, reaching 9.1% in June 2022 year-over-year, the highest level in about 40 years.¹⁶ In December 2024 the annual inflation rate was 2.9%, a marked reduction from the 2022 inflation rate.¹⁷ Continued high rates of inflation may slow economic growth, further erode purchasing power, discourage savings, and lead to a national recession. Consumers may start decreasing spending on nonessentials, which could particularly influence retail development and investment decisions. Recent tariff policies and trade tensions may lead to new increases in inflation in 2025 and beyond.
- ◆ **Potential impacts of global climate change on Wilsonville’s economy.** Climate change is manifesting in the Pacific Northwest through more frequent and severe weather events, alongside long-term climatic shifts. Increased average temperatures, heightened wildfire risks, and more extreme weather conditions such as heat waves and droughts are becoming more

¹⁴ Oregon Economic Analysis, Oregon Economic and Revenue Forecast, March 2025. Vol. XLV, No. 1. Release date February 2025, <https://www.oregon.gov/das/oea/Documents/OEA-Forecast-0325.pdf>

¹⁵ See Exhibit 7; Oregon Employment Department, Quarterly Census of Employment and Wages, 2023

¹⁶ Bureau of Labor Statistics, U.S. Department of Labor, *The Economics Daily*, Consumer prices up 9.1% over the year ended June 2022, largest increase in 40 years at <https://www.bls.gov/opub/ted/2022/consumer-prices-up-9-1-percent-over-the-year-ended-june-2022-largest-increase-in-40-years.htm> (visited July 25, 2022).

¹⁷ Bureau of Labor Statistics, U.S. Department of Labor, *The Economics Daily*, Consumer Price Index: 2023 in Review, <https://www.bls.gov/opub/ted/2024/consumer-price-index-2023-in-review.htm>



common. These changes are disrupting ecosystems, reducing snowpack and water availability, and affecting air quality due to increased wildfire smoke.

For Wilsonville, the effects of climate change could strain infrastructure, energy systems, and certain sectors of the local economy. Increased wildfire smoke and rising temperatures may impact worker health and reduce outdoor labor productivity. Reduced snowpack and water availability could affect reliability of industrial water supplies. The City's proximity to agricultural and forestry areas means disruptions in those sectors—due to drought, pests, or fire—could ripple through related industries such as manufacturing and logistics.



Employment Trends in Wilsonville and the Portland Region

The City of Wilsonville last updated its Economic Opportunities Analysis (EOA) in 2012. Since then, the local economy experienced significant changes, influenced by events such as the COVID-19 pandemic. This section examines how broader economic trends over the past decade have affected Wilsonville and the Portland region.

Employment Trends in Portland Region

Exhibit 2 shows covered employment in the Portland region (Clackamas, Multnomah, and Washington counties) for 2007 and 2023.¹⁸ Over this period, covered employment increased by 132,382, a 16% gain. The largest increases were in healthcare and social assistance (up 37,194 jobs) and professional and business services (up 24,516 jobs). In 2023, the average annual wage across the region was \$76,066.¹⁹

Exhibit 2. Covered Employment by Industry, Portland Region, 2007–2023

Sector	Employees		Change in Employment 2007-2023	
	2007	2023	Number	AAGR*
Agriculture, Forestry, Fishing, Hunting & Mining	10,434	9,396	(1,038)	(0.7%)
Construction	48,646	59,114	10,468	1.2%
Manufacturing	102,778	101,508	(1,270)	(0.1%)
Wholesale Trade	50,097	46,013	(4,084)	(0.5%)
Retail Trade	87,545	90,202	2,657	0.2%
Transportation & Warehousing & Utilities	31,609	45,318	13,709	2.3%
Information	21,156	21,149	(7)	(0.0%)
Finance & Insurance	37,606	29,212	(8,394)	(1.6%)
Real Estate and Rental and Leasing	15,078	16,863	1,785	0.7%
Professional, Scientific, & Technical Services	43,880	68,396	24,516	2.8%
Management of Companies and Enterprises	21,623	37,487	15,864	3.5%
Admin, Support, Waste Management, & Remediation	51,221	55,221	4,000	0.5%
Private Education	15,201	19,126	3,925	1.4%
Health Care & Social Assistance	83,749	120,943	37,194	2.3%
Arts, Entertainment, & Recreation	11,152	14,884	3,732	1.8%
Accommodation & Food Services	68,206	81,081	12,875	1.1%
Other Services & Public Administration	31,743	36,347	4,604	0.9%
Government	100,832	112,678	11,846	0.7%
Total	832,556	964,938	132,382	0.9%

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2007–2023.

*AAGR = Average Annual Growth Rate

¹⁸ **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as “1099 employees”), or some railroad workers. Covered employment data is from the Oregon Employment Department.

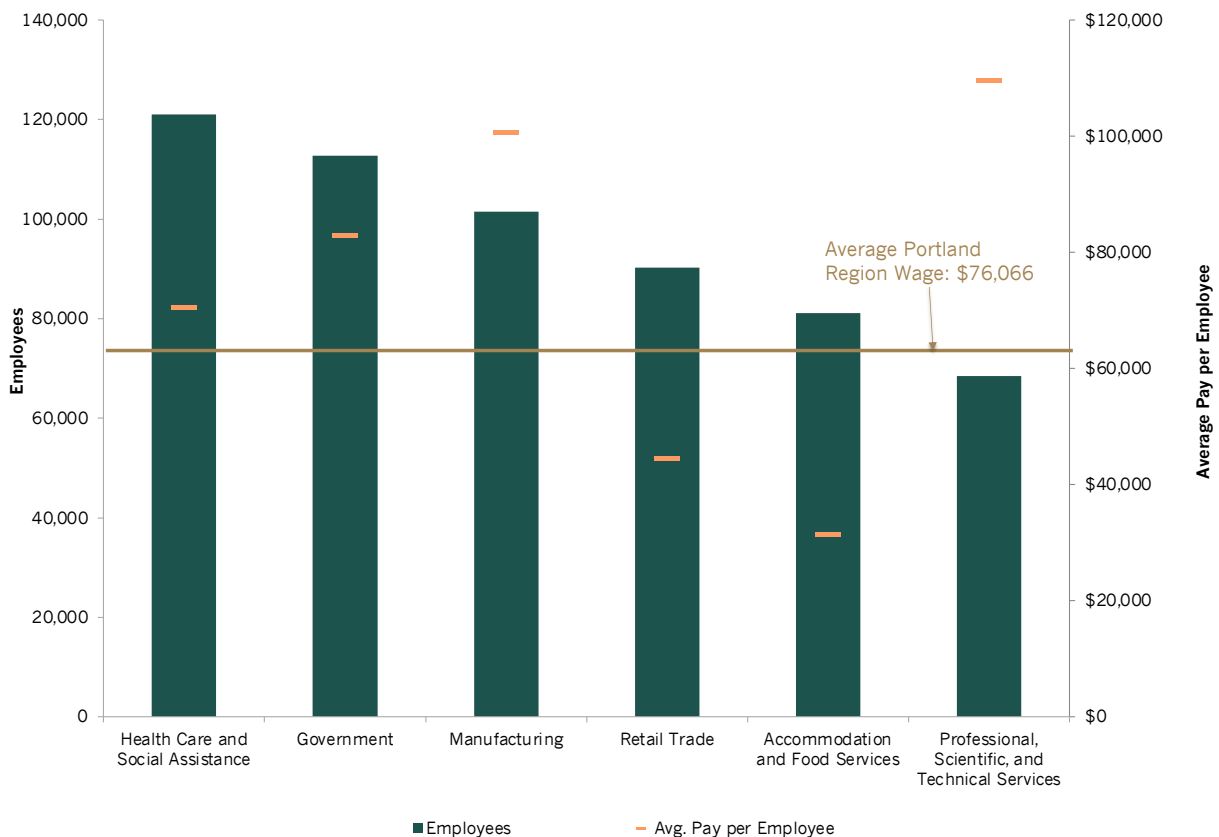
¹⁹ Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2023.



Exhibit 3 shows covered employment and average wage for the six largest sectors in the Portland region. Together these six sectors made up 60% of covered employment.

Among these six largest sectors, professional services, manufacturing, and government paid above-average wages. Other sectors such as construction, wholesale trade, management of companies and enterprises, finance and insurance, and information also had higher-than-average wages but made up a smaller share of covered employment.

Exhibit 3. Covered Employment and Average Pay by Sector, 6 Largest Sectors Portland Region, 2023



Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2023.



Employment in Wilsonville

Between 2007 and 2023, covered employment in Wilsonville increased by 2,901 positions, representing a 15% total increase at an average annual growth rate of 0.9%, shown in **Exhibit 3**. This growth is similar to the Portland region's 16% growth and 0.9% annual rate.

Exhibit 4. Change in Covered Employment, Wilsonville, 2007–2023

Sector	Employees		Change in Employment 2007-2023	
	2007	2023	Number	AAGR*
Agriculture, Forestry, Fishing, and Hunting	19	17	(2)	(0.7%)
Construction	1,008	3,010	2,002	7.1%
Manufacturing	4,225	3,719	(506)	(0.8%)
Wholesale Trade	2,424	3,318	894	2.0%
Retail Trade	1,663	2,125	462	1.5%
Transportation, Warehousing, and Utilities	1,501	864	(637)	(3.4%)
Information	130	78	(52)	(3.1%)
Finance and Insurance	297	172	(125)	(3.4%)
Real Estate and Rental and Leasing	304	233	(71)	(1.6%)
Professional, Scientific, and Technical Services	1,686	2,330	644	2.0%
Management of Companies and Enterprises	1,170	474	(696)	(5.5%)
Administrative, Support, Waste Management and Remediation	1,468	2,023	555	2.0%
Private Education	158	102	(56)	(2.7%)
Health Care and Social Assistance	1,029	989	(40)	(0.2%)
Arts, Entertainment, and Recreation	200	188	(12)	(0.4%)
Accommodation and Food Services	1,087	1,352	265	1.4%
Other Services and Public Administration	381	483	102	1.5%
Government	1,127	1,301	174	0.9%
Total	19,877	22,778	2,901	0.9%

Sectors highlighted in blue have wages higher than the City average.

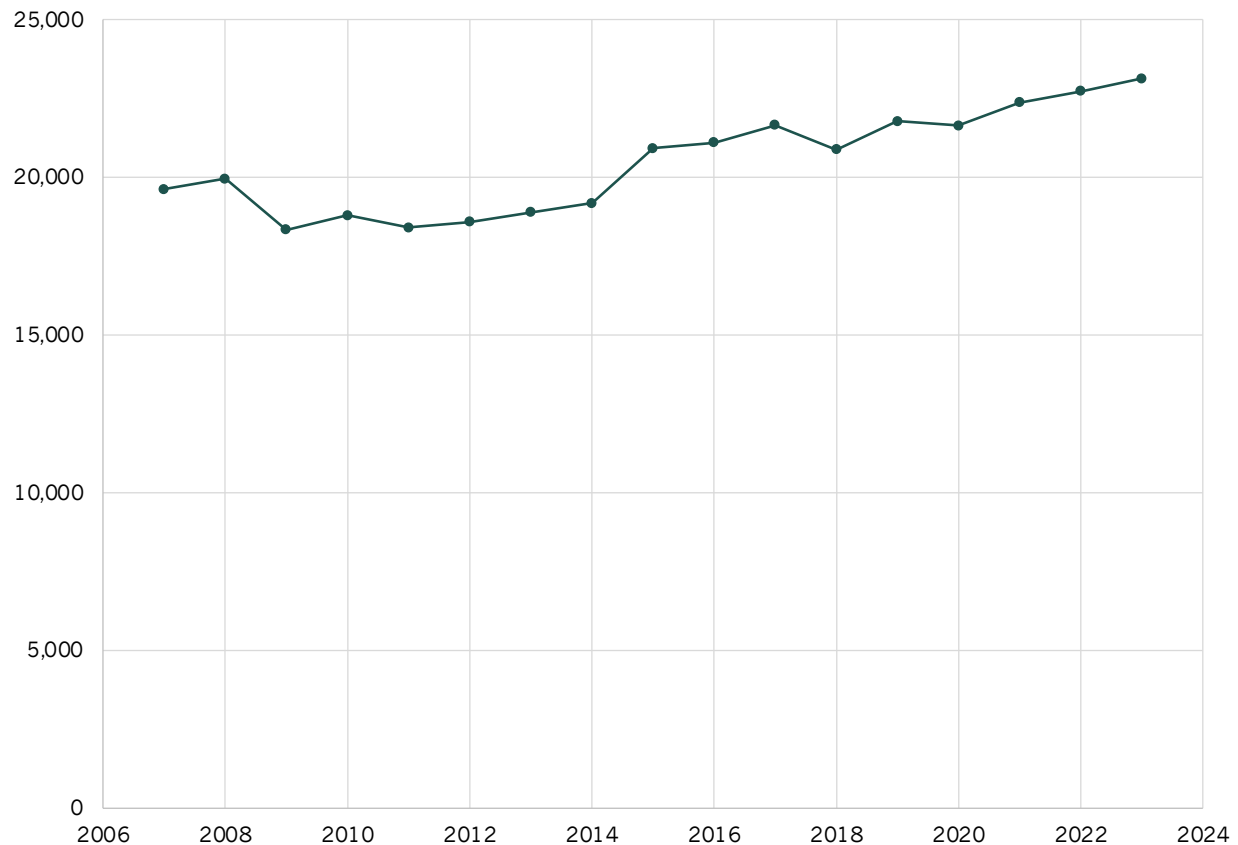
*Average Annual Growth Rate

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2007 and 2023.



Wilsonville's net covered employment growth between 2007 and 2023 generally reflects steady annual changes, with most years showing gains or losses between 1% and 4%. One notable exception was in 2009, when covered employment declined by 8% as a result of the Great Recession that impacted the entire nation. The strongest year for growth was 2015, when Wilsonville added 1,744 covered positions (9% increase). Much of that growth was due to the relocation of Stream Global Services to Wilsonville.²⁰

Exhibit 5. Change in Covered Employment, Wilsonville, 2007 – 2023



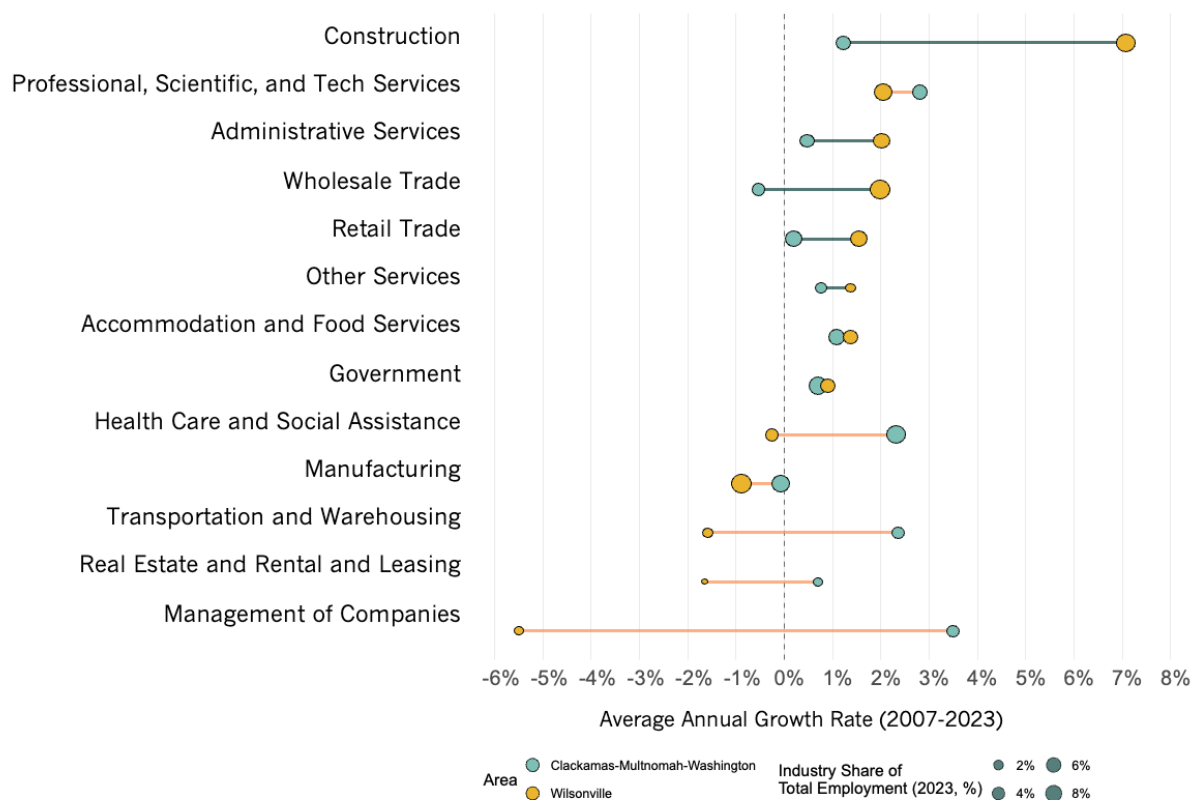
Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2007 to 2023.

²⁰ Michael Barnesberger, "Stream Global Services to Relocate from Beaverton to Wilsonville," *The Oregonian/OregonLive*, March 26, 2013, https://www.oregonlive.com/wilsonville/2013/03/stream_global_services_to_relo.html.



Since 2007, Wilsonville's employment has grown at a pace similar to the broader Portland region. **Exhibit 6** shows that the composition of that growth, however, differs by industry. Construction jobs in Wilsonville more than tripled over this period, far outpacing the region's growth in the same sector. The City also saw notable gains in professional services, administrative services, and wholesale trade. Notably, while wholesale trade employment rose in Wilsonville, it declined across the broader Portland region. At the same time, several sectors that expanded across the Portland region, such as management of companies, transportation and warehousing, health care and social assistance, and real estate experienced declines within Wilsonville.

Exhibit 6. Change in Covered Employment, Wilsonville compared to the Portland Region, 2007 – 2023*



Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2007 to 2023.

*Exhibit only shows industries with greater than 200 employees in Wilsonville

Exhibit 7 summarizes covered employment in Wilsonville in 2023. The largest employment sectors were manufacturing (16% of employees), wholesale trade (15%), construction (13%), professional and technical services (10%), retail trade (9%), and administrative and support services (9%). The average annual wage across all employees was \$78,235, slightly higher than the regional average.

Exhibit 7. Covered Employment and Average Pay by Sector, Wilsonville, 2023²¹

Sector	Employees	Payroll	Average Pay per Employee
Agriculture, Forestry, Fishing, and Hunting	17	\$638,130	\$37,537
Construction	3,010	\$272,634,357	\$90,576
Manufacturing	3,719	\$329,017,787	\$88,469
Wholesale Trade	3,318	\$287,443,786	\$86,632
Retail Trade	2,125	\$127,210,907	\$59,864
Transportation, Warehousing, and Utilities	864	\$58,684,874	\$67,922
Information	78	\$9,193,644	\$117,867
Finance and Insurance	172	\$12,687,158	\$73,763
Real Estate and Rental and Leasing	233	\$16,287,329	\$69,903
Professional, Scientific, and Technical Services	2,330	\$286,426,416	\$122,930
Management of Companies and Enterprises	474	\$46,709,942	\$98,544
Administrative, Support, Waste Management and Remediation	2,023	\$108,715,935	\$53,740
Private Education	102	\$3,284,611	\$32,202
Health Care and Social Assistance	989	\$47,878,787	\$48,411
Arts, Entertainment, and Recreation	188	\$4,139,588	\$22,019
Accommodation and Food Services	1,352	\$39,210,617	\$29,002
Other Services and Public Administration	483	\$28,903,857	\$59,842
Government	1,301	\$102,958,420	\$78,964
Total	22,778	\$1,782,026,145	\$78,235

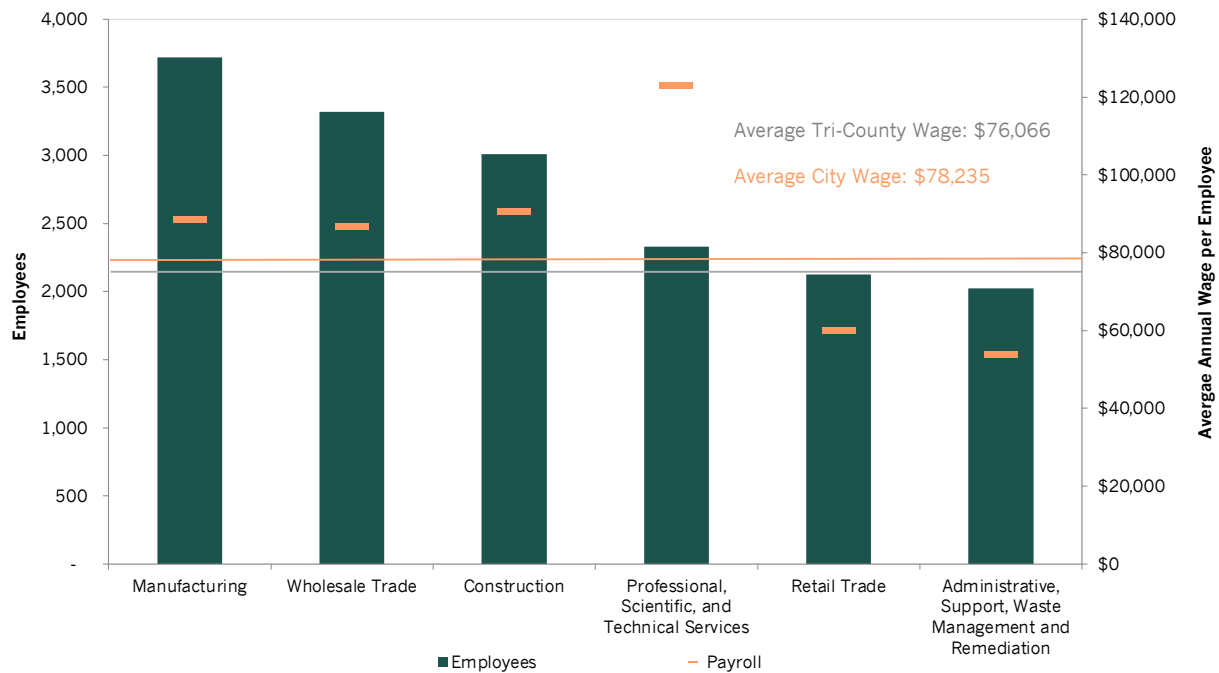
Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2023.

²¹ The following sectors were combined due to confidentiality of QCEW data: transportation and warehousing and utilities; other services and public administration



Exhibit 8 shows covered employment and average pay per employee for the six largest sectors in Wilsonville. These six sectors account for 73% of covered employment. Of these sectors, manufacturing, wholesale trade, construction, and professional services had above-average wages, with wages for professional services considerably above the wages of other sectors. Retail trade and administrative and support services had below average wages.

Exhibit 8. Covered Employment and Average Pay for Six Largest Sectors, Wilsonville, 2023



Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2023.



Outlook for Growth in the Portland Region

Exhibit 9 shows the Oregon Employment Department's forecast for employment growth by industry in the Portland region (Multnomah, Clackamas, and Washington Counties). Between 2023 and 2033, employment in the region is expected to grow at an average annual growth rate of 0.9%.

The sectors projected to add the most jobs are professional and business services (17,500 jobs), health care and social assistance (17,400 jobs), accommodation and food services (9,600 jobs), and construction (8,300 jobs). These four sectors are expected to add a total of 52,800 jobs, or about 56% of the region's employment growth. **Wilsonville accounts for about 3% of the Portland region's employment.**

Exhibit 9. Regional Employment Projections, 2023–2033, Portland Region (Multnomah, Clackamas, Washington Counties)

Industry Sector	2023	2033	Change 2023-2033		
			Number	Percent	AAGR
Total Private Payroll Employment	886,600	970,700	84,100	9%	0.9%
Natural resources and mining	9,700	10,000	300	3%	0.3%
Construction	60,300	68,600	8,300	14%	1.3%
Manufacturing	101,500	108,800	7,300	7%	0.7%
Wholesale trade	48,200	51,600	3,400	7%	0.7%
Retail trade	90,200	92,300	2,100	2%	0.2%
Transportation, warehousing, and utilities	46,100	51,700	5,600	12%	1.2%
Information	21,900	25,100	3,200	15%	1.4%
Financial activities	59,200	60,600	1,400	2%	0.2%
Professional and business services	166,600	184,100	17,500	11%	1.0%
Private educational services	21,300	24,000	2,700	13%	1.2%
Health care and social assistance	128,100	145,500	17,400	14%	1.3%
Arts, entertainment, and recreation	14,700	17,000	2,300	16%	1.5%
Accommodation and food services	81,200	90,800	9,600	12%	1.1%
Other services	37,500	40,700	3,200	9%	0.8%
Government	119,200	124,700	5,500	5%	0.5%
Self-employment	65,200	70,200	5,000	8%	0.7%
Total Employment	1,070,900	1,165,700	94,800	9%	0.85%

Note: AAGR is the Annual Average Growth Rate

Source: Oregon Employment Department. Employment Projections by Industry 2023-2033.



Real Estate Market Trends in Wilsonville and the Broader Portland Region

The real estate market trends in Wilsonville largely reflect broader regional and national trends (outlined in Appendix A), though local conditions, especially land availability, play a significant role in shaping development outcomes. The following trends are based on data from CoStar, a commercial real estate platform that tracks property listings, transactions, and market metrics nationwide. While CoStar offers valuable, up-to-date insights, its coverage is more limited in smaller markets and at the individual property level. It does not capture the entire market and should be viewed as a general indicator of market conditions rather than a complete inventory.

This section provides a summary of market conditions in Wilsonville, which is described in detail in the subsequent sections.

Office: Office demand in Wilsonville is expected to remain limited in the near term. High vacancy rates, ongoing negative absorption²², and weak investor interest continue to affect both Wilsonville and the broader market. Although Wilsonville’s office rents have recovered since 2020, they still lag behind those in the I-5 South submarket (see **Exhibit 10**) and the Portland region (see **Exhibit 11**), despite briefly matching regional rates in 2024. Over the longer term, demand may grow as the market adjusts to hybrid work and as business formation and headcount increase. However, limited vacant land for commercial use (as shown in Chapter 4. Buildable Lands Inventory) could constrain new office development.

Retail: Demand for existing retail space remains steady in both the broader Portland region and Wilsonville. Relatively low vacancy rates and stable, modest rent growth suggest that Wilsonville could see new retail development in the coming years. However, while consumer demand holds, rising interest rates and higher operating costs have made retailers more cautious about expanding. Combined with Wilsonville’s limited supply of vacant commercial land, retail growth is likely to remain modest near-term. Wilsonville has opportunities for retail development in areas like Town Center and other vacant large commercial buildings within the City.

Industrial: Wilsonville’s industrial market is strong but faces significant limitations to future growth. The City has very low industrial vacancy rates and higher-than-average rents, showing steady demand. However, very little new space has been built in the past decade, largely due to a shortage of *development-ready* industrial land and large sites. While regional interest in industrial space remains high—particularly in sectors like manufacturing and warehousing—most new development in the I-5 South

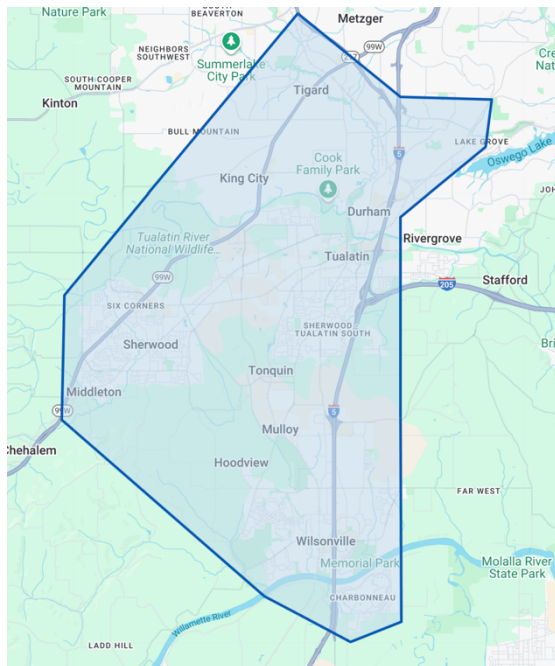
²² Absorption occurs when vacant space is leased up and/or businesses take over existing leases. Negative net absorption means that more space was vacated than leased over a given period.



submarket has occurred in neighboring cities like Sherwood and Tualatin. Without more development-ready land, Wilsonville is likely to continue seeing new industrial investment occur where there are viable development sites.

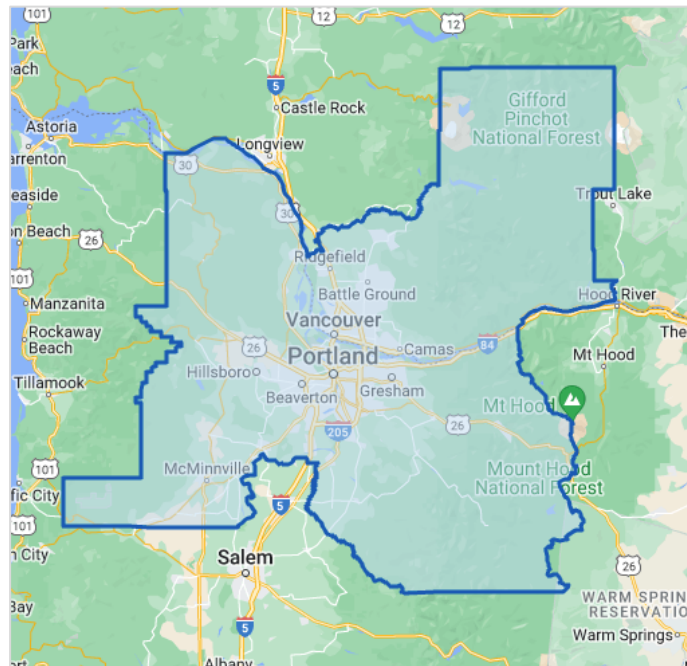
The remainder of this section provides detailed analysis of real estate trends in Wilsonville, the I-5 South submarket (**Exhibit 10**) and the broader Portland region (**Exhibit 11**).

Exhibit 10: I-5 South Submarket Boundary



Source: CoStar

Exhibit 11: Broader Portland Region CoStar Boundary



Source: CoStar



Commercial Market Trends

Broader Portland Regional Trends²³

Similar to national trends presented in Appendix A, office spaces in the broader Portland region are experiencing high vacancy rates and lower leasing activity. Work-from-home policies and corporate downsizing have decreased the demand for office space, leading many companies to reassess the long-term space needs. Despite a small uptick in net absorption in Q4, the overall 2024 market posted another year of negative demand. With a limited construction pipeline and companies continuing to shrink footprints, vacancy rates are expected to increase, and growth in rent is projected to remain flat into 2025.

- ◆ **Vacancy rates:** Direct vacancy climbed to a record high of 13.5% in Q4 2024, continuing a steady upward trend over the past eight quarters.
- ◆ **Absorption:** While Q4 posted positive net absorption of 282,000 square feet, total net absorption for 2024 was negative 964,000 square feet, marking the fifth consecutive year of annual negative absorption in Portland's office market.
- ◆ **Leasing activity:** Q4 2024 leasing activity fell to a low of 524,000 square feet, nearly 50% lower year-over-year. Annual leasing volume totaled 3.4 million square feet, an 8.6% decline from 2023.

While the overall market remains soft, performance varies across submarkets. Portland's Central Business District continues to struggle, with a direct vacancy rate of 24%. In contrast, suburban markets are generally outperforming the core, with notably lower vacancy rates, ranging from **3% to 17%**. These patterns reflect a broader tenant shift toward decentralized, cost-effective, and flexible office space options outside the downtown core.

²³ Portland Metro Regional trends based on Kidder Matthews, [Portland Office Market Report Q4 2024](#)



Wilsonville Office Market

Wilsonville currently has roughly 1.4 million square feet of office space, representing roughly 15% of office space in the I-5 South submarket and 1% in the broader Portland region. According to CoStar, over the past decade, one office building was added to Wilsonville's market in 2020, Eye Health Northwest, located at 29250 Southwest Town Center Loop West. This office building was about 30,000 square feet or roughly 2% of Wilsonville's total office space. Over the same time period, the broader Portland region added a greater share (9%) of space to its office market.

Exhibit 12: Office Space Development Trends, 2015 to 2024

GEOGRAPHY	TOTAL BUILDINGS	TOTAL SQUARE FEET	AVERAGE BUILDING SIZE
ALL OFFICE DEVELOPMENT			
Broader Portland Region	6,268	120,279,588	19,199
I-5 South Submarket	484	8,975,567	18,545
Wilsonville	63	1,369,151	21,733
BUILT IN THE LAST 10 YEARS*			
Broader Portland Region	159	10,765,783	67,710
I-5 South Submarket	8	74,590	9,320
Wilsonville	1	30,000	30,000

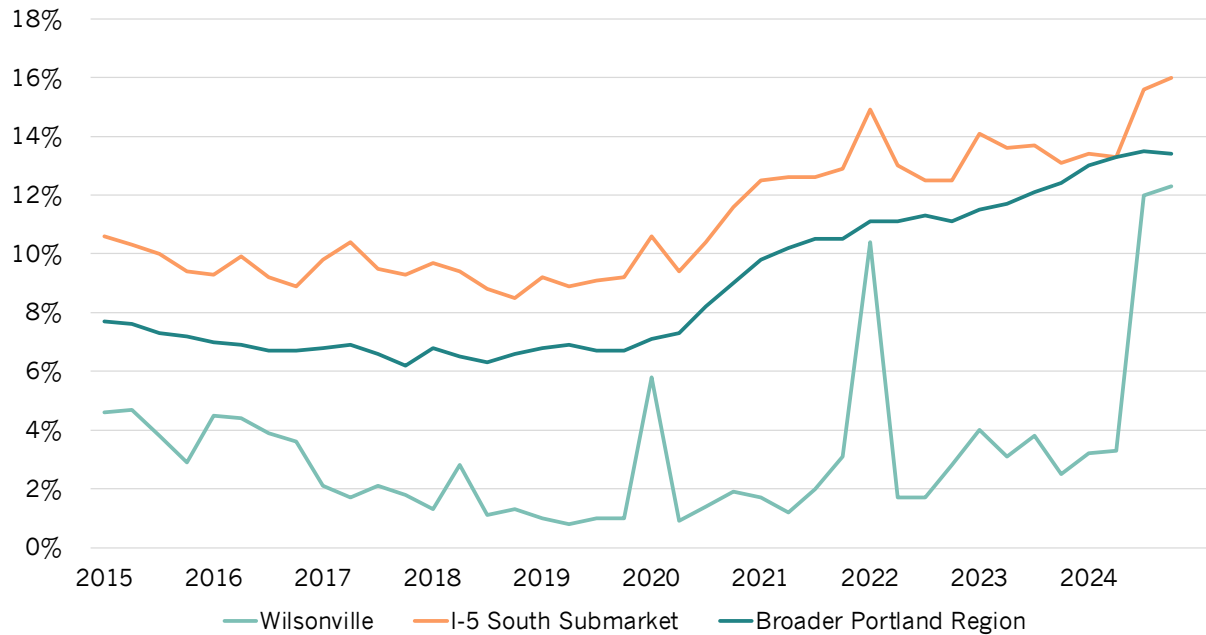
Source: CoStar, pulled February 2025

*Does not account for removal of office space from the market



Per CoStar, the I-5 South submarket office vacancy rates have been higher than the broader Portland region's vacancy rates since 2015. Both had vacancy rates above 13% at the end of 2024. While Wilsonville office vacancy rates have generally remained much lower, the end of a few leases are reflected in vacancy rate spikes in 2020, 2022, and 2024, when the vacancy rate spiked closer to the broader Portland regional average.

Exhibit 13: Office Vacancy Rate Trends, 2015-2024

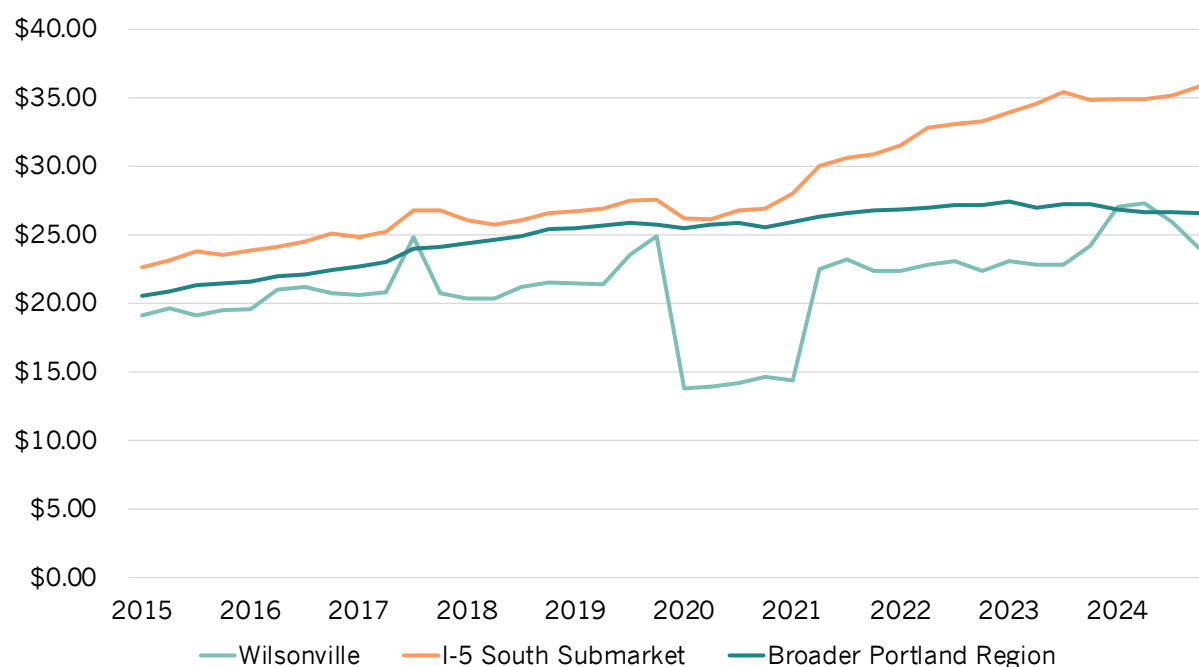


Source: CoStar, pulled February 2025



Office rents have increased in the I-5 South submarket despite high vacancies and have been substantially above the broader Portland region's average since 2021, according to CoStar. Historically, office rents in Wilsonville have been lower than in the broader Portland region. Wilsonville's rents have recovered from the pandemic-related drop in 2020 and rents have been on par with the broader Portland region's rents at various points throughout 2024.

Exhibit 14: Office Lease Rate Trends, 2015-2024



Source: CoStar, accessed February 2025

Net absorption and delivery trends also indicate a relatively slow office market. From 2020 to 2024, net absorption was negative in all three areas: negative 4.5 million square feet in the broader Portland region, negative 555,000 square feet in the I-5 South submarket, and negative 124,000 square feet in Wilsonville.

This analysis suggests that **near-term demand for traditional office space in Wilsonville will remain limited**. High vacancy rates, ongoing negative absorption, and weak investor interest continue to affect both Wilsonville and the broader market. Although Wilsonville's office rents have recovered since 2020, they still lag behind those in the I-5 South submarket and the Portland region, despite briefly matching regional rates in 2024. Over the longer term, demand may grow as the market adjusts to hybrid work and as business formation and headcount increase. However, while there is redevelopment potential in Town Center, there is limited vacant land for commercial use (as shown in Chapter 4. Buildable Lands Inventory). Those spaces



currently vacant may fill in time but limited commercial land supply could constrain new office development in Wilsonville in the long term.

Broader Portland Regional Retail Trends²⁴

Similar to national trends, development of new retail space in the broader Portland region remains limited. While consumer demand remains relatively stable, economic pressures including rising interest rates, higher operating costs, and concerns about tariffs, have led retailers to adopt more cautious expansion strategies. Vacancy rates have edged up, and leasing activity has slowed, which will place more pressure on landlords moving forward to stay competitive with lease terms, pricing and concessions. Despite these challenges, market rents continued to grow modestly, rising 3.5% year-over-year.

- ◆ **Rising vacancy rates:** The retail vacancy rate rose slightly to 3.9% in Q4 2024, up from 3.5% a year earlier.
- ◆ **Negative net absorption:** The Portland market had negative net absorption of 437,757 square feet in 2024, a reversal from the positive net absorption of 188,607 square feet in 2023.
- ◆ **Slower construction activity:** The under-construction pipeline shrank by nearly 30% year-over-year from Q4 2024.

²⁴ Broader Portland regional trends based on Kidder Matthews, [Portland Retail Market Report Q4 2024](#)



Wilsonville Retail Market

Wilsonville currently has 2.2 million square feet of retail space, representing 32% of all retail space in the I-5 South submarket and 2% of retail space in the broader Portland region. On average, Wilsonville's retail developments are larger with an average of 19,330 square feet, compared to 14,220 square feet in the I-5 South submarket and 10,450 square feet in the broader Portland region.

Exhibit 15: Retail Space Development Trends, 2015 - 2024

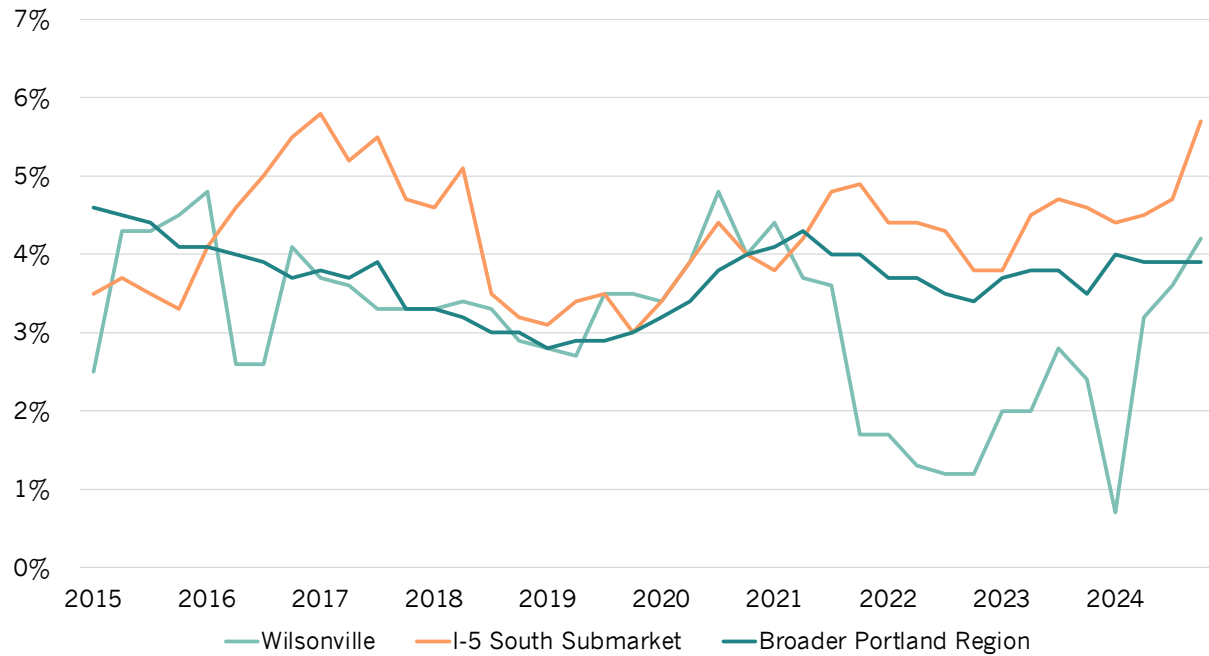
GEOGRAPHY	TOTAL BUILDINGS	TOTAL SQUARE FEET	AVERAGE BUILDING SIZE
ALL RETAIL DEVELOPMENT			
Broader Portland Region	12,132	126,767,807	10,450
I-5 South Submarket	478	6,797,343	14,220
Wilsonville	112	2,165,439	19,330
BUILT IN THE LAST 10 YEARS*			
Broader Portland Region	441	5,186,720	11,760
I-5 South Submarket	23	229,939	10,000
Wilsonville	2	91,495	45,750

Source: CoStar, pulled February 2025 *Does not account for removal of retail space from the market



According to CoStar, Wilsonville's retail vacancy rates have been lower than the I-5 South Submarket and the broader Portland region since 2021. However, over the course of 2024, Wilsonville's vacancy rate has risen, reaching 4.2% by the end of 2024 similar to the broader Portland region's retail vacancy rate.

Exhibit 16: Retail Vacancy Rate Trends, 2015 - 2024

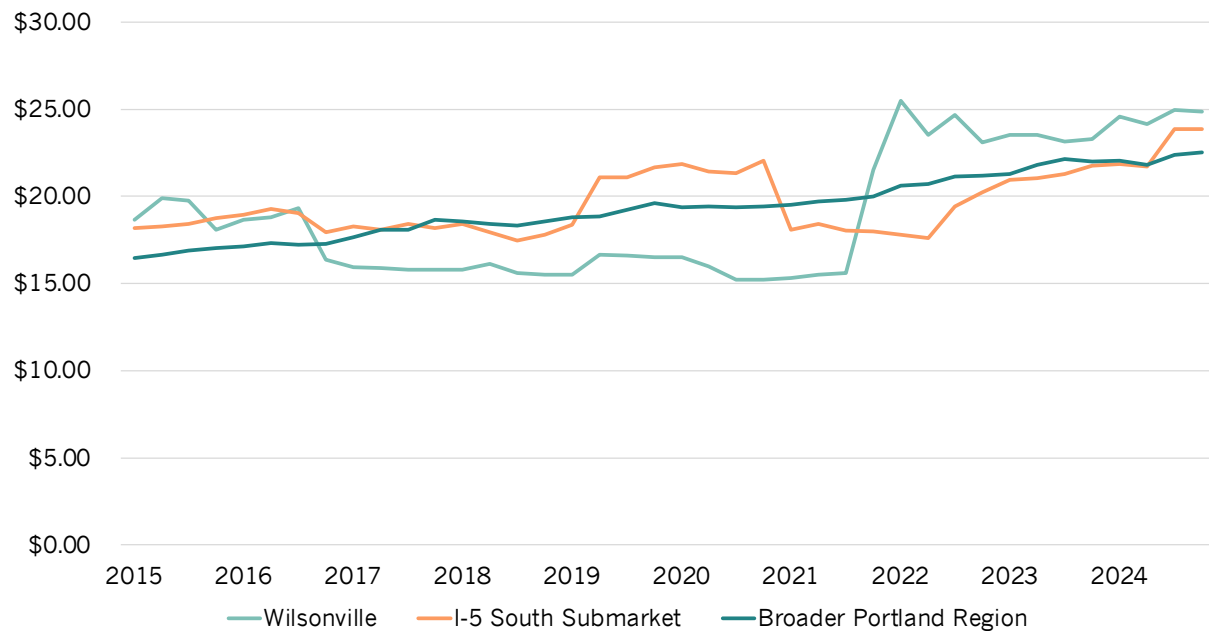


Source: CoStar, pulled February 2025



Retail rents are steadily increasing across the region, including within the submarket, and Wilsonville specifically. Wilsonville's rents surpassed and have remained slightly higher than the other markets since 2022. The low vacancy rate during this time period likely contributed to the growing lease rates. Wilsonville's rents were about \$24.90 by the end of 2024.

Exhibit 17: Retail Lease Rate Trends, 2015 - 2024



Source: CoStar, pulled February 2025

Despite low vacancies and rising rents in Wilsonville, there has been limited new retail development in Wilsonville in the past 10 years, and net absorption of vacant retail space has been negative for the past two years.

The relatively low vacancy rates and stable, modest rent growth suggest that Wilsonville could see new retail development in the coming years. However, while consumer demand holds, rising interest rates and higher operating costs will make retailers more cautious about expanding. While there is limited vacant land for retail development, infill and redevelopment in Town Center provide an opportunity for the new, modest square footage of retail development the market is demanding.

Wilsonville's Comprehensive Plan policy has for decades focused major retail development in commercial centers near the I-5 interchanges rather than in mixed-use centers and corridors. This focus reinforces the expectation of a very limited supply of land for retail growth. Besides the existing commercial centers, only small-scale neighborhood retail is planned within the City's Urban Growth Boundary and adjacent Urban Reserves. Retail growth is designed to occur through redevelopment of existing



commercial uses or underutilized parking areas, thus continuing to mostly limit retail to its current footprint in the City. The highest opportunity for new retail, particularly experience-based smaller-scale retail and food and beverage establishments, is anticipated through redevelopment in Town Center. This would appear to support broader trends in retail where a number of larger-format national retailers are reducing footprints or being cautious about expansion, while support for more local experience-based retail and food and beverage establishments is increasing.

Industrial Market

Broader Portland Regional Trends

Like the national industrial market overall, the broader Portland region industrial market has been strong in recent years, particularly from 2021 to 2023. However, similar to national trends, a few metrics indicate that demand for industrial space is decelerating in the region:

- ◆ **Increasing vacancy rates:** Vacancy for industrial space in the broader Portland region has risen steadily since early 2023, and net absorption was negative in 2023 and 2024. While overall leasing activity for industrial space in the area remained higher than the area's 10-year average, 2024 saw the lowest year-end leasing since 2018. A few large companies downsizing or exiting the market contributed to negative net absorption and vacancy trends.²⁵
- ◆ **Slow lease-up for new construction:** In 2024, 1.9 million square feet of new industrial space was added to the market, increasing the region's vacant supply. As of year-end, 73% of that new space remained unleased, indicating slower-than-expected tenant demand.²⁶
- ◆ **Rising unemployment rates:** In 2024, Portland's unemployment rate increased to 4.1% matching and surpassing the national unemployment rate at various points through the year. Layoffs, including the shutdown of a large UPS location in North Portland, which impacted 300 sorting and distribution jobs are impacting the local unemployment rates.²⁷

However, investors and leasing professionals are confident in the regional market's long-term health, particularly due to significant investments in the region's semiconductor manufacturing sector.²⁸ Market strengths include:

²⁵ CBRE, Q4 2024 Portland Industrial Market Update

²⁶ CBRE, Q4 2024 Portland Industrial Market Update

²⁷ CBRE, Q4 2024 Portland Industrial Market Update

²⁸ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)



- ◆ **CHIPS Act:** In 2023, the federal government allocated \$50 billion as a part of the CHIPS Act to bolster U.S. semiconductor manufacturing, which is expected to create thousands of regional manufacturing and construction jobs.²⁹ The expansion of the semiconductor industry could also have a ripple effect, creating demand for industrial space for equipment suppliers, supply chain materials manufacturers, and testing facilities.
- ◆ **Strong submarkets:** According to market reports from Cushman & Wakefield and CBRE, other strong industrial submarkets include food and beverage warehousing, tech warehousing, and auto part manufacturing.³⁰ These are some of the most common types of tenants seeking space in the market, although deals are taking longer on average to reach completion.³¹ As reported by CBRE, investors and leasing professionals are confident that the Portland market has additional room for growth.

²⁹ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

³⁰ Cushman & Wakefield, [Industrial Marketbeat Q2 2024 Portland Industrial Report](#)

³¹ CBRE, [Q2 2024 Portland Industrial Market Update](#)



Wilsonville Industrial Market

Wilsonville has about 8.6 million square feet of industrial and flex space, representing roughly 38% of the I-5 South submarket and 3% of the broader Portland region's industrial space. The average size of Wilsonville's industrial building is roughly 63,000 square feet, almost twice as large as the average industrial building in the broader Portland region (34,000 square feet).

Wilsonville has had limited industrial development in the past decade. Only 1.7% percent of Wilsonville's total industrial space was built in the last 10 years, compared to roughly 9% of the I-5 South submarket industrial space and 13% of the broader Portland region's industrial space. This slow pace of development makes sense given the limited supply of development-ready industrial land in the City.

Exhibit 18: Industrial & Flex Space Development Trends, 2015 to 2024

GEOGRAPHY	TOTAL BUILDINGS	TOTAL SQUARE FEET	AVERAGE BUILDING SIZE
ALL INDUSTRIAL DEVELOPMENT			
Broader Portland Region	7,581	259,657,430	34,250
I-5 South Submarket	671	22,831,304	34,030
Wilsonville	136	8,592,887	63,180
BUILT IN THE LAST 10 YEARS*			
Broader Portland Region	403	33,736,304	83,710
I-5 South Submarket	40	2,096,708	52,420
Wilsonville	2 ³²	145,611	72,810

Source: CoStar, pulled February 2025

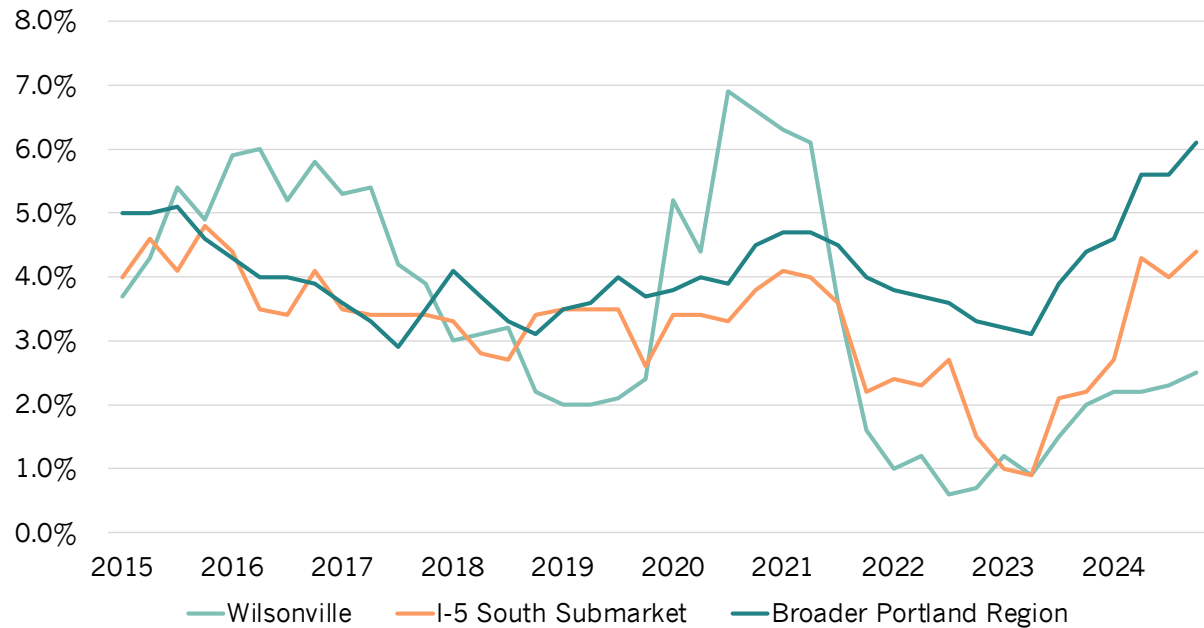
*Does not account for removal of industrial/flex space from the market

³² The two buildings listed in CoStar are located at 96500 SW Parkway Ave (2025) and 10680 SW Clutter Road (2023). However, City staff noted three others: the Black Creek development in the Coffee Creek industrial area and two SSI Shredding facilities.



Wilsonville's industrial vacancy rate remained below 6% for most of the past decade. In 2020 and 2021 Wilsonville saw a brief spike in vacancy, likely driven by the COVID-19 pandemic, which quickly dropped to just over 1% in 2023. As of Q4 2024, Wilsonville's combined industrial and flex space vacancy rate was 2.5% (**Exhibit 20**). Wilsonville's industrial vacancy rate has been below the broader Portland region since 2021. As of Q4 2024, the broader Portland region had a vacancy rate of 6.1% and I-5 South submarket had a vacancy rate of 4.4%.

Exhibit 19: Industrial & Flex Vacancy Rate Trends, 2015-2024

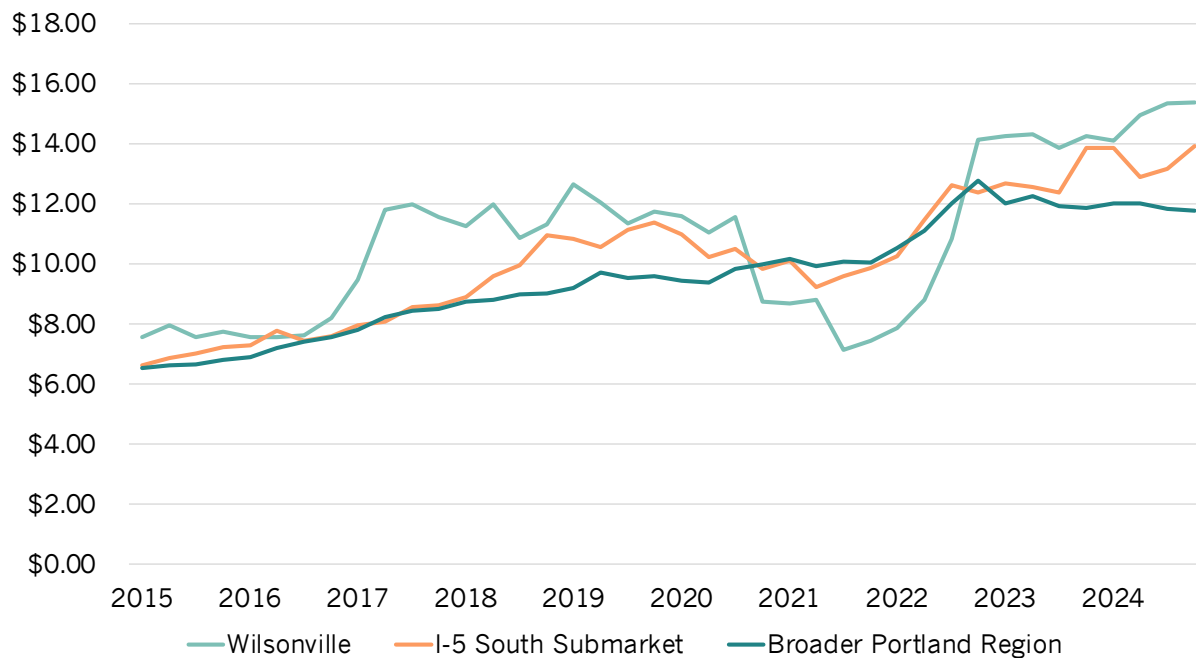


Source: CoStar, pulled February 2025



Industrial/flex rents in Wilsonville increased from 2015 to 2020 and were generally higher than the broader Portland region over the period.³³ Wilsonville shows a drop in lease rates between 2020 and 2021, likely due to COVID-19 impacts. However, rates rebounded in 2023, reaching \$15.38 per square foot in Q4 2024, higher than the broader Portland region (\$11.77) and I-5 South submarket (\$13.93). The combination of rising rents and very low vacancy rates suggests a robust industrial market in Wilsonville, potentially attracting new development, especially speculative development.

Exhibit 20: Industrial & Flex Rents Trends, 2015-2024



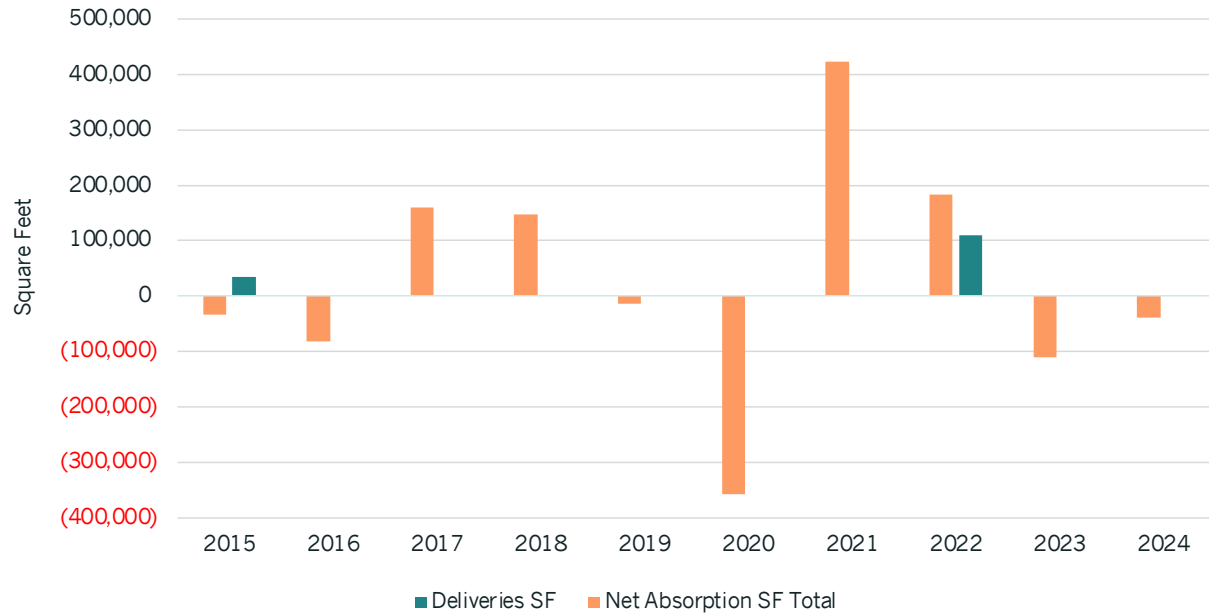
Source: CoStar, pulled February 2025

³³ Triple-Net (NNN) rents are annual rents on a per square foot basis. In a NNN lease, expenses such as taxes, insurance, and any utilities or maintenance costs, are also passed on to the tenant and paid separately from rent.



Net absorption has been generally positive for industrial properties over the past decade, with a large vacancy in 2020; however, it was followed by high positive net absorption the following year. Net absorption was negative in 2023 and through 2024 but at a smaller magnitude than in 2020.

Exhibit 21: Net Absorption for Industrial & Flex Space in Wilsonville, 2014 to 2024



Source: CoStar, pulled February 2025



TYPE OF INDUSTRIAL PRODUCT BUILT SINCE 2014

Within the industrial product type, CoStar delineates the properties into a secondary type based on their use, size, and amenities to industrial users. CoStar utilizes the following definitions for the secondary types of industrial space:

- ◆ **Distribution:** Spaces used for warehousing and distribution of inventory, that are typically 200,000 square feet or more, have clear heights of at least 28 feet, are less than 5% office space, and have site coverage that can be up to 40%.
- ◆ **Warehouse:** Buildings that are 25,000 square feet or greater, are up to 20 percent office area, have clear heights of 22 feet or greater, and have site coverage up to 50%.
- ◆ **Manufacturing:** Buildings that are typically 300,000 square feet or greater with an office area up to 50%.
- ◆ **R&D:** Flex space (see below) specifically used for research and development.
- ◆ **Flex/Other/Misc.:** A versatile building that may be used with office (corporate headquarters), research and development, mixed-use industrial and retail sales, and includes but is not limited to industrial, warehouse, and distribution uses. At least half of the rentable area of the building must be used as office space. Flex buildings typically have ceiling heights under 18 feet, with light industrial zoning. Flex buildings have also been called Incubator, Tech and Showroom buildings in markets nationwide.

Exhibit 22 shows industrial development by submarket and secondary industrial space types. Historically, the I-5 South submarket has made up about 10.2% of all industrial space in the Portland region. Over the past decade, the I-5 South submarket's share of new construction has been a bit lower. Since 2014, 8.7% of new industrial development in the region occurred in the I-5 South submarket.

The types of industrial space being built in the I-5 South submarket have also shifted:

- ◆ Warehouse and R&D space have grown in this area. While the I-5 South submarket holds about 27% of the region's total warehouse and R&D space, it captured around 35% of the new development in these categories over the past decade.
- ◆ In contrast, I-5 South has seen less manufacturing and distribution development. It holds 27% of the region's total space for these types but only accounted for 19% of new space built in the past 10 years.



Exhibit 22: Industrial Development Trends by Secondary Market Type, Broader Portland Region and I-5 South Submarket, 2014 to 2024

	ALL DEVELOPMENT		PAST 10 YEARS		I-5 CAPTURE RATES	
	BROADER PORTLAND REGION	I-5 SOUTH	BROADER PORTLAND REGION	I-5 SOUTH	ALL DEV'T	2014-2024
Distribution	49,002,646	5,677,113	16,716,663	1,222,159	11.6%	7.3%
Manufacturing	43,382,806	6,661,789	5,802,456	700,301	15.4%	12.1%
R&D	4,036,770	409,055	514,319	87,476	10.1%	17.0%
Warehouse	116,255,396	19,920,386	11,999,179	2,178,085	17.1%	18.2%
Flex/Other/Misc	156,220,367	4,831,339	24,957,511	1,053,586	3.1%	4.2%
Total	368,897,985	37,499,682	59,990,128	5,241,607	10.2%	8.7%

Source: CoStar, pulled August 2024

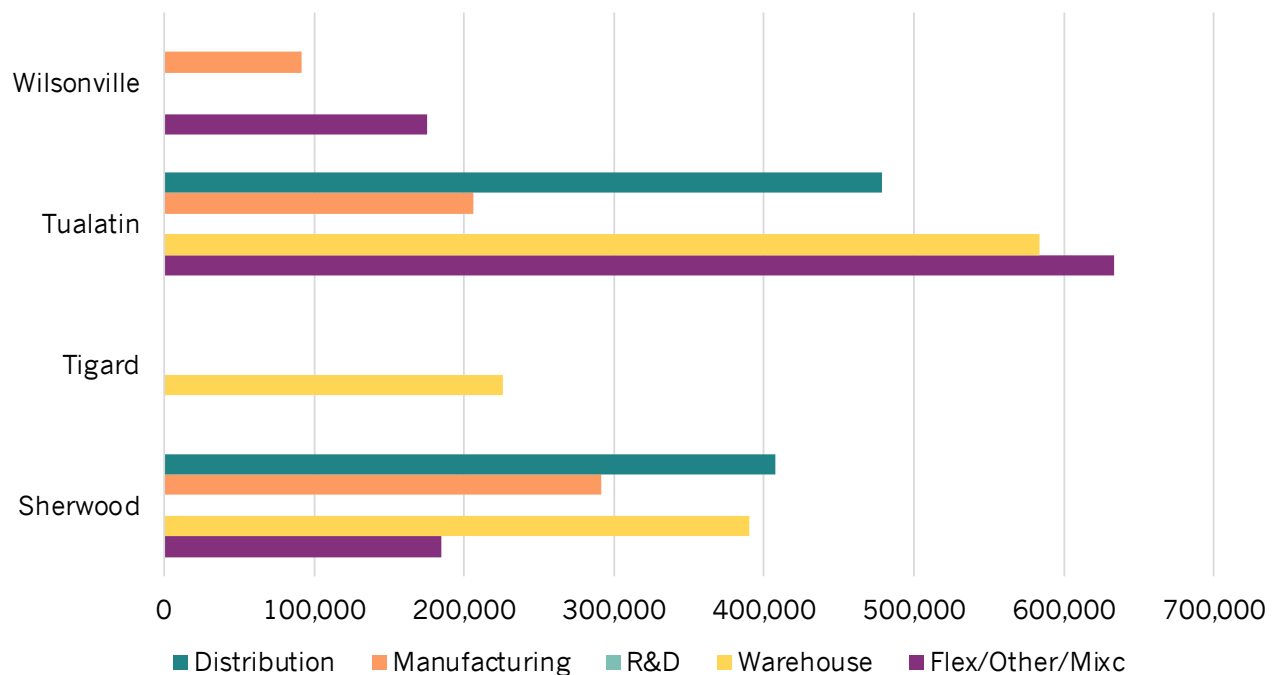


Industrial development along the I-5 South submarket has recently concentrated in Tualatin and Sherwood. This trend is likely due to Wilsonville's shortage of development-ready industrial land and large parcels, a view supported by interviews with local developers, brokers, and economic development organizations.

Many speculative industrial developers are seeking large sites, as demonstrated by recent developments in Sherwood and Tualatin on parcels exceeding 10 acres. Notable examples include the recently completed Sherwood Commerce Center on a 30+ acre site and the proposed Rock Creek industrial site development on 25 acres in Sherwood. In Tualatin, the Tualatin Sherwood Corporate Park was completed in 2023 on over 40 acres, while the Hedges Creek Industrial Park is expected to be completed in 2025 on a 20-acre site.

Local developers report that most of the industrial demand is coming from existing regional businesses rather than out-of-state companies. These local industrial users are primarily looking to expand or upgrade their current facilities within the area. Many express a desire to be outside the City of Portland and Multnomah County, citing concerns about public safety and higher rates of taxation.

Exhibit 23. Secondary Industrial Space Recently Built or Proposed in I-5 South Submarket by City, 2019-2026



Source: CoStar, pulled August 2024



Real estate leasing and development data suggest that Wilsonville’s industrial market is strong but faces significant limitations to future growth. The City has very low industrial vacancy rates and higher-than-average rents, showing steady demand. However, very little new space has been built in the past decade, largely due to a shortage of development-ready industrial land and large sites. While regional interest in industrial space remains high—particularly in sectors like manufacturing and warehousing—most new development in the I-5 South submarket has occurred in neighboring cities like Sherwood and Tualatin. Without more development-ready land that is ready for construction, Wilsonville is likely to continue to miss out on capturing new industrial investment.

This section provides information about common industrial development types that are tracked by CoStar. They do not include other types of development that commonly occur in on industrial land, such as indoor recreation, medical buildings, religious institutions, and government uses.



Wilsonville's Competitive Advantages and Disadvantages

Wilsonville's economic development potential is influenced by both local factors and the broader state and national economic trends. Economic conditions in Wilsonville relative to these conditions in other portions of the Portland region form Wilsonville's competitive advantage for economic development. Wilsonville's key competitive advantages include its opportune location in the southern Portland region, positioned between Portland and Salem; access to a well-educated workforce from both the Portland region and Mid-Valley labor sheds; and a supply of industrial land for employment growth, including sites near expanding job centers in Tualatin and Sherwood. The City also benefits from strong transportation connections via I-5, I-205, and Highway 217, as well as transit services. These attributes make Wilsonville an attractive choice for businesses and residents seeking a connected, high-quality place to live and work. How the City capitalizes on these strengths will be central to its future economic development.

Wilsonville's advantages for economic development include:

- ◆ **Location.** Wilsonville is located at the southern edge of the Portland region, providing excellent access to both Portland and Salem job centers and consumer markets. Its location along the I-5 corridor allows businesses to efficiently serve a broad geographic area that spans the Portland region, Mid-Willamette Valley, and Pacific Northwest. Its proximity to both urban and rural amenities add to its appeal.
- ◆ **Transportation Infrastructure.** Wilsonville has strong regional transportation access with I-5, I-205, and Highway 217 facilitating efficient freight and commuter movement. Additional transportation strengths include existing and planned arterial roads as well as local and regional transit service provided by TriMet, WES Commuter Rail, and the South Metro Area Regional Transit (SMART).³⁴

Wilsonville is also 30 miles from the Portland International Airport and 20 from Port of Portland terminal providing connection to air and marine networks supporting container transport.

- ◆ **Foreign Trade Zone (FTZ) Access.** Wilsonville is located within Foreign Trade Zone 45 managed by the Port of Portland. Access to FTZ benefits provides advantages for firms engaged in global trade by enabling tariff deferral, duty elimination on re-exports, and logistical efficiencies. This makes Wilsonville

³⁴ Existing major arterials include SW Grahams Ferry Road, SW Boones Ferry Road, and SW Day Road; the City is also planning the extension of Basalt Creek Parkway.



particularly competitive for advanced manufacturing, semiconductor-related industries, and firms with complex international supply chains.

- ◆ **Availability of Industrial Land.** Wilsonville has 353 acres of vacant, buildable industrial land to accommodate employment growth. Much of this land is concentrated in two key employment areas:
 - **Coffee Creek:** Coffee Creek is supported by an active Urban Renewal District that funds critical infrastructure improvements. Coffee Creek's location near I-5 and other industrial areas makes it particularly attractive for industrial development.
 - **Basalt Creek:** Wilsonville's portion of Basalt Creek has a range of parcel sizes suitable for manufacturing, logistics, and supply chain uses.
- ◆ **Strong Industrial Base of Employment.** Wilsonville has a diverse and established industrial base. Manufacturing, wholesale trade, and construction account for 43% of total employment in the City, which is double the Portland region average. The City's manufacturing cluster includes high-tech, cleantech, electronics, materials, and food and beverage processing businesses. Wilsonville's industrial sectors support strong wage growth and contribute to economic resilience.
- ◆ **Proximity to other Growing Industrial Areas.** Wilsonville's industrial lands are a part of a larger cluster of industrial employment areas extending into Tualatin and Sherwood, offering supply chain efficiencies and complementary industry clustering.
- ◆ **Sustainable Water Supply.** Wilsonville has a sustainable water supply sourced from the Willamette River. This provides reliable capacity for industrial users with large water demands, including advanced manufacturing, semiconductor supply chains, cleantech, and food and beverage processors.
- ◆ **Business Support Services.** Wilsonville takes an active role in facilitating economic development, with dedicated programs and financing mechanisms that help reduce barriers to development, accelerate project readiness, and support job creation.
 - **Urban Renewal in Coffee Creek:** The Urban Renewal District plays a pivotal role in advancing infrastructure readiness and supporting new industrial development in Coffee Creek. Urban Renewal funds may be used to finance key infrastructure improvements in the Coffee Creek Industrial Area including roads, sewer, water, and stormwater systems helping make sites more marketable and development ready. To date, one infrastructure project has been completed: the construction of



Garden Acres Road to urban industrial standards. The Urban Renewal Plan also authorizes the purchase of land from willing sellers. The potential to buy, aggregate, and prepare land for development is a strategy that will be explored further in the EOA and Economic Development Strategy, and which merits discussion and consideration by policymakers.

- **WIN Program (Wilsonville Investment Now).** The **WIN Program** is a citywide business incentive tool that provides a limited-duration, partial property tax rebate to attract and retain traded-sector employers. The program offers flexible eligibility criteria that align with the City's economic development and industrial land strategies.
- ◆ **Proactive City Planning and Policy Alignment.** Wilsonville demonstrates strong leadership in aligning land use, infrastructure, housing, and economic development policy. The City has proactively advanced the Wilsonville Industrial Land Readiness Study, Housing Needs and Capacity Analysis, Housing Production Strategy, and several area-wide master plans, among others. This coordinated planning framework helps provide a predictable environment for business investment. Wilsonville also collaborates closely with regional and statewide partners—including Business Oregon, Greater Portland Inc., Metro, and the Wilsonville Chamber of Commerce—to support economic development and local businesses.
- ◆ **Redevelopment Potential in Town Center.** Wilsonville's Town Center offers strong potential for redevelopment into a vibrant mixed-use district. The Town Center Plan envisions a walkable, transit-accessible hub with expanded retail, services, housing, and employment uses. Public realm investments, flexible zoning, and catalytic projects can help drive momentum for redevelopment and create a more active community commercial center. Placemaking is considered one of the best strategies for driving local economic development in the 21st century. **The redevelopment of Town Center represents one of the best opportunities the City has for creating a magnetic force that draws in traded sector and local businesses, as well as talent.**
- ◆ **Labor Market.** Wilsonville draws from both the Portland region and Mid-Valley labor sheds, providing access to a large, skilled, and diverse workforce. Thriving residential growth continues to expand the City's labor pool and supports talent retention. The City also benefits from proximity to major higher education institutions that strengthen its workforce pipeline, including local campuses of **Clackamas Community College** and **Oregon Institute of Technology**, as well as regional colleges and universities such as **Portland**



Community College, Chemeketa Community College, Portland State University, University of Portland, and Willamette University.

- ◆ **Quality of Life.** Wilsonville's high quality of life is a key factor in attracting and retaining both businesses and talent. The City offers a balanced living environment with well-planned neighborhoods, a variety of housing options, high-performing K-12 schools, environmental stewardship, high quality urban amenities like its parks and library, and access to outdoor recreation. Its location provides convenient access to both urban amenities in the Portland region and rural amenities in the Willamette Valley and surrounding areas.

Wilsonville's disadvantages for economic development include:

- ◆ **Limited Supply of Development-Ready Industrial Sites.** Wilsonville has over 350 acres of vacant industrial land, but much of it in Coffee Creek and Basalt Creek is not ready for development due to the absence of urban-level infrastructure. Ongoing investment is needed to support future industrial growth. In Basalt Creek in particular—especially the West Railroad area—major infrastructure gaps remain. Physical access is also constrained by limited vehicular routes and a low railroad undercrossing on Grahams Ferry Road. Addressing these constraints will require substantial investment and coordination.
- ◆ **Small Lot Sizes and Fragmented Ownership Patterns.** The City has a limited inventory of large, contiguous, buildable parcels, which are attractive to large industrial owner-users, as well as speculative developers who need the efficiencies of a large project in order to make the development financially feasible. Fragmented ownership, small lot sizes, and lack of coordinated property aggregation in key areas create barriers to assembling larger sites suitable for modern industrial uses.
- ◆ **Lower-Intensity Existing Uses on Industrial Land.** Many parcels in Coffee Creek and Basalt Creek are used for low-density contractor establishments and outdoor storage. These uses do not align with Wilsonville's vision for higher-intensity, urban-style employment development. Because they generate steady income for property owners, there is little incentive to sell and/or redevelop. This phenomenon has limited industrial growth and development and will continue to do so without intervention.
- ◆ **Power Supply Issues.** Some future industrial users may need more than 5 megawatts of power. Meeting this demand will require additional investment in power infrastructure, as well as long lead times. Close coordination with Portland General Electric will be essential to ensure capacity is available.



- ◆ **Traffic and Congestion.** The I-5 corridor through Wilsonville experiences congestion from regional traffic, particularly during peak hours, which then backs up onto Wilsonville key arterials. Planned transportation improvements will help but may be years in coming. Ongoing regional growth may continue to pressure transportation infrastructure and increase travel times for both freight and commuters.
- ◆ **Regional Housing Affordability Challenges.** Like many parts of the Portland region, Wilsonville faces regional housing affordability pressures that can affect workforce attraction and retention. Although the City has pursued strategies to expand housing options, affordability remains a key issue for both lower- and middle-income workers.
- ◆ **Limited Urban Amenities.** Wilsonville's suburban setting and limited mix of local amenities such as restaurants, shopping, and entertainment may make it harder to attract workers, particularly younger professionals in technology, creative, and knowledge-based fields. Strengthening live-work-play environments, like those envisioned in Town Center, will be key to maintaining the City's competitiveness for talent.

Public Facilities and Services

Provision and costs of public facilities and services can impact a firm's decision about expanding or locating in a City. One of the primary considerations about developing a site is whether it has infrastructure to or near the site, including water, wastewater, stormwater, and roads. If infrastructure is not developed to or near the site, the consideration becomes whether infrastructure can be extended in a timely manner and at a financially feasible cost.

This section describes Wilsonville's water system, storm system, wastewater system, and transportation system infrastructure. It answers the question of whether Wilsonville has or is planning to have sufficient capacity to support the amount and types of development proposed in the EOA.

WATER

Wilsonville's primary drinking water source is treated water from the Willamette River. The Willamette River Water Treatment Plant has a total treatment capacity of 20 million gallons per day (mgd). Of that capacity, 13.3 mgd (two-thirds) is owned by the City of Wilsonville, and 6.7 mgd (one-third) is owned by the City of Sherwood. The City of Wilsonville also has eight groundwater wells that serve as a backup supply.

Wilsonville currently has sufficient water supply and treatment capacity to meet existing and future employment needs. The Water Distribution System Master Plan is



being updated to evaluate capacity and distribution improvements that will support continued growth within the Wilsonville. The next major expansion of the treatment plant, which will increase total capacity to 30 mgd, is planned for the 2035 to 2040 timeframe. This expansion will ensure long-term adequacy of the water system to serve both residential and employment growth.

There are no known water capacity limitations that would restrict new industrial or commercial development in the City over the 2026 to 2046 time period.

WASTEWATER

Wilsonville's Wastewater Treatment Plant has a total treatment capacity of 4 mgd. The 2023 Wastewater Treatment Plant Master Plan evaluated the capacity of individual unit processes and identified those that may exceed capacity at buildout. Upgrades to those unit processes have been incorporated into the City's capital improvement program. The first phase, improvements to the aeration basins, is currently under design.

The City recently updated its System Development Charges (SDCs) to provide funding for these capacity improvements. A Wastewater Collection System Master Plan update is scheduled for completion by 2028, which will identify additional system improvements needed to serve future development.

There are currently no known wastewater capacity limitations that would prevent new industrial or commercial development. Planned improvements will ensure the system can support anticipated employment growth through 2046.

STORMWATER

The City updated its Stormwater Master Plan in 2024. The plan provides guidance for stormwater management and identifies system improvements to address capacity and conveyance needs. There are no known stormwater capacity issues that would limit employment growth.

TRANSPORTATION

Traffic congestion on the I-5, specifically the Boone Bridge, remains the most significant transportation challenge affecting Wilsonville. The bridge serves as a critical north-south connection between the Portland and Salem metropolitan areas, carrying regional commuter and freight traffic through the City. Peak-hour congestion creates recurring delays that impact both residents and businesses.

The Oregon Department of Transportation (ODOT) is leading the I-5 Boone Bridge Replacement Project to address these issues. The project will replace the existing bridge with a new, seismically resilient structure, add a southbound auxiliary lane



between the Wilsonville Road entrance and the OR 551 exit, make safety improvements at the Charbonneau interchange, and provide new walking and biking connections across the Willamette River. The project has completed the Planning and Environmental Linkages (PEL) study phase, positioning it to move forward once funding becomes available. Because the Boone Bridge is part of the state highway system, project implementation and timing are under ODOT's jurisdiction rather than the City's direct control.

Beyond the Boone Bridge corridor, Wilsonville's local transportation network is functioning well. The City actively monitors system performance and publishes a transportation performance monitoring report every three years to track progress toward its goals. Local facilities identified in the City's Transportation System Plan have adequate capacity to support planned employment and population growth, and improvements are being implemented as needed.

There are no additional transportation limitations currently identified that would restrict employment growth over the planning period.



3. Employment Growth and Site Needs

Statewide Planning Goal 9 requires cities to estimate how much land is needed for commercial and industrial development over a 20-year period. In Wilsonville, that means identifying how much employment growth is expected by 2046 and what kinds of businesses are likely to locate here. This chapter presents an employment forecast and analysis of potential growth industries that build from recent economic trends.

Forecast of Employment Growth and Land Demand

Demand for industrial and commercial land in Wilsonville will be shaped by the expansion and relocation of existing businesses as well as the establishment of new ones. The employment projections in this section build on Wilsonville's current employment base and assume that future growth will align with the Oregon Employment Department's (OED) regional forecasts for the 2026–2046 period.

The employment forecast does not account for a major shift in employment that could occur if one or more large employers were to locate in Wilsonville during the planning period. Such a change would exceed the growth anticipated in the City's employment forecast and the associated land needs. This would be true not only for employment uses but also for housing, parks, and other community needs. While major economic events, such as the successful recruitment of a very larger employer, are difficult to incorporate into an Economic Opportunities Analysis, their implications are relatively predictable: increased demand for land (of all types) and for public services.

ECONorthwest's approach to projecting demand for industrial and commercial land includes four steps:

1. **Establish base employment** – Begin with the estimate of covered employment in Wilsonville, as shown in **Exhibit 7**. Since covered employment does not include all workers, this number is adjusted to reflect total employment in the City.
2. **Project total employment** – Consider forecasts and other factors that may influence employment growth in Wilsonville over the 20-year planning horizon.
3. **Allocate employment** – Assign projected employment to various land use categories.



4. **Estimate land demand** – Calculate employment land demand based on projected growth and assumptions about future employment densities.

This methodology follows administrative rule requirements and incorporates input the Technical Advisory Committee (TAC) that guided this project.

Employment Base for Projection

To estimate future employment land needs, ECONorthwest first developed a baseline of current employment in Wilsonville. This baseline provides the foundation for forecasting job growth and associated land needs through 2046.

ECONorthwest began with covered employment³⁵ data from the Oregon Employment Department's confidential Quarterly Census of Employment and Wages (QCEW), which includes most wage and salary employment. According to this data, Wilsonville had approximately 22,778 covered employees in 2023 (see Exhibit 6 and Exhibit 24). This is the best and most currently available data for Wilsonville and reflects changes in employment post-COVID.

However, covered employment does not account for all workers in the economy, notably excluding sole proprietors. An analysis of the data shows that *covered* employment reported by the Oregon Employment Department for Clackamas County represents only about 68% of *total* employment reported by the U.S. Bureau of Economic Analysis. This ratio was evaluated for each employment sector in Clackamas County, and the resulting figures were used to estimate the number of noncovered employees.

Based on this methodology, ECONorthwest estimates that Wilsonville had approximately **32,332 total jobs** in 2023 (**Exhibit 24**). This estimate serves as the starting point for evaluating future employment growth and land needs.

³⁵ Covered employment includes employment covered by unemployment insurance.



Exhibit 24. Estimated Total Employment by Sector, Wilsonville City Limits and UGB Area*, 2023

Sector	Covered Employment	Estimated Total Employment	Covered % of Total
Agriculture, Forestry, Fishing, and Hunting	17	30	56%
Construction	3,010	3,917	77%
Manufacturing	3,719	4,043	92%
Wholesale Trade	3,318	3,977	83%
Retail Trade	2,125	2,834	75%
Transportation, Warehousing, and Utilities	864	1,965	44%
Information	78	118	66%
Finance and Insurance	172	438	39%
Real Estate and Rental and Leasing	233	1,748	13%
Professional, Scientific, and Technical Services	2,330	4,325	54%
Management of Companies and Enterprises	474	563	84%
Administrative, Support, Waste Management and Remediation Services	2,023	2,763	73%
Private Education	102	196	52%
Health Care and Social Assistance	989	1,187	83%
Arts, Entertainment, and Recreation	188	441	43%
Accommodation and Food Services	1,352	1,503	90%
Other Services and Public Administration	483	902	54%
Government	1,301	1,381	94%
Total	22,778	32,332	70%

Source: 2023 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) provided by the Oregon Employment Department. ECONorthwest estimate for total employment.

*See Exhibit 37 for a map of the planning area.



Employment Projection

The employment forecast covers the 2026 to 2046 period, requiring an estimate of total employment for Wilsonville in 2026. The base employment starts with the estimate of 32,332 total jobs in Wilsonville in 2023, shown in **Exhibit 24**.

Wilsonville does not have an existing employment forecast, and there is no required method for employment forecasting. OAR 660-024-0040(9)(a) sets out some optional “safe harbors” that allow a City to determine employment land need.

Exhibit 25 presents four employment growth rate scenarios:

- ◆ Metro Urban Growth Report regional growth rate: 0.42% annual employment growth.
- ◆ Oregon Employment Department’s (OED) regional growth rate: 0.85% annual employment growth.
- ◆ Wilsonville’s historic employment growth rate (2007-2023): 0.86% annual employment growth.
- ◆ Wilsonville’s Housing Needs and Capacity Analysis projected household growth rate (2024-2044): 1.2% annual growth.

The OED regional growth rate (0.85%) is the safe harbor option identified in OAR 660-024-0040(9)(a)(A).

Exhibit 25. Forecast Rate Options for Employment Growth in Wilsonville, 2026-2046

Year	Jobs grow at the rate of ...			
	Urban Growth Report (0.42%)	OED Regional Employment Growth (0.85%)	Historic Employment Growth in Wilsonville (2007-23) (0.86%)	HNCA Household Growth Rate (1.20%)
2026	32,741	33,165	33,168	33,509
2046	35,607	39,297	39,326	42,537
Change 2026 to 2046				
Employees	2,866	6,132	6,158	9,028
Percent	9%	18%	19%	27%
Growth Rate	0.42%	0.85%	0.86%	1.20%

Source: ECONorthwest



The City selected a forecast based on the regional employment growth rate of 0.85% average annual growth, consistent with the safe harbor in OAR 660-024-0040(9)(a). This safe harbor allows the City to assume that the current number of jobs in Wilsonville will grow at the same rate as the regional employment growth rate from the most recent Oregon Employment Department forecast.³⁶

Exhibit 26 shows projected employment growth in Wilsonville from 2026 to 2046, assuming an average annual growth rate of 0.85%. By 2046, Wilsonville is expected to have 39,297 employees which is an increase of 6,132 employees, or 18%, over the 20-year period.

This forecast assumes employment growth is also fairly consistent with Wilsonville's historical rate. It is faster than the regional growth rate in Metro's Urban Growth Report but slower than the City's projected household growth rate. The projection represents a modest and realistic pace of expansion that aligns with statewide and national trends of slower employment growth. It also reflects Wilsonville's role as a regional employment center that may grow faster than the broader Portland region because of its concentration of industrial land.

In the near term, growth over the next five to ten years is expected to occur more gradually as much of Wilsonville's industrial land is not yet development-ready and will require additional infrastructure investment. Commercial growth will depend on redevelopment opportunities in Town Center and the reuse of large vacant commercial properties such as the former Albertsons and Regal Cinema sites. It may also depend on future policy changes that allow underutilized industrial land to support a broader mix of commercial uses.

Exhibit 26. Employment Growth in Wilsonville, 2026-2046

Year	Total Employment
2026	33,165
2046	39,297
Change 2025 to 2045	
Employees	6,132
Percent	18%
Growth Rate	0.85%

Source: EConorthwest

³⁶ During the EOA process, EConorthwest used the OED forecast rates for the 2023-2033 period.



Allocate Employment to Different Land Use Types

The next step in forecasting employment is to allocate future employment to broad categories of land use. Firms wanting to expand or locate in Wilsonville will look for a variety of site characteristics, depending on the industry and circumstances.

ECONorthwest grouped employment into four broad categories of land use based on the North American Industrial Classification System (NAICS): industrial, retail commercial, office and commercial services, and government.³⁷

Exhibit 27 shows the expected share of employment by land use type in 2026 and the forecast of employment growth by land use type in 2046 in Wilsonville. The results assume that the share of employment in each category will remain the same.

Exhibit 27. Forecast of Employment Growth by Land Use Type, Wilsonville UGB, 2026–2046

Land Use Type	2026		2046		Change 2026 to 2046
	Employment	% of Total	Employment	% of Total	
Industrial	14,292	43%	16,934	43%	2,642
Retail Commercial	2,907	9%	3,445	9%	538
Office & Commercial Services	14,549	44%	17,239	44%	2,690
Government	1,417	4%	1,679	4%	262
Total	33,165	100%	39,297	100%	6,132

Source: ECONorthwest

Note: The shaded percentages denote an assumption about the future share of employment (as a percent of total) by land use type.

Estimate of Demand for Commercial and Industrial Land

This section shows demand for vacant (including partially vacant) land in Wilsonville over the 20-year period. The assumptions used in this analysis are:

- ◆ **Employment density.** Employment density, measured as employees per net acre, reflects the ratio of the number of employees to the amount of developed employment land.

Based on an empirical evaluation of commercial and industrial zones in the City that are at or near buildout, this study assumes an average of 8.9 employees per acre for industrial land and 33.1 employees per acre for commercial land (**Exhibit 28**). Actual densities vary by specific use; for

³⁷ Industrial employment includes construction and agriculture; manufacturing; transportation and warehousing; and wholesale trade. Retail commercial is retail trade. Office and commercial includes information; finance and insurance; real estate; professional services; management of companies; administrative support and waste management; educational services; healthcare and social assistance; recreation; accommodation and food services; and other services. Government includes all employment at federal, state, local, and other governmental agencies.



example, a two-story commercial building may have a higher density, while a convenience store with a large parking lot may have a lower density. Using an average helps account for these variations.

- ◆ **Conversion from net to gross acres.** Employment density data is expressed in *net* acres, which exclude land for public rights-of-way. Future employment land needs should include both the land within tax lots for employment use and the land required for public rights-of-way. One way to estimate this total is to convert *net* acres to *gross* acres based on assumptions about the share of land dedicated to rights-of-way.³⁸ This conversion is expressed as the percentage of gross acres occupied by rights-of-way.

Based on an empirical evaluation of Wilsonville's existing net-to-gross ratios in areas designated for and developed with industrial and commercial uses, ECONorthwest applied a net-to-gross conversion factor of 8% for industrial land and 13% for commercial land.

Using these assumptions, the forecasted growth of 6,132 new employees will result in the following demand for vacant (and partially vacant) employment land: 321 gross acres of industrial land and 110 gross acres of commercial land.³⁹

Exhibit 28. Demand for Vacant Land to Accommodate Employment Growth, Wilsonville, 2026–2046

Land Use Type	New Employment	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	2,642	8.9	297	321
Commercial and Retail	3,228	33.1	97.5	110
Total	5,870	-	395	431

Source: ECONorthwest

³⁸ OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

³⁹ Government employment is not included when discussing employment land demand since growth in government employment does not result directly in need for more land for public uses. For instance, schools require land based on expected growth of students in the school district or replacement of existing schools, rather than as a result of growth in government employment. Local or regional governments may grow and continue to occupy existing built space or may need land based on factors other than employment growth. In addition, government employment locates in a range of zones, including commercial, residential, public, and other zones.



Target Industries

Wilsonville's economy benefits from several advantages that help attract and support a diverse mix of industries. The City's location along I-5 at the southern edge of the Portland metro area provides easy access to the broader region, Oregon's Mid-Valley, and national and international markets through nearby highway, rail, port, and air connections. Employers can draw from a large and skilled labor force across both regions, offering a strong pool of educated workers.

Wilsonville also has vacant industrial land, including potentially large sites (if aggregated) in Basalt Creek and Coffee Creek that are recognized regionally as key areas for future employment growth. These assets, combined with the City's high quality of life, well-planned neighborhoods, parks, and community amenities, help attract and retain businesses and workers.

Together, these advantages have shaped an employment base with strong concentrations in wholesale trade (LQ 7.29), construction (LQ 5.07), and manufacturing (LQ 3.87) which are industries that provide higher-than-average wages.⁴⁰ For example, an LQ of 7.29 indicates that wholesale trade employment in Wilsonville is more than seven times higher than the national average. The City also shows notable specialization in professional services, administrative services, and management services, each with an LQ greater than 2.0.

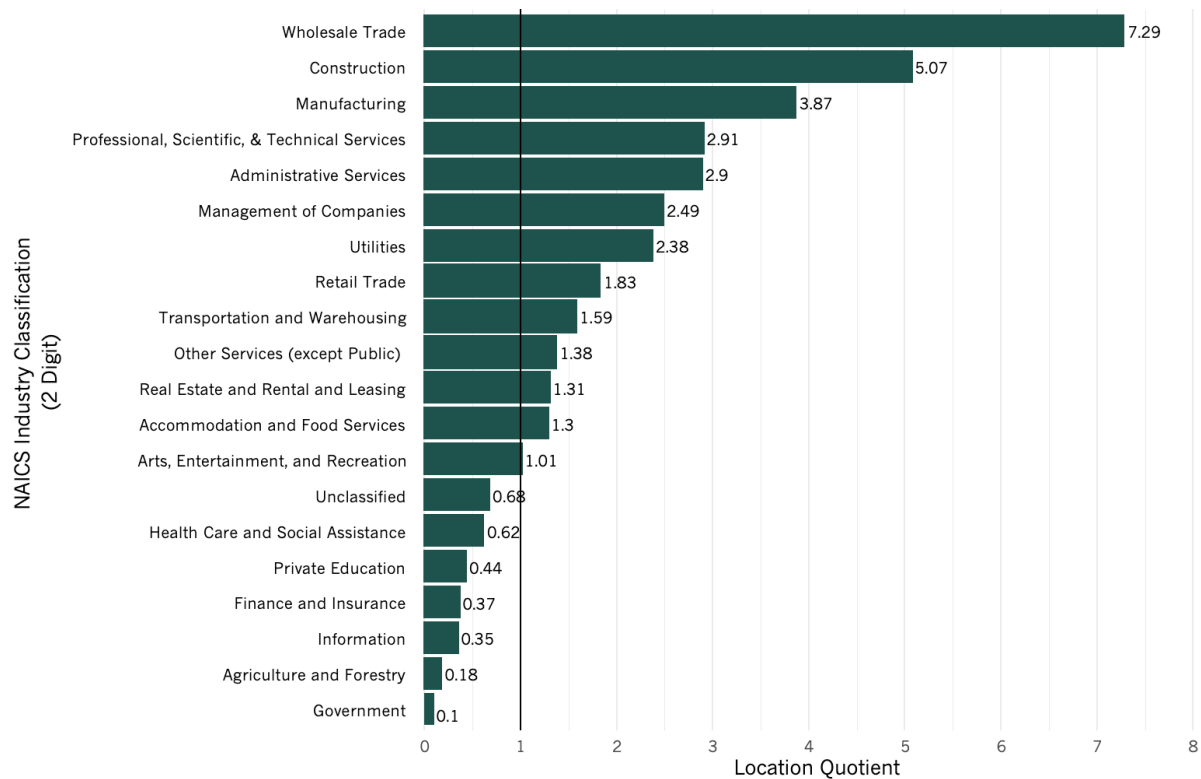
By contrast, sectors such as healthcare and social assistance (LQ 0.62), educational services (LQ 0.44), finance and insurance (LQ 0.37), and information (LQ 0.35) have much lower concentrations, indicating these sectors are underrepresented in Wilsonville compared to the national average.

Exhibit 29 shows employment concentration by broad industry (2-digit NAICS) in Wilsonville compared with the United States in 2023. **Exhibit 30** provides additional detail at the 3-digit NAICS level, highlighting industries with above-average wages (light green), strong employment levels, and high location quotients that signal competitive advantage. Specialized industries in manufacturing, wholesale trade, and construction stand out as core drivers of the City's economy.

⁴⁰ A location quotient (LQ) of 1.0 indicates that the industry's share of local employment matches the U.S. average. Industries with higher concentration have more employment in Wilsonville than the national average, indicating a strength in employment in that industry. Typically, a LQ of 1.25 or greater indicates a specialization within that industry.



Exhibit 29. Employment Concentration by Industry, Wilsonville Compared to the U.S., 2023



Source: Oregon Employment Department and U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2023



Exhibit 30. Concentration of Industries and Employment, Wilsonville, 2023

	High Employment (250 employees or more)	Low Employment (at least 50 employees)
High Location Quotient	- Computer and Electronic Product Manufacturing - Nonmetallic Mineral Product Manufacturing - Merchant Wholesalers, Nondurable Goods - Electrical Equipment, Appliance, and Component Manufacturing - Machinery Manufacturing - Specialty Trade Contractors - Heavy and Civil Engineering Construction - Motor Vehicle and Parts Dealers - Merchant Wholesalers, Durable Goods - Fabricated Metal Product Manufacturing - Construction of Buildings - Truck Transportation - General Merchandise Retailers - Profession, Scientific, and Technical Services - Administrative and Support Services - Management of Companies and Enterprises - Nursing and Residential Care Facilities - Accommodation	- Wholesale Trade Agents and Brokers - Waste Management and Remediation Services - Transit and Ground Passenger Transportation - Plastics and Rubber Products Manufacturing - Utilities - Paper Manufacturing - Rental and Leasing Services - Religious, Grantmaking, Civic, Professional, and Similar Organizations - Miscellaneous Manufacturing - Support Activities for Transportation - Amusement, Gambling, and Recreation Industries - Repair and Maintenance - Sporting Goods, Hobby, Musical Instrument, Book, and Miscellaneous Retailers
Low Location Quotient	- Food Services and Drinking Places - Ambulatory Health Care Services	- Warehousing and Storage - Food Manufacturing - Real Estate - Health and Personal Care Retailers - Personal and Laundry Services - Food and Beverage Retailers - Gasoline Stations and Fuel Dealers - Credit Intermediation and Related Activities - Educational Services - Social Assistance

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2023.

Note: Green highlighting indicates higher than Wilsonville's average wage.



Potential Growth Industries

An analysis of potential growth industries in Wilsonville considers two core questions: (1) Which industries are most likely to be attracted to Wilsonville? and (2) Which industries best support Wilsonville's economic development goals? The selection of growth industries is informed by the City's economic development objectives, current economic conditions in Wilsonville and the broader Portland Metro region, and Wilsonville's competitive position.

The industries identified as having potential for growth in Wilsonville are:

- ◆ **Manufacturing.** Manufacturing is a cornerstone of Wilsonville's economy, accounting for roughly **16% of total covered employment in 2023**, with average annual wages well above the citywide average. The City's location along I-5, access to a skilled regional workforce, and proximity to existing industrial areas create advantages for manufacturers seeking efficient supply chain and distribution connections. Existing manufacturing industries with strong concentrations and high levels of employment include:
 - Computer and electronic products manufacturing
 - Nonmetallic mineral products manufacturing
 - Electrical equipment and components manufacturing
 - Machinery manufacturing
 - Fabricated metal product manufacturing

Demand for manufacturing is expected to remain strong over the next two decades, driven by national and regional trends such as reshoring of production, growth in advanced manufacturing technologies, and public and private investments in sectors like semiconductors and clean technology. Rising transportation costs, the desire for supply chain resilience, Wilsonville's location at the southern part of the Portland region, Wilsonville's supply of industrial land, and Oregon's skilled labor pool further position Wilsonville to capture a share of this growth.

The ability to sustain and grow this sector will depend on the City's capacity to assemble large, contiguous parcels and to provide the necessary infrastructure, particularly transportation, water, wastewater, and power, to support high-intensity manufacturing operations. Phase 1 of the Wilsonville Industrial Land Readiness project identified specific growth opportunities in semiconductor supply chain industries, clean technology (cleantech) such as renewable energy and sustainable manufacturing solutions, and other advanced manufacturing niches. These industries align with national and



regional investment trends and can build on Wilsonville's existing industrial base to deliver high-wage, traded-sector jobs.

- ◆ **Wholesale Trade.** Wilsonville has an established concentration of wholesale trade businesses, including both durable and nondurable goods. These firms benefit from the City's location along I-5 and its central position between the Portland metro and Mid-Valley regions, allowing efficient service to multiple markets. Wholesale trade in Wilsonville is closely tied to the City's manufacturing base, supplying inputs and moving finished products to market. While population growth in the region may be more limited in the future, demand for wholesale activity is expected to remain stable, supported by business-to-business transactions and regional supply chain needs. Continued success in this sector will depend on the availability of sites that can accommodate operational needs while managing the challenges of congestion on I-5, which affects the efficiency of freight movement.
- ◆ **Professional, Scientific, and Technical Services.** Although the office market is adjusting to hybrid work trends, there is ongoing demand for specialized professional and technical services, particularly those that support the City's industrial and traded-sector base. This category encompasses a wide range of activities, including professional consulting, engineering, scientific research, testing, and advanced technology services. In Wilsonville, it includes both traditional office-based firms and innovation-oriented businesses such as life sciences and R&D operations that often locate near industrial clusters. Future growth is most likely in flexible, smaller-scale office or lab-flex spaces located near industrial areas or in mixed-use environments such as Town Center.
- ◆ **Local Services and Retail.** As Wilsonville's population and employment base grow, demand will increase for a variety of resident-serving businesses. These include retail stores, restaurants, medical and dental offices, childcare providers, personal services, and other neighborhood-oriented establishments. Such services contribute to quality of life, provide everyday convenience, and support the City's attractiveness as a place to live and work.

Services for residents also present opportunities for entrepreneurship and small business development. The City has expressed particular interest in attracting small-scale, distinctive retailers and restaurants that can help differentiate Wilsonville's commercial areas, especially in Town Center, from those in surrounding communities. While many of these businesses are locally serving and offer lower average wages than traded-sector industries, they play a vital role in meeting community needs and fostering a vibrant local economy.



Site Needs for Potential Growth Industries

OAR 660-009-0015(2) requires the EOA to “identify the number of sites by type reasonably expected to be needed to accommodate the expected [20-year] employment growth based on the site characteristics typical of expected uses.” The Goal 9 rule does not specify how jurisdictions conduct and organize this analysis.

OAR 660-009-0015(2) does state that “industrial or other employment uses with compatible site characteristics may be grouped together into common site categories.” The rule suggests, but does not require, that the City “examine existing firms in the planning area to identify the types of sites that may be needed.” For example, site types can be described by (1) plan designation (e.g., heavy or light industrial), (2) general size categories that are defined locally (e.g., small, medium, or large sites), or (3) industry or use (e.g., manufacturing sites or distribution sites). For purposes of the EOA, Wilsonville groups its future employment uses into categories based on their need for land with a particular plan designation (i.e., industrial or commercial) and by their need for sites of a particular size.

The potential growth industries described in the prior section are a mixture of business sizes, which will require a mixture of site sizes. **Exhibit 31** shows the typical site needs for industrial businesses in Oregon.



Exhibit 31. Industrial Development Competitiveness Matrix, Business Oregon

INDUSTRY SECTOR	SITE SIZE (ACRES)	SITE TOPOGRAPHY (SLOPE)	TRIP GENERATION (ADT/ACRE)	SITE ACCESS (MAX DISTANCE IN MILES TO INTERSTATE OR MAJOR ARTERIAL)	RAILROAD OR PORT ACCESS	ELECTRICITY REQUIREMENTS
Clean-Tech Manufacturing	5-100+	0-5%	40 to 80	w/in 10	Preferred	4-6 MW
Heavy Industrial/Manufacturing	10-100+	0-5%	40 to 60	w/in 10	Preferred	2 MW
Food Processing	5-25+	0-5%	50 to 65	w/in 30	Preferred	2-6 MW
Advanced Manufacturing & Assembly	5-25+	0-7%	30 to 60	w/in 15	Not Required	1-2 MW
General Manufacturing	5-15+	0-5%	30 to 50	w/in 20	Preferred	0.5 MW
Business Park and R&D Campus	20-100+	0-7%	60 to 150	N/A	Preferred	0.5-1.5 MW
Business Admin Services	5-15+	0-12%	170 to 180	N/A	Not Required	0.5 MW
Regional Warehouse/Distribution	20-100+	0-5%	20 to 80	w/in 5 (only interstate or equivalent)	Preferred	1 MW
Local Warehouse / Distribution	10-25+	0-5%	20 to 80	w/in 5 (only interstate or equivalent)	Preferred	1 MW
UAV Manufacturing/Research	10-25+	0-7%	30 to 50	N/A	Not Required	0.5 MW
Data Center	10-50+	0-7%	20 to 30	w/in 30	Avoid / Not Required	5-100 MW
Rural Industrial	10-50+	0-5%	30 to 50	w/in 60	Preferred	1 MW

Source: Business Oregon, Infrastructure Finance Authority, "Industrial Development Competitiveness Matrix." Note: Items identified as "preferred" are those that increase the feasibility of the subject property and its future reuse. Items identified as "required" are factors seen as mandatory in a majority of cases and have become industry standards.



Potential growth industries in Wilsonville will require a variety of building and site types depending on their operational needs, ranging from existing multi-tenant industrial space to large, development-ready sites for single users or business parks.

Manufacturing and other industrial businesses likely to locate in Wilsonville will have diverse space needs, ranging from:

- ◆ **Existing industrial and flex space.** The majority of demand is for space in existing industrial or flex buildings that can accommodate immediate occupancy. These spaces typically serve small and mid-sized businesses, such as suppliers, logistics firms, manufacturers, and service providers, that benefit from shared facilities, lower upfront costs, and proximity to arterial corridors and other industrial users.
- ◆ **Small-scale development sites (1 to 5 acres).** Small-scale sites are typically occupied by contractors, specialized manufacturers, and service-oriented businesses that want ownership of their building and yard space. Development is usually owner-driven or by small developers constructing single buildings. These projects often feature limited office space with outdoor storage or yard areas and need convenient access to major roads and utilities.
- ◆ **Mid-sized development sites (5 to 25 acres).** Mid-sized sites accommodate larger industrial users or single-tenant buildings developed for manufacturing, assembly, or distribution. These sites can also support smaller industrial parks with multiple buildings and tenants. These sites generally require strong highway access and high-capacity infrastructure such as water, wastewater, and power to support a range of business operations.
- ◆ **Large industrial or manufacturing sites (25 acres or more).** Large-scale users, including manufacturers, logistics centers, or industrial business park and research campuses, require sites of 25 acres or more that are fully serviced and have direct access to the regional transportation network. These properties are typically developed as single-user, build-to-suit projects or as master-planned business parks designed to accommodate multiple large users. They require substantial infrastructure capacity and strong highway access. Given infrastructure and land-readiness constraints, these sites are limited in Wilsonville and throughout the region.



Commercial development in Wilsonville includes a broad mix of uses such as retail stores, restaurants, entertainment venues, offices, personal and professional services, and hospitality establishments. These businesses depend on locations with convenient access to customers, nearby neighborhoods, and other businesses. Much of Wilsonville's opportunity for new commercial development lies in the redevelopment and reuse of existing commercial properties.

- ◆ **Space in existing buildings (multi-tenant and standalone).** Many retail, restaurant, office, and service-oriented businesses prefer space in existing shopping centers, mixed-use developments, or other multi-tenant buildings. Some users, such as grocery stores, fitness centers, offices, and larger restaurants, occupy standalone buildings developed on individual sites or as part of larger centers.
- ◆ **Land for custom development (1 to 5 acres).** A smaller number of businesses, including hotels, larger retailers, larger restaurants, medical or professional offices, and auto-related services, require land for a purpose-built facility. These users typically seek one- to five-acre sites in areas with strong transportation access and available infrastructure to support higher customer traffic.



4. Buildable Lands Inventory

The **Buildable Lands Inventory (BLI)** identifies commercial and industrial lands available for employment-related development within the Wilsonville area. This area includes the City limits and Wilsonville's City limits and Wilsonville's portion of the Metro UGB.⁴¹

The inventory is sometimes characterized as the *supply* of land available to support future employment growth. The amount of land needed to accommodate anticipated growth, often referred to as *demand* for land, depends on the type of employment-related development and other factors.

This section summarizes the results of the commercial and industrial buildable lands inventory for the Wilsonville City limits and UGB area. The analysis, conducted by ECONorthwest, is based on GIS data from the City of Wilsonville, Metro, and the State of Oregon. City staff reviewed the findings.

The BLI process includes the following steps:

1. Generate Study Area "land base"
2. Classify lands by buildable area status
3. Identify constraints
4. Verify the inventory results
5. Tabulate and map results

The remainder of this section presents the results of the BLI in both tabular and map formats. Appendix A provides a detailed explanation of the inventory methodology.

⁴¹ This area includes the Wilsonville portion of the Basalt Creek Planning Area in the northwest quadrant of the City.



Land Base

The land base for the BLI includes all tax lots within the Wilsonville City limits and UGB area that fall under comprehensive plan designations that allow for employment.

Exhibit 32 provides a breakdown of the land base by Wilsonville Comprehensive Plan designation within Wilsonville.

Exhibit 32. Employment Land Base by Wilsonville Comprehensive Plan Designation, Wilsonville City limits and UGB area, 2025

Plan Designation	Number of Tax Lots	Percent	Total Tax Lot Acreage	Percent (Total Acreage)
Commercial	297	32%	224	8%
Industrial	526	56%	1,819	63%
Town Center	57	6%	136	5%
Public	33	4%	480	17%
Undesignated	24	3%	216	8%
Total	937	100%	2,876	100%

Source: ECONorthwest analysis, City of Wilsonville, Metro

Note: The number of tax lots represented is greater than the actual total number of tax lots in the analysis because several tax lots have multiple plan designations on the tax lot.

Buildable Area Status

Exhibit 33 summarizes the total acres of commercial and industrial tax lots, classified by buildable area status. ECONorthwest used a rule-based classification (described in Appendix B) to determine the initial development status. These classifications were then confirmed through a series of reviews by ECONorthwest and City staff, based on local knowledge and review of aerial maps.

Exhibit 33. Employment Acres by Classification and Wilsonville Comprehensive Plan Designation, Wilsonville City limits and UGB area, 2025

Plan Designation	Total Acres	Developed Acres	Constrained Acres	Buildable Acres
Commercial	224	194	25	4
Industrial	1,819	1,005	506	308
Town Center	136	125	2	9
Public	480	336	144	0.1
Undesignated	216	67	104	45
Total	2,876	1,729	782	366

Source: ECONorthwest analysis, City of Wilsonville, Metro



Development Constraints

The BLI identifies the following conditions as constraints that prohibit development. These constraints are shown in Figure 1:

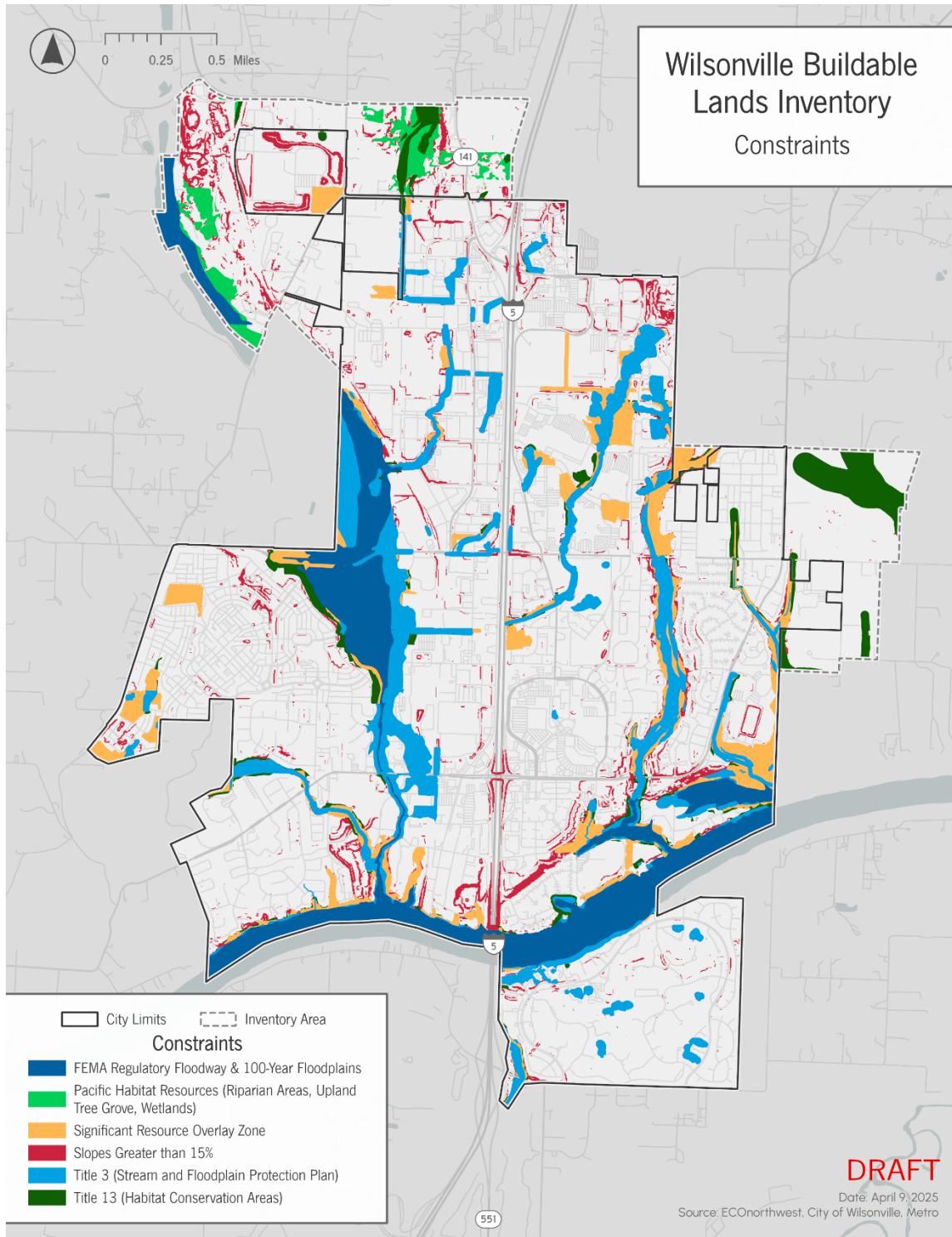
- ◆ FEMA 100-Year Floodplains and Regulatory Floodway
- ◆ High or very high landslide susceptibility
- ◆ Slopes greater than 15%
- ◆ Title 3 (Stream and Floodplain Protection Plan)
- ◆ Title 13 (Habitat Conservation Areas)
- ◆ Significant Resource Overlay Zone (SROZ)
- ◆ Natural Resource Areas (riparian areas, upland tree groves, or wetlands) identified by Pacific Habitat Services in the Basalt Creek area

Figure 2 shows buildable area status with constraints applied, resulting in buildable acres. Land classified as vacant or partially vacant and affected by these constraints is deemed unavailable for development and has been excluded from the inventory of buildable land.

It is important to note that tax lots shown as partially vacant in the map do not distinguish the part of the tax lot that is unavailable for development. However, the buildable lands inventory database accounts for these distinctions.



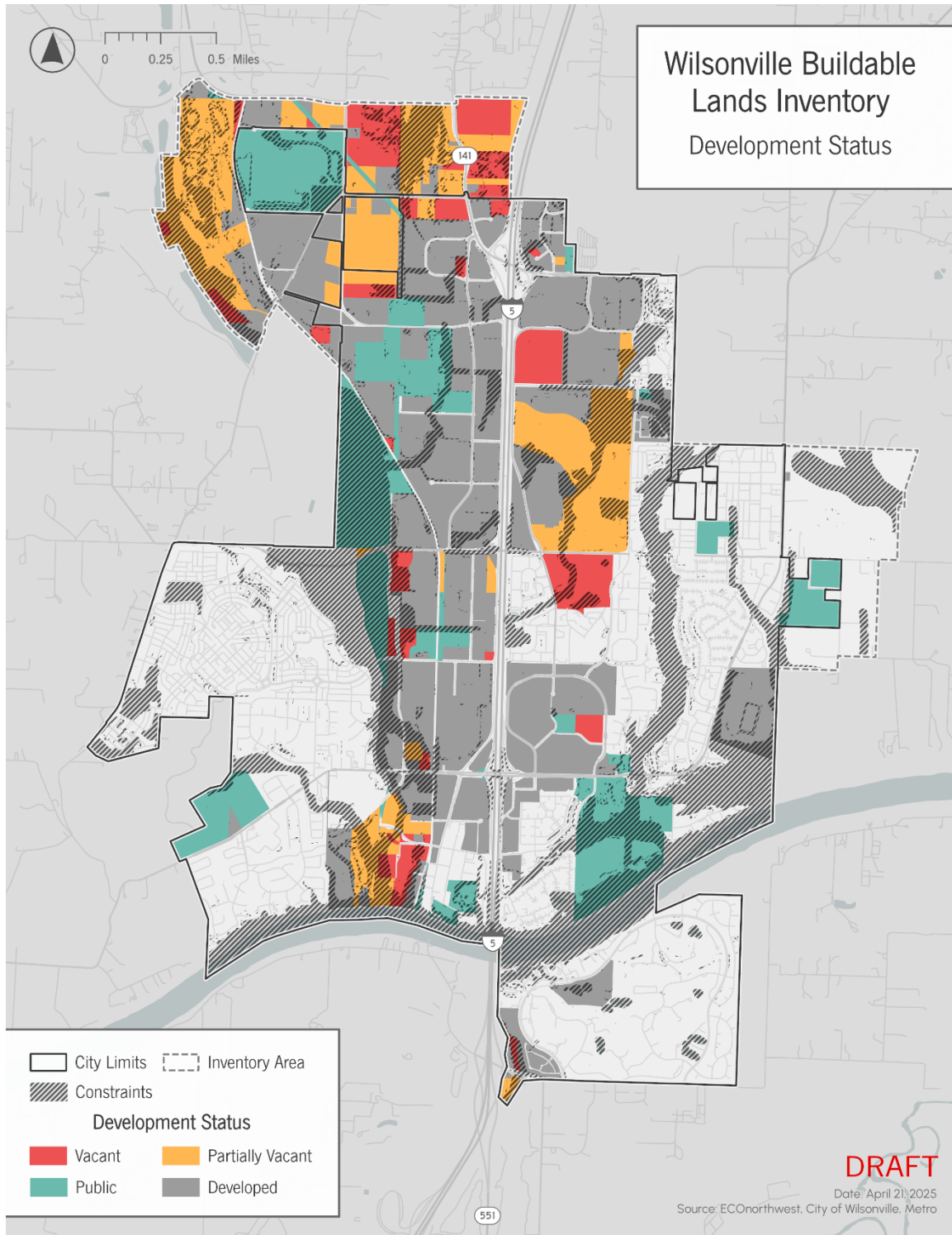
Exhibit 34. Development Constraints, Wilsonville City limits and UGB area, 2025



Source: EConorthwest analysis, City of Wilsonville, Metro, Pacific Habitat Services, USGS



Exhibit 35. Buildable Area Status with Constraints, Wilsonville City limits and UGB area, 2025



Source: ECONorthwest analysis, City of Wilsonville, Metro



Vacant Buildable Land

The next step in the BLI involved removing portions of vacant and partially vacant tax lots deemed unsuitable for development. Unsuitable areas fall into two categories:

1. Developed portions of partially vacant tax lots.
2. Areas affected by physical constraints (i.e., areas within wetlands, floodplains, steep slopes, etc.).

Exhibit 36 presents the total buildable acres by Comprehensive Plan designation after these constraints have been deducted. This includes both vacant and partially vacant lands in the Wilsonville City limits and UGB area. Figure 3 shows a map of the buildable commercial and industrial lands within the Wilsonville City limits and UGB area, also categorized by Comprehensive Plan designation. Overall, the Wilsonville City limits and UGB area contains 366 total buildable acres available for future development.

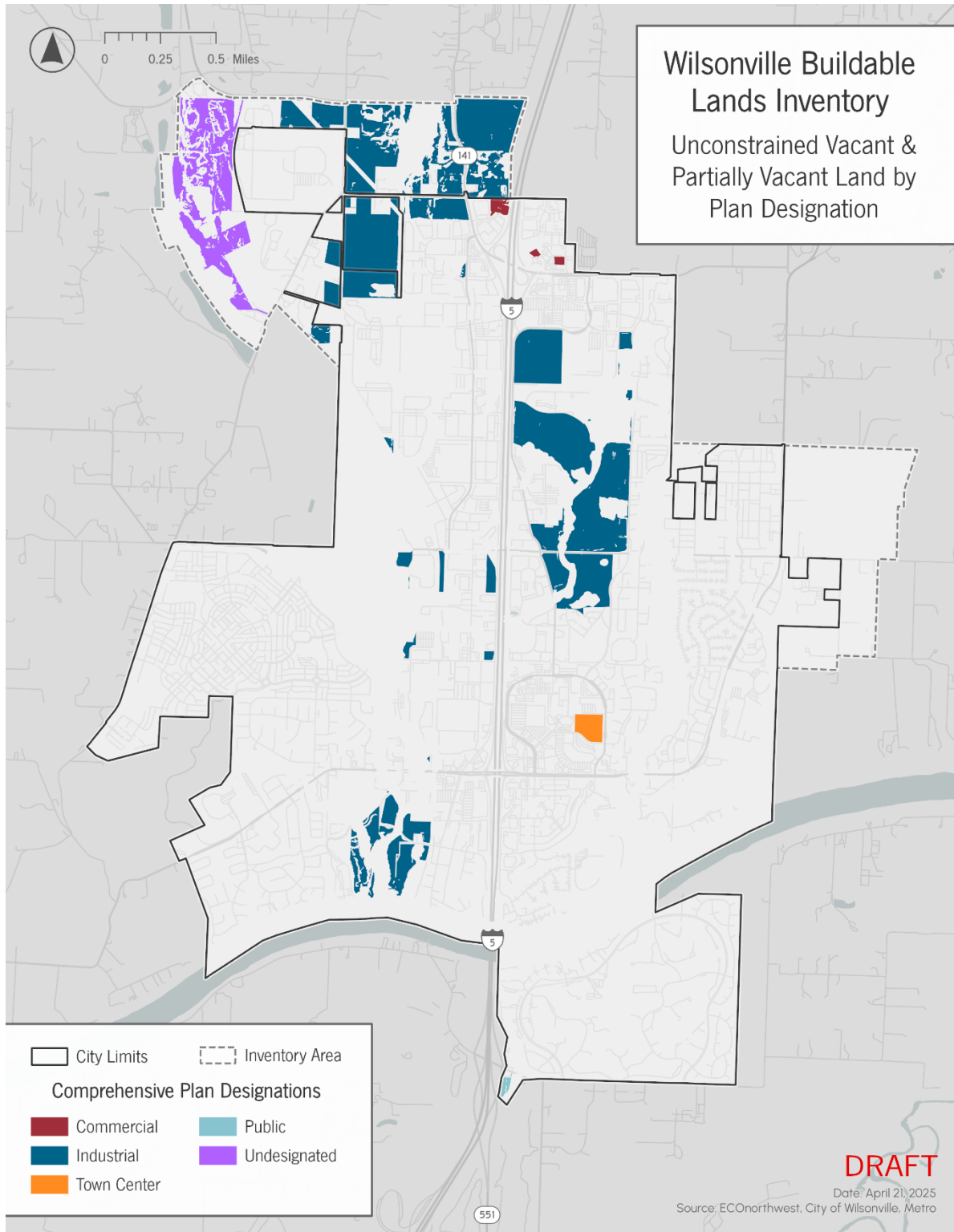
Exhibit 36. Buildable Acres in Vacant/Partially Vacant Tax Lots by Wilsonville Comprehensive Plan Designation, Wilsonville City limits and UGB area, 2025

Plan Designation	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
Commercial	4	4	0.3
Industrial	308	178	130
Town Center	9	9	-
Undesignated	45	1	44
Total	366	191	175

Source: ECONorthwest analysis, City of Wilsonville, Metro



Exhibit 37. Buildable Employment Land by Plan Designation, Wilsonville City limits and UGB area, 2025



Source: ECONorthwest analysis, City of Wilsonville, Metro



Exhibit 38 shows the size of lots by plan designations for buildable employment land.

Exhibit 38. Acres of Land and Number of Tax Lots by Plan Designation, Buildable Acres, Wilsonville City limits and UGB area, 2025

Plan Designation	Buildable Sites Size						
	0 - 0.5 Acres	0.5 - 1 Acres	1 - 2 Acres	2 - 5 Acres	5 - 10 Acres	10 - 25 Acres	25 - 50 Acres
Acres of Land by Plan Designation							
Commercial	0.3	1	-	3	-	-	-
Industrial	4	9	23	90	118	-	64
Town Center	-	-	2	-	7	-	-
Public	0.1	-	-	-	-	-	-
Undesignated	-	1	2	3	26	13	-
Acreage Total	5	11	26	97	151	13	64
Number of Tax lots by Plan Designation							
Commercial	1	1	-	1	-	-	-
Industrial	16	12	15	28	16	-	2
Town Center	-	-	1	-	1	-	-
Public	1	-	-	-	-	-	-
Undesignated	-	2	1	1	3	1	-
Tax Lot Total	18	15	17	30	20	1	2

Source: ECOnorthwest analysis, City of Wilsonville, Metro

Short-term Land Supply

This section reviews Wilsonville's short-term supply of employment land within the context of state policy requirements.

Policy Context

The Goal 9 Administrative Rule (OAR 660-009) includes provisions that require certain cities to ensure an adequate short-term supply of industrial and other employment lands. OAR 660-009- 005(10) defines short term supply as follows:

"...means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for the short-term supply of land. Funding availability is not required. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses." ∅

The Goal 9 rule also requires cities in a Metropolitan Planning Organization (MPO, which includes Wilsonville) to make a commitment to provide a competitive short-term



supply of land and establishes targets for the short-term supply of land. Specifically, OAR 660-009-0020(1)(b) states:

“Cities and counties within a Metropolitan Planning Organization must adopt a policy stating that a competitive short-term supply of land as a community economic development objective for the industrial and other employment uses selected through the economic opportunities analysis pursuant to OAR 660-009-0015.”

The rule goes on to clarify short-term land supply targets for cities in an MPO (OAR 660-009- 0025):

(3) Short-Term Supply of Land. Plans for cities and counties within a Metropolitan Planning Organization or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise. Cities and counties may maintain the short-term supply of land according to the strategies adopted pursuant to OAR 660-009-0020(2).

(a) Except as provided for in subsections (b) and (c), cities and counties subject to this section must provide at least 25% of the total land supply within the urban growth boundary designated for industrial and other employment uses as short-term supply.

(b) Affected cities and counties that are unable to achieve the target in subsection (a) above may set an alternative target based on their economic opportunities analysis. ECONorthwest Chapter 2: Buildable Lands Inventory 2–21

(c) A planning area with 10 percent or more of the total land supply enrolled in Oregon's industrial site certification program pursuant to ORS 284.565 satisfies the requirements of this section.

In summary, the rule requires Wilsonville to assess the short-term supply of employment land based on the criteria that land can be ready for construction within one year. The determination is based on “engineering feasibility.”

Analysis of Short-term Supply of Land

City of Wilsonville staff used the results of the buildable lands inventory to identify commercial and industrial sites that meet the definition of short-term supply. Short-term land supply includes all sites within Coffee Creek and all lands located south of SW Day Road and/or within City limits.



In Basalt Creek, the area along and immediately south of SW Day Road represents the primary corridor for near-term development. These properties are considered part of the short-term supply because of their access to existing utilities and proximity to City limits. Sites in the northern portion of Basalt Creek were excluded due to utility constraints that may take longer to address, meaning development could extend beyond one year from the time a building permit is submitted. The West Railroad area of Basalt Creek is not considered short-term.

Overall, Wilsonville has 13 acres of commercial land (across 7 sites) and 200 acres of industrial land (across 59 sites) in the short-term supply. In comparison to all unconstrained vacant and partially vacant commercial and industrial land (from **Exhibit 36**) 100% of Wilsonville's commercial land (including Town Center) is in the short-term supply and 57% of industrial land (including land identified as undesignated) is in the short-term supply.

Exhibit 39 shows the short-term supply of employment land by plan designation.

Exhibit 40 shows a map of Wilsonville's short-term land supply.

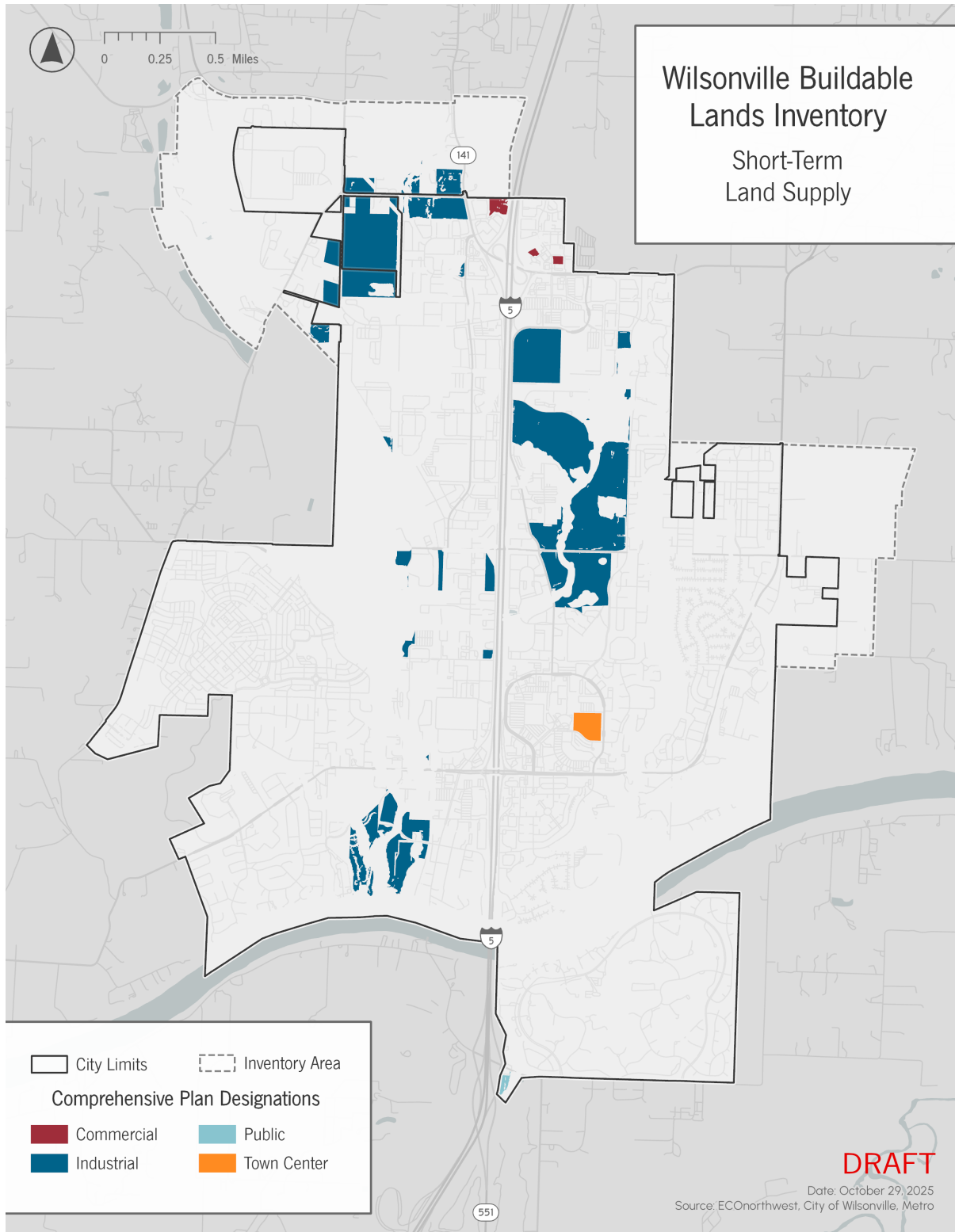
Exhibit 39. Short-term Supply of Employment Land, Wilsonville City Limits and UGB Area, 2025

Plan Designation	Unconstrained Land		Short-Term Land Supply		
	Acres	Sites	Acres	Sites	Share of Unconstrained Acres
Commercial	13	7	13	7	100%
Commercial	4	5	4	5	100%
Town Center	9	2	9	2	100%
Industrial	353	113	200	59	57%
Industrial	308	98	200	59	65%
Undesignated	45	15	-	-	0%
Total	366	120	213	66	58%

Source: ECONorthwest analysis, City of Wilsonville, Metro



Exhibit 40. Short-term Supply of Employment Land, Wilsonville City Limits and UGB Area, 2025



Source: ECONorthwest analysis, City of Wilsonville, Metro



5. Land Sufficiency and Conclusions

This chapter presents conclusions about Wilsonville's employment land sufficiency for the 2026–2046 period, as well as recommendations for the City to consider for meeting its economic growth needs throughout the planning period.

Land Sufficiency

Exhibit 41 shows commercial and industrial land sufficiency within Wilsonville. It shows:

- ◆ **Vacant unconstrained land within Wilsonville's Planning Area.** This land is identified and discussed in detail in the Vacant Buildable Land section of this report. Using data from that section, **Exhibit 41** shows that Wilsonville has 353 gross acres of vacant industrial land and 13 gross acres of vacant commercial land available for development.
- ◆ **Demand for commercial and industrial land.** The Estimate of Demand for Commercial and Industrial Land section of this report describes the methodology used to identify demand. Based on assumptions described in that section, Wilsonville will need a total of 321 gross acres for industrial uses and 110 gross acres for commercial uses over the 2026-2046 period (**Exhibit 28**).
- ◆ **Land sufficiency.** When subtracting the demand for land from the supply of vacant unconstrained land, **Exhibit 41** shows that Wilsonville has:
 - A 32-acre surplus of industrial land, and
 - A 47-acre deficit of vacant unconstrained commercial land after accounting for near-term redevelopment and reuse opportunities.

As described below, Wilsonville has several opportunities to increase the efficiency and intensity of development on existing commercial land, which will help meet the City's projected commercial land needs during the planning period.



Exhibit 41. Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Wilsonville, 2026-2046

Comprehensive Plan Designation	Land Supply (Gross Acres)	Land Demand (Gross Acres)	Redevelopment & Reuse Potential (Gross Acres)	Land Sufficiency (Gross Acres)
Industrial & Undesignated	353	321	N/A	32
Commercial & Town Center	13	110	50	(47)

Source: EConorthwest

Note: Redevelopment and reuse potential reflect known near-term opportunities in Town Center and reuse of large vacant sites such as the former Rite Aid, Albertsons, Regal Cinema, and Fry's Electronics properties. ECO did not model redevelopment of industrial sites, as the City has a surplus of industrial land within the planning period.

The target industries identified for Wilsonville include a mix of manufacturing, wholesale trade, and construction businesses, along with retail and commercial services that serve residents and employees (see *Potential Growth Industries*). Site needs for these industries range from space in existing buildings and redevelopment opportunities to large industrial sites of 25 acres or more for manufacturing and distribution (see *Site Needs for Potential Growth Industries*).

Exhibit 38 shows the following characteristics of Wilsonville's vacant, buildable employment land supply:

- ◆ **80 sites** smaller than 5 acres, including four in the commercial or Town Center designation and the remainder designated for industrial use
- ◆ **21 sites** ranging from 5 to 25 acres, with one in the Town Center designation and the rest industrial
- ◆ **2 industrial sites** between 25 and 50 acres, totaling 64 acres

Meeting future commercial land needs will depend primarily on redevelopment, particularly within Town Center. Based on this information and the analysis in **Exhibit 41**, Wilsonville has sufficient land to accommodate projected industrial growth but faces a limited supply of vacant commercial land. The City can address this gap through redevelopment, reuse of existing buildings, and targeted policy changes.

Town Center is a key redevelopment area, particularly for smaller, experience-based retail and food and beverage businesses. Several large vacant buildings, including the former Rite Aid, Albertsons, Regal Cinema, and Fry's Electronics, also offer opportunities for reuse to meet commercial needs. In addition, the City is evaluating whether certain industrial areas could support more commercial activity through zoning or policy adjustments.



Although Wilsonville has sufficient industrial land overall, much of it consists of small parcels under five acres. Assembling larger sites, either by the City or by the private sector will be important to meeting the needs of future industrial users and supporting long-term employment growth.

Conclusions

- ◆ **Wilsonville is forecasted to grow in both the commercial and industrial employment sectors.** Wilsonville is planning for growth of 6,132 new jobs in the City over the 2026 to 2046 period. About 2,642 of the jobs will be industrial, 2,690 of the jobs will be in office and commercial services, and 538 in retail. Growth of these jobs will result in demand for about 321 gross acres of industrial land and 110 gross acres of commercial land.
- ◆ **Wilsonville has a sufficient supply of industrial land to accommodate projected employment growth.** The City has approximately 353 acres of vacant, buildable industrial land compared with a forecasted demand of 321 acres, resulting in a small surplus of 32 acres.
- ◆ **Much of Wilsonville's industrial land is not development ready.** Most of the City's industrial supply is concentrated in the Coffee Creek and Basalt Creek planning areas. Coffee Creek benefits from an established Urban Renewal District that funds infrastructure improvements and enhances site readiness. In contrast, Basalt Creek faces similar challenges, including fragmented ownership, smaller parcel sizes, existing contractor establishments, and limited urban infrastructure such as water, sewer, and improved road access, but without the benefit of urban renewal. Wilsonville has about 80 vacant industrial sites that are smaller than five acres, totaling roughly 140 acres. Assembling larger, contiguous parcels and continuing infrastructure investment will be essential to unlocking Wilsonville's full industrial potential and supporting higher-intensity employment uses.
- ◆ **Wilsonville has limited vacant commercial land but strong redevelopment potential.** The City currently has about 13 acres of vacant, buildable commercial land compared to a forecasted need of 110 acres, creating a shortfall of about 97 acres. However, much of this future demand can be met through redevelopment and targeted policy adjustments. Town Center is the City's primary opportunity for new commercial and mixed-use growth, particularly for experience-based retail, food, and beverage businesses. Several large vacant buildings, including the former Albertsons, Rite Aid, Regal Cinema, and Fry's Electronics, offer near-term opportunities for reuse or redevelopment. Together, these known sites account for about 50 acres of redevelopment potential. The City is also exploring whether certain industrial



areas could accommodate commercial uses through zoning or policy updates. These strategies will be important for maintaining a balanced employment land supply and supporting Wilsonville's long-term economic growth.

- ◆ **Wilsonville's average wages are higher than the regional average.** Wilsonville's average annual wage is approximately \$78,235 compared with \$76,066 for the Portland region. The City's employment base includes a concentration of higher-wage sectors such as manufacturing, wholesale trade, and construction. This distinguishes Wilsonville from nearby communities, where average wages tend to be lower. Potential growth industries in Wilsonville generally provide above-average wages, with the exception of resident- and visitor-oriented services such as retail, food services, and accommodation.
- ◆ **Wilsonville's economic outlook is strong.** The City's opportune location along the I-5 corridor, access to regional labor markets, and industrial land supply provide a solid foundation for continued economic growth. Ongoing investment in site readiness, infrastructure, and redevelopment will be essential to maintaining Wilsonville's position as a leading employment center in the Portland metro region.

Relationship to the Economic Development Strategy

The EOA establishes the technical foundation for understanding Wilsonville's employment land capacity and economic growth potential. The accompanying Wilsonville EDS builds on these findings to identify how the City can act on them.

While the EOA evaluates land supply, site readiness, and industry trends, the EDS focuses on implementation. It translates these findings into goals, policies, and actions that address key challenges such as limited development-ready industrial land and the need for redevelopment in Town Center.

Together, the EOA and EDS provide a coordinated framework for guiding Wilsonville's economic growth. The EOA defines the City's land needs and economic opportunities, and the EDS outlines the steps necessary to achieve them through targeted investment, policy updates, and partnerships. The EDS is presented as a separate companion document.



Appendix A. National, State, and Local Economic Trends

The economic trends discussed in this appendix are based on long-term trends that are generally expected to continue on national, state, and regional scales.

National and State Trends

Economic development in Wilsonville over the next 20 years will occur in the context of long-run national and state trends. The most important of these trends are as follows:

- ◆ **Slower labor force growth will be offset by increased productivity gains.** According to the Oregon Office of Economic Analysis (OEA), long-term economic growth is shaped by two primary factors: the number of workers and their productivity. Oregon's labor force growth is slowing due to persistently low birth rates and ongoing shifts in migration trends—factors that have led to downward revisions in the state's population growth outlook. OEA anticipates that economic growth will be increasingly driven by gains in productivity as employers adapt to a tight labor market.
- ◆ Employment is still expected to grow, but at a slower pace than previously forecast. Total nonfarm employment is projected to grow at an average annual rate of 0.6% through 2034, down from higher rates seen in prior decades. Productivity, meanwhile, is expected to rebound, supported by rising capital investment and the adoption of technologies like generative artificial intelligence (AI). These forces are expected to help businesses operate more efficiently and maintain economic momentum despite a slower-growing workforce.⁴²
- ◆ **Manufacturing remains vital to Oregon's economy but faces near-term employment declines.** Manufacturing accounts for a slightly larger share of employment in Oregon compared to the national average, with 9.9% of jobs in the sector versus 8.4% nationally.⁴³ Over the long term, Oregon's manufacturing sector has experienced stronger growth than the nation. Since

⁴² Oregon Economic Analysis, Oregon Economic and Revenue Forecast, March 2025. Vol. XLV, No. 1. Release date February 2025, <https://www.oregon.gov/das/oea/Documents/OEA-Forecast-0325.pdf>

⁴³ Oregon Employment Department, Made in Oregon: A profile of the State's Manufacturing Sector, May 2024.



reaching its lowest employment level in 2010, manufacturing employment in Oregon increased by 15% through 2023, compared to 13% nationally.⁴⁴

Despite this long-term growth, recent trends have been less favorable. While most of the jobs lost during the pandemic were recovered, manufacturing employment in Oregon remains below 2019 levels and declined throughout much of 2023. Since January 2019, Oregon's manufacturing employment has decreased by 6%, while national manufacturing employment has increased by 1%.⁴⁵ Rising costs, particularly in housing and taxes, coupled with recent policy shifts, may be outweighing Oregon's traditional quality-of-life benefits for manufacturers. The lack of development-ready land is also frequently cited as a primary obstacle for manufacturers looking to expand in or relocate to Oregon, potentially driving businesses to other states.⁴⁶

These recent setbacks are notable given the state's historical strength in manufacturing and stand in contrast to national trends, where the sector has been more resilient. Although federal investments like the CHIPS Act may offer long-term opportunities, their impacts have yet to materialize in job growth.⁴⁷ Overall, Oregon's manufacturing sector continues to reflect a broader statewide shift toward increased productivity and capital investment, rather than labor-driven expansion. It remains an essential part of the economy, but its contribution to short-term job growth is likely to be limited.⁴⁸

- ◆ **Rising trade tensions increase risks to Oregon's export-dependent economy.** Oregon's economy is particularly sensitive to changes in national trade policy due to its high reliance on exports and manufacturing, which together account for a significant share of the state's GDP.⁴⁹ Core export sectors, including semiconductors, machinery, transportation equipment, and agricultural products, are especially vulnerable to global market disruptions.

The state's exposure is further heightened by the concentration of its exports. More than 50% are destined for just three countries: Mexico, China, and Canada.⁵⁰ This creates a heightened risk that disruptions with any one

⁴⁴ Oregon Employment Department, *Made in Oregon: A profile of the State's Manufacturing Sector*, May 2024.

⁴⁵ Oregon Employment Department, *Made in Oregon: A profile of the State's Manufacturing Sector*, May 2024.

⁴⁶ Oregon Business & Industry. *The Condition of Oregon's Manufacturing Sector*. October 2024. https://oregonbusinessindustry.com/wp-content/uploads/The-Condition-of-Oregons-Manufacturing-Sector_October-2024.pdf.

⁴⁷ Oregon Economic Analysis, *Oregon Economic and Revenue Forecast*, March 2025. Vol. XLV, No. 1. Release date February 2025, <https://www.oregon.gov/das/oea/Documents/OEA-Forecast-0325.pdf>

⁴⁸ Ibid

⁴⁹ Ibid

⁵⁰ Ibid



trading partner could have broad economic impacts. Recent tariff policies introduced by the Trump Administration in early 2025 have added to these concerns.

Oregon's elevated export share of GDP places the state in a vulnerable position should trade tensions escalate. Policymakers often reference the 2018–2019 trade war as a cautionary example. During that period, rising tariffs and retaliatory measures contributed to a 2.5 percentage point decline in state economic growth.⁵¹ A similar slowdown remains a risk if current disputes continue to intensify.

- ◆ **Tighter immigration policies may constrain Oregon's labor supply in key industries.** Stricter immigration policies initiated by the Trump Administration are expected to reduce labor availability in several key sectors that rely heavily on foreign-born workers, including construction, agriculture, food processing, and hospitality. The Oregon Office of Economic Analysis notes that immigration policies will remain a critical variable shaping the state's labor market flexibility and long-term growth prospects. Given Oregon's reliance on net in-migration for workforce growth, federal immigration restrictions may exacerbate hiring challenges, limit productivity, and increase wage inflation in affected sectors.⁵²
- ◆ **Increases in automation across sectors reshapes workforce demands.** Automation has been a long-running trend in employment, leading to productivity gains across sectors. Additionally, the enhancement of artificial intelligence (AI) is expanding automation possibilities beyond routine tasks to jobs previously thought impervious, such as office and cognitive roles. However, complete job replacement due to AI is expected to be minimal with task efficiencies and shifting tasks within jobs as more likely outcomes.^{53,54} The U.S. Government Accountability Office (GAO) reports that automation could be widespread, with anywhere from 9% to 47% of jobs being automated in the future according to academic research.⁵⁵

The GAO identified that jobs requiring a blend of soft skills (management, interpersonal), process skills, and technical expertise face lower automation

⁵¹ Oregon Economic Analysis, Oregon Economic and Revenue Forecast, March 2025. Vol. XLV, No. 1. Release date February 2025, <https://www.oregon.gov/das/oea/Documents/OEA-Forecast-0325.pdf>

⁵² Ibid

⁵³ BLS, Growth Trends for Selected Occupations Considered at Risk from Automation, July 2023, <https://www.bls.gov/opub/mlr/2023/article/growth-trends-for-selected-occupations-considered-at-risk-from-automation.htm>

⁵⁴ Manhattan Strategy Group, Job Automation Risk and the Future of Skills: Skills and Competency Change in the U.S. Workforce, May 2023, <https://www.dol.gov/sites/dolgov/files/OASP/evaluation/pdf/FutureofSkillsLitScan-20230515.pdf>

⁵⁵ Government Accountability Office, Workforce Automation, August 2023, <https://www.gao.gov/assets/gao-22-105159.pdf>



risks. Most of the top 20 in-demand jobs share this mixed skill set trait, including nurse practitioners, statisticians, occupational therapy assistants, home health aides, physical therapist assistants, medical managers, physician assistants, information security analysts, and data scientists, among others.⁵⁶ Lower-wage jobs are the most likely to be automated. The GAO reported that over 80% of jobs paying less than \$20 per hour are susceptible to automation over the next two decades. About 30% of jobs paying \$20 to \$40 per hour and 4% of jobs paying \$40 or more per hour were also identified as at risk.⁵⁷

Oregon's automation trajectory mirrors national trends, with lower and middle-wage jobs facing higher automation potential. The state's tight labor market may further drive productivity and efficiency gains bolstered by AI's transformative potential.

◆ **Shifts in the national commercial and industrial real estate markets:**

Following the COVID-19 pandemic, commercial and industrial real estate markets continue to face challenging development conditions. The increased cost of capital has made many projects economically infeasible, especially speculative projects that rely on debt financing and those with longer loan payback periods.⁵⁸ Higher interest rates have also reduced property valuations, complicating the ability of developers to secure construction financing and attract equity investments.⁵⁹ Additionally, rising construction costs—driven by inflation and supply chain disruptions—have further complicated development efforts across these sectors.

- **Demand for office space remains soft.** The U.S. office market is in decline, driven largely by the shift to remote and hybrid work. The share of employees working from home rose from 24% in 2019 to 33% in 2024.⁶⁰ This trend has contributed to ten consecutive quarters of negative net absorption and a national reduction of 18.2 million square feet in occupied office space.⁶¹ Office construction has slowed substantially with the development pipeline down 67% since early 2020.⁶² While high-quality office spaces in prime locations continue to

⁵⁶ Government Accountability Office, Workforce Automation, August 2023.

⁵⁷ Executive Office of the President. (2016). Artificial Intelligence, Automation, and the Economy.

⁵⁸ If developers take on debt to finance a project, the longer they take to repay the loan, the more interest will accrue.

⁵⁹ In addition to loans, developers will typically finance projects in part with equity investments, in which investors become shareholders in the project.

⁶⁰ BLS, [American Time Use Survey](#), 2025; does not differentiate between part- and full-time workers

⁶¹ Cushman & Wakefield, [U.S. Office Marketbeat Q2 2024](#)

⁶² Ibid



attract tenants, older and mid-tier properties face uncertainty, with some being repurposed.

The office sector continues to recalibrate to hybrid work with attendance stabilizing in the 60-70% range on peak attendance days, setting a new baseline for space requirements. Cushman & Wakefield projects that overall occupancy will begin to stabilize in late 2025 as demand gradually returns, supported by headcount growth and new business formation.⁶³ Investment interest in traditional office properties remains weak, though medical office space shows strong prospects.⁶⁴

- **Demand for retail space remains stable:** The U.S. retail market ended 2024 on a strong note, with 1.4 million square feet of net absorption in Q4 (the highest quarterly total of the year) and a steady shopping center vacancy rate of 5.4%. While total annual absorption declined substantially from 2023, and store closures reached their highest level since 2020, retail fundamentals remain resilient. Limited new construction and solid consumer spending have helped keep vacancy rates and rents stable. Looking ahead, retail growth is expected to continue at a slower, more strategic pace, with demand increasingly concentrated among top-performing brands.⁶⁵
- **Strong and sustained demand for industrial space.** The industrial real estate market experienced strong growth over the past decade, with investment prospects improving significantly between 2014 and 2021. Historically, fulfillment and warehouse space have been the most attractive investment options, outperforming research and development, manufacturing, and flex space. However, in recent years, these distinctions have blurred, with all industrial subtypes now holding similar investment ratings just below "good."⁶⁶

While the market remained strong in 2022 and 2023, 2024 has seen signs of a slowdown. Vacancy rates have risen to 6.1% but remain below historical averages, with a peak of 6.7% expected in early 2025 before declining.⁶⁷ Despite slowing, rent growth continues at 3.7% year-over-year.⁶⁸ An increase in new supply (1.2 billion square feet in 2022-2023) has contributed to rising vacancies, but construction has since dropped 46%, tightening future inventory.⁶⁹ Looking ahead, the sector is expected

⁶³ Cushman & Wakefield, [U.S. Office Marketbeat Q2 2024](#)

⁶⁴ Urban Land Institute [2024 Emerging Trends in Real Estate, United States and Canada](#)

⁶⁵ Cushman & Wakefield Q4 2024 U.S. Retail MarketBeat report

⁶⁶ Urban Land Institute [2024 Emerging Trends in Real Estate, United States and Canada](#)

⁶⁷ Cushman & Wakefield, Industrial [Marketbeat Q2 2024 U.S. National Industrial Report](#)

⁶⁸ Ibid

⁶⁹ Ibid



to stabilize, with sustained demand driven by reshoring, e-commerce, and evolving supply chain strategies.⁷⁰ The impact of recent trade policies and tariffs on industrial real estate demand remains uncertain, as they can both stimulate reshoring and new investment while also increasing costs and risking business contraction.

- ◆ **The aging of the baby boomer generation and the need for replacement workers.** As the baby boomer generation continues to retire, the number of Social Security recipients is expected to increase from over 65 million in 2023 to over 86 million in 2045, a 32% increase. In 2023, there were 36 Social Security beneficiaries per 100 covered workers, but by 2045, there is expected to be 45 beneficiaries per 100 covered workers. This will increase the percent of the federal budget dedicated to Social Security and Medicare.⁷¹

While the Bureau of Labor Statistics projects total U.S. employment to grow by 4.7 million jobs from 2023 to 2032, this job growth is unlikely to be sufficient to replace all the baby boomer retirees leaving the workforce during that period. The BLS estimates there will be 18.6 million annual job openings arising from the need to replace retiring workers and workers changing occupations, in addition to openings from newly created positions.⁷² The sectors expected to grow the fastest are healthcare support, computer and mathematical occupations, healthcare practitioners, and community and social service.⁷³

- ◆ **Growth of entrepreneurship and small businesses.** The creation of new businesses plays a vital role in driving Oregon's economic growth. Start-ups generate employment opportunities, introduce innovative products and services, and help better serve local communities. According to the 2023 Small Business Profile from the U.S. Small Business Administration Office of Advocacy, small businesses (defined as having between zero and 500 employees) account for 99.9% of total businesses in the United States and employ 46% of the American workforce. Oregon's performance in early-stage

⁷⁰ JLL, [Q1 2024 Industrial Outlook](#)

⁷¹ The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2023 <https://www.ssa.gov/oact/TR/2023/tr2023.pdf>

⁷² Bureau of Labor Force Occupational Separations and Openings, 2023-2032 <https://www.bls.gov/emp/tables/occupational-separations-and-openings.htm>

⁷³ Bureau of Labor Statistics Employment Projections – 2023-2032, September 2023 <https://www.bls.gov/news.release/pdf/ecopro.pdf>



entrepreneurship activity, as measured by the Kauffman Early-Stage Entrepreneurship (KESE) Index, ranked 25th in the country in 2020.^{74,75}

Start-up activity had been trending down for decades in Oregon and across the nation leading up to the pandemic, but since the pandemic, new business formation has increased and appears to be maintaining this higher rate.⁷⁶ In terms of outlook for start-ups, several key factors are at play. High inflation, rising interest rates, and recession risks, along with tighter venture capital and banking lending conditions, will likely slow new business formation. However, several favorable factors could mitigate these impacts and support continued strength in entrepreneurship and small business formation in Oregon. These include increased personal savings and home equity levels, which are common funding sources for new businesses, along with the shift toward remote work opportunities and the large millennial generation entering their prime entrepreneurial years (late 30s and early 40s, according to Census Bureau research).⁷⁷

- ◆ **Continued transformation of retail.** In the last two decades, retail sales by e-commerce and warehouse clubs/supercenters (a lower-cost model to the traditional department store) have increased steadily. Online retail purchases increased from about 6% of all retail purchases in 2014 to about 16% of retail purchases in 2023.⁷⁸ Ultimately, the growth in online shopping and the increasing dominance of large supercenters has made it difficult for small and medium-sized retail firms (offering a narrower selection of goods) to compete. Declining net profits and increased competitive pressures have led many well-known retailers (e.g., JCPenney, Macy's, Sears) to declare bankruptcy or to scale back their operations.

In the future, the importance of e-commerce will likely continue to grow. However, despite the highly publicized closures of brick-and-mortar stores, physical retail is likely to remain an important part of the retail sector as well. Since modern consumers are increasingly price sensitive, less brand loyal, and (since the advent of internet) able to substitute between retailers

⁷⁴ Kauffman Foundation. *Kauffman Indicators of Entrepreneurship*. Early-Stage Entrepreneurship. The Kauffman Index, Oregon. <https://indicators.kauffman.org/>.

⁷⁵ This index comprises four statistics: the rate of new entrepreneurs, the opportunity share of new entrepreneurs, start-up density, and start-up early survival rate.

⁷⁶ Josh Lehner. "Strong Startup Activity Continues" Oregon Office of Economic Analysis, May 3, 2023. Retrieved from <https://oregoneconomicanalysis.com/2023/05/03/strong-start-up-activity-continues/>

⁷⁷ Josh Lehner. "Strong Startup Activity Continues" Oregon Office of Economic Analysis, May 3, 2023. Retrieved from <https://oregoneconomicanalysis.com/2023/05/03/strong-start-up-activity-continues/>

⁷⁸ U.S. Census Bureau News, Quarterly Retail E-Commerce Sales, 4th Quarter 2023 https://www.census.gov/retail/mrts/www/data/pdf/ec_current.pdf



easily, retailers must be nimble and able to adjust to the changing needs of their customers if they are to remain competitive.

The types of brick-and-mortar retail and related services that are likely to remain viable are those offering goods that consumers prefer to purchase in person or goods that are difficult to ship and return, such as large furniture items. Additionally, retailers specializing in groceries, personal goods that are needed immediately, restaurants, and experiential offerings like entertainment or social activities are expected to maintain their presence. According to the Urban Land Institute, large retailers such as Macy's, Nordstrom, Kohl's, and Ikea are experimenting with downsizing storefronts to operate spaces that can be flexible to changing consumer needs. These locally scaled shops feature in-person merchandise and services that are in demand for modern consumers: curated inventory, tailored services, and e-commerce fulfillment.⁷⁹

- ◆ **Changing places where work is being done.** The COVID-19 pandemic accelerated the shift to remote work, with the share of employees working from home increasing from 24% in 2019 to 33% in 2024, according to the Bureau of Labor Statistics' American Time Use Survey.⁸⁰ However, the ability to work remotely is not equally distributed. Those most likely to have remote work opportunities tend to have higher educational attainment, be white or Asian, and be over 25 years old.⁸¹ This uneven access to remote work raises equity concerns, as certain demographic groups may be disadvantaged in accessing these flexible work arrangements.

Remote work trends have consequences for downtown health and recovery. OEA found that downtown recoveries are not driven by regional economic changes but rather are impacted by the strength of three components: workers, residents, and visitors.⁸² If a significant portion of previous downtown workers are now working remotely from other locations, downtowns need to capture or bolster resident and visitor spending to counteract this shift.

In 2025, major employers like Amazon, Dell, Walmart, and federal agencies have issued full-time return-to-office (RTO) mandates to justify office costs, boost perceived productivity, and reassert control—often in response to stock

⁷⁹ Holly Dutton. "More Retailers Are Rolling out Small-Format Stores" *Urban Land Institute*, January 8, 2024. <https://urbanland.uli.org/economy-markets-trends/more-retailers-are-rolling-out-small-format-stores>

⁸⁰ BLS, *American Time Use Survey*, 2025; does not differentiate between part- and full-time workers

⁸¹ Ben Casselman, Emma Goldberg, and Ella Koeze. "Who still works from home?" *New York Times*, March 8, 2024.

⁸² Oregon Office of Economic Analysis, *Downtown Recoveries 2023 Update*, <https://oregoneconomicanalysis.com/2023/07/18/downtown-recoveries-2023-update/>



declines. Yet remote work remains far more common than before the pandemic, with over one in four U.S. workdays in 2024 done from home, up from one in fourteen pre-pandemic. Remote job postings are down, but demand remains high: just 20% of LinkedIn listings are remote or hybrid, yet they attract 60% of applications. While the current labor market favors employers, experts expect that retirements and an aging workforce will tighten labor supply, prompting a renewed need for flexibility. Smaller firms are already using remote options to attract talent, pointing to a future where workplace flexibility is a competitive necessity.⁸³

- ◆ **Continued increase in demand for energy even as the sources supplying that energy shifts.** The 2023 Inflation Reduction Act aimed to drive increased investments in climate and energy projects across the United States.⁸⁴ As a result of the renewable energy investments and subsidies, the nation's energy consumption pattern is anticipated to undergo a shift over the coming years. There is an expected move away from traditional fossil fuels like crude oil and natural gas toward renewable energy sources.⁸⁵

However, this shift is not expected to reduce overall energy consumption. From 2023 to 2050, the U.S. Energy Information Administration (EIA) estimates that total energy consumption will rise due to population growth and economic expansion outpacing efficiency gains. This increasing demand is anticipated to be driven primarily by the industrial sector and, to a lesser extent, transportation.

- ◆ **Impact of rising energy prices on commuting patterns.** As energy prices increase over the planning period, transportation energy consumption is expected to shift to electric or fuel-efficient vehicles.⁸⁶ The share of electric vehicles is expected to grow from less than 6% in 2023 to 19% in 2050.⁸⁷ The Energy Information Administration estimates an 8% increase in transportation energy consumption, partially attributable to increasing vehicle miles traveled (VMT) that offset efficiency upgrades. With expected increases in fuel economy, people may commute farther while consuming less energy. VMT for passenger vehicles is forecasted to increase between 12% and 33% through 2050. Lower-income households may face financial

⁸³ Jennifer Liu, "5 Years into the Remote Work Boom, the Return-to-Office Push Is Stronger than Ever—Here's Why," *CNBC*, March 23, 2025. <https://www.cnbc.com/2025/03/23/5-years-into-the-remote-work-boom-the-return-to-office-push-is-stronger-than-everheres-why.html>.

⁸⁴ Energy Information Administration, Inflation Reduction Act of 2023

⁸⁵ Energy Information Administration, Inflation Reduction Act of 2023

⁸⁶ Energy Information Administration, 2023, *Annual Energy Outlook 2023 with Projections to 2050*, U.S. Department of Energy, March 2023.

⁸⁷ Energy Information Administration, 2019, *Annual Energy Outlook 2019 with Projections to 2050*, U.S. Department of Energy, January 2019.



barriers to efficiency upgrades and tend to have longer commutes, which may force them to face the brunt of rising energy prices.

- ◆ **High rates of inflation.** For the last several decades, inflation rates have generally stayed below 3% in the United States. Inflation started to increase in 2021, reaching 9.1% in June 2022 year-over-year, the largest annual increase in about 40 years.⁸⁸ In December 2024 the annual inflation rate was 2.9%, a marked reduction from the 2022 inflation rate.⁸⁹ Continued high rates of inflation may slow economic growth, further erode purchasing power, discourage savings, and lead to a national recession. Recent tariff policies and trade tensions may lead to new increases in inflation in 2025 and beyond.
- ◆ **Income gains in Oregon.** Oregon's economic growth in the past decade has led to improvements in the state's income and wage levels relative to the rest of the nation. Notably, Oregon's median household income has surpassed the national level for the first time in over 50 years.⁹⁰ Higher incomes can have positive impacts on an economy through improved standards of living and higher consumer spending, increased tax revenue potential, and talent attraction and retention, among others.
- ◆ **Potential impacts of global climate change.** Oregon and the Pacific Northwest have been experiencing the impacts of global climate change over the past 30 years, exacerbated by extreme events such as the 2020 Labor Day fires that burned over 840,000 acres in Oregon and the June 2021 heat dome that caused temperatures to soar to 111°F in Eugene and 116°F in Portland.⁹¹ According to the National Oceanic and Atmospheric Administration (NOAA), between 1980 and 2023, the U.S. experienced an average of 8.5 weather-related disasters per year where overall damages/costs reached or exceeded \$1 billion (adjusted for inflation). However, the number of such events has increased in the last five years, with an average of 20.4 events per year.⁹² The Pacific Northwest is not only experiencing an increased frequency and severity of extreme weather events but also long-term climatic changes. These long-term changes include:

⁸⁸ Bureau of Labor Statistics, U.S. Department of Labor, *The Economics Daily*, Consumer prices up 9.1% over the year ended June 2023, largest increase in 40 years at <https://www.bls.gov/opub/ted/2023/consumer-prices-up-9-1-percent-over-the-year-ended-june-2023-largest-increase-in-40-years.htm> (visited July 25, 2023).

⁸⁹ Bureau of Labor Statistics, U.S. Department of Labor, *The Economics Daily*, Consumer Price Index: 2024 in Review, <https://www.bls.gov/opub/ted/2025/consumer-price-index-2024-in-review.htm>

⁹⁰ Oregon Economic Analysis, Oregon Economic and Revenue Forecast, March 2024. Vol. XLIV, No. 1.

⁹¹ <https://www.ncei.noaa.gov/access/monitoring/monthly-report/national/202106/supplemental/page-6>.

⁹² <https://www.ncei.noaa.gov/access/billions/#:~:text=Menu-Overview,376%20events%20exceeds%20%242.655%20trillion.>



- **Increased average annual day and nighttime temperatures.** If greenhouse gas (GHG) emissions continue at the current rate, temperatures in Oregon are projected to rise approximately 5°F by the 2050s and 8.2°F by the 2080s.⁹³ These higher overall temperatures can have consequences, including increased mortality rates, the spread of diseases, and the forced migration of plants and animals as ecosystems undergo changes. Vegetation may become stressed and die, leading to an accumulation of fuel loads that heighten the risk of wildfires. Some areas that were once forestlands are transitioning into shrublands after being affected by forest fires.
- **Reduced snowpack and increased drought conditions.** As temperatures increase, snowpack is anticipated to decrease, reducing stream levels and water availability in the summer months.⁹⁴ Drought conditions can reduce surface water availability, reduce hydropower generation, and reduce recreational activities.⁹⁵
- **Increased risk of high heat events.** Climate change increases the likelihood of experiencing high heat events like the June 2021 extreme heat wave that resulted in temperatures ranging from 110°F to 120°F in Oregon and Washington. This heat event caused approximately 159 deaths in Washington and more than 100 deaths in Oregon.^{96,97}
- **Increased risk of wildfire.** Changing precipitation patterns and drought conditions are increasing fuel loads in wildland areas, increasing the risk of wildfires throughout the Pacific Northwest. Wildfire intensity, duration, and size have increased.
- **More days of poor air quality from wildfire smoke.** In 2021, people in Deschutes County, Klamath County, and Jackson County experienced 83

⁹³ Fleishman, E., editor. 2023. Sixth Oregon Climate Assessment. Oregon Climate Change Research Institute, Oregon State University, Corvallis, Oregon. <https://blogs.oregonstate.edu/occri/oregon-climate-assessments>.

⁹⁴ WASHINGTON Assessment work. TBD.

⁹⁵ Bumbaco, K.A., C.L. Raymond, L.W. O'Neill, A. Mehta, D.J. Hoekema. 2023. *2023 Pacific Northwest Water Year Impacts Assessment*. A collaboration between the Office of the Washington State Climatologist, Climate Impacts Group, Oregon State Climatologist, Idaho Department of Water Resources, and NOAA National Integrated Drought Information System. <https://doi.org/10.6069/T5Q5-TT59>

⁹⁶ Joan A. Casey, Robbie M. Parks, Tim A. Bruckner, Alison Gemmill, and Ralph Catalano, 2023: *Excess Injury Mortality in Washington State During the 2021 Heat Wave*. American Journal of Public Health 113, 657_660, <https://doi.org/10.2105/AJPH.2023.307269>

⁹⁷ Vital Statistics Report. Oregon: Oregon Health Authority, Public Health Division, Center for Health Statistics. Prepared September 2021; data are preliminary and subject to change.



days of air quality at or above unhealthy levels for sensitive groups due to wildfire smoke.⁹⁸

- **More floods and atmospheric rivers.** The University of Washington's Climate Impact Group forecasts that the Pacific Northwest will experience slightly more precipitation in the fall, winter, and spring and less in the summer.⁹⁹ Extreme precipitation events are more likely to produce flooding, erosion, and landslides. These changes can threaten salmon and other species. Adaptation to extreme events could require expensive upgrades to stormwater systems.

Climate change will have a wide range of impacts on industries and communities throughout the Pacific Northwest. While some industries are more resilient to climate change, others that require predictable delivery of water, such as agriculture and hydropower, are more vulnerable to climate change. Climate change and extreme weather events also impact human health and disrupt travel. Land use decisions, in part, determine the risk that homes, businesses, schools, hospitals, and other buildings face from climate change. Development patterns in at-risk areas like tsunami zones, floodplains, wetlands, wildland-urban interfaces, and other hazardous locations will impact the economic vitality and resilience of communities as climate change accelerates.

- **Agriculture.** Climate change impacts the quality and quantity of agricultural products. For example, exposure to cold weather during dormancy is important for fruit set and quality in many perennial crops. Exposure to cold weather may increase in northern areas of the Pacific Northwest and decrease in southern areas.¹⁰⁰ A study by the Washington State Department of Agriculture found that a drought in 2015 caused \$633 to \$773 million in agricultural losses.¹⁰¹ Drought and shifting precipitation patterns represent major threats, as drought reduces feed on rangelands for livestock and decreases water available for irrigation.
- **Aquatic/Fishing.** Marine heat waves impact fresh and saltwater habitats and species. In 2021, algal blooms exacerbated by increased temperatures resulted in a \$641.1 million (in 2023 dollars) loss of

⁹⁸ Barnack, A. Wildfire Smoke Trends and the Air Quality Index. Oregon: Department of Environmental Quality, Laboratory and Environmental Assessment Division [cited 2023 May 5]. 24 p. Available from: <https://www.oregon.gov/deq/wildfires/Documents/WildfireSmokeTrendsReport.pdf>.

⁹⁹ <https://express.adobe.com/page/C5CQaxjHUmGQ7/>

¹⁰⁰ Noorazar, H., L. Kalcsits, V.P. Jones, M.S. Jones, and K. Rajagopalan, 2023: Climate change and chill accumulation: Implications for tree fruit production in cold-winter regions. *Climatic Change*, **171** (3), 34. <https://doi.org/10.1007/s10584-022-03339-6>

¹⁰¹ Raymond, C.L., T.P. Nadreau, M. Rogers, Z. Kearl. 2023. Biophysical Climate Risks and Economic Impacts for Washington State. Report prepared for the Washington State legislature. Climate Impacts Group, University of Washington, Seattle.



commercial fishing revenue.¹⁰² Tribes are often disproportionately impacted, accounting for half of fishery loss requests and experiencing losses from Dungeness crab fisheries.^{103,104}

- **Forestry.** Forest plants and animals vulnerable to temperature and drought stresses are undergoing climate-induced die-offs. Five fir species in Oregon, Washington, and Northern California are experiencing severe mortality dubbed "Firmageddon."¹⁰⁵ Species at the edges of their ranges are expected to succumb first and may shift to higher elevations or northward. Die-offs include Douglas fir, a primary commercial timber species. Die-offs and stressed trees face higher risks of pest infestations and increase the risk of wildfires.
- **Human health.** With many Pacific Northwest households lacking air conditioning, higher summer temperatures and extreme heat events endanger vulnerable groups like older adults, low-income residents, those with disabilities, and individuals living alone who face heightened risks of heat stroke and death.
- **Tourism, Recreation, and Service Industries.** The Northwest tourism and recreation industry employs about 588,000 people and supports almost \$60 billion (in 2023 dollars) in annual expenditures.¹⁰⁶ Climate impacts will vary as decreased snowpack will make trails and camping accessible later in the fall and earlier in the spring, but increased extreme events from atmospheric rivers may increase maintenance costs due to flooding and erosion. Higher temperatures will increase demand for water-based recreation; however, droughts may decrease lake, reservoir, and river levels during peak recreation season.

¹⁰² Bellquist, L., V. Saccomanno, B.X. Semmens, M. Gleason, and J. Wilson, 2021: *The rise in climate change-induced federal fishery disasters in the United States*. PeerJ, 9, e11186. <https://doi.org/10.7717/peerj.11186>

¹⁰³ Bellquist, L., V. Saccomanno, B.X. Semmens, M. Gleason, and J. Wilson, 2021: *The rise in climate change-induced federal fishery disasters in the United States*. PeerJ, 9, e11186. <https://doi.org/10.7717/peerj.11186>

¹⁰⁴ Schlinger, C., O. Conroy-Ben, C. Cooley, N. Cooley, M. Cruz, D. Dotson, J. Doyle, M.J. Eggers, P. Hardison, M. Hatch, C. Hogue, K. Jacobson Hedin, C. Jones, K. Lanphier, D. Marks-Marino, D. Mosley, F. Olsen Jr., and M. Peacock, 2021: Ch. 4.2. Water. In: *Status of Tribes and Climate Change Report*. Marks-Marino, D., Ed. Institute for Tribal Environmental Professionals, Flagstaff, AZ, 98–141. <http://nau.edu/stacc2021>

¹⁰⁵ <https://www.seattletimes.com/seattle-news/climate-change-is-hastening-the-demise-of-pacific-northwest-forests/>

¹⁰⁶ Mojica, J., K. Cousins, and T. Madsen, 2021: *Economic Analysis of Outdoor Recreation in Oregon*. Earth Economics, Tacoma, WA. https://static1.squarespace.com/static/561dcdc6e4b039470e9afc00/t/5ffe3084ce56a6552b7a3c71/1610494115376/EconomicAnalysisofOutdoorRecreationinOregon_OTC-EarthEconomics_SmallRes.pdf



- **Infrastructure.** Water, sewer, roads, utilities, and other infrastructure face risks if not designed to withstand climate change and extreme events. During the June 2021 heat dome, roads buckled near Everett, Washington, and a Portland streetcar cable melted.¹⁰⁷ Damaged power lines can lead to wildfires (a problem utility companies have started to mitigate by preemptively shutting down power when windy and dry conditions occur).¹⁰⁸ Rural communities relying on single water sources may be in jeopardy as droughts reduce groundwater aquifers or surface water availability. Sea level rise and flooding also threaten septic wastewater treatment systems. Atmospheric rivers and flooding can damage highways and streets through inundation and landslides, temporarily halting travel access to jobs, schools, healthcare, grocery stores, etc., necessitating expensive repairs and long detours. Additionally, the Pacific Northwest's hydropower dependency means the region may see fluctuations in electricity availability and costs as altered snowpack and precipitation patterns make the water supply less predictable.

¹⁰⁷ <https://www.npr.org/2021/06/29/1011269025/photos-the-pacific-northwest-heatwave-is-melting-power-cables-and-buckling-roads>

¹⁰⁸ EPI, 2023: Wildfire-Grid Risk, Power Talk. Boise State University, Energy Policy Institute. <https://www.boisestate.edu/epi/upcomingevents/>



Regional and Local Trends

Throughout this section, Wilsonville is compared to the Portland region and the State of Oregon. These comparisons are meant to provide context for changes in Wilsonville's socioeconomic characteristics. Additionally, information based on the 2019-2023 ACS is described as 2023 to enhance readability.

Availability of Labor

The availability of trained workers in Wilsonville will impact the development of its economy over the planning period. A skilled and educated populace can attract well-paying businesses and employers and spur the benefits that follow from a growing economy. Key trends that will affect the workforce in Wilsonville over the next 20 years include its growth in its overall population, growth in the senior population, and commuting trends.

POPULATION CHANGE

Population growth in Oregon tends to follow economic cycles. Oregon's population grew from 3.4 million people in 2000 to 4.3 million people in 2023, an increase of 830,000 people or 0.9% each year. Between 2000 and 2023, Wilsonville's population increased by 12,457 people at an average annual rate of 2.8% (**Exhibit 42**), exceeding both the Portland region's and Oregon's growth rates during the same time (1.0% and 0.9%, respectively).

Exhibit 42. Population Growth, Wilsonville, Portland Region, and Oregon, 2000–2023

	Population			Change, 2000 - 2023		
	2000	2010	2023	Number	Percent	AAGR*
Wilsonville	14,365	18,095	26,822	12,457	87%	2.8%
Portland Region	1,444,219	1,644,535	1,830,731	386,512	27%	1.0%
Oregon	3,421,399	3,831,074	4,250,027	828,628	24%	0.9%

Source: U.S. Census Bureau, 2000, and 2010. Portland State University Population Estimates, 2023.

AGE DISTRIBUTION

The number of people ages 65 and older in the United States is projected to increase from 58 million in 2023 to 82 million by 2050 (a 47% increase).¹⁰⁹ The economic effects of this demographic change include a slowdown of labor force growth, the need for workers to replace retirees, an aging workforce as seniors continue working after

¹⁰⁹ Mather, M. & Scommegna, P. (2024). Fact Sheet: Aging in the United States. <https://www.prb.org/aging-unitedstates-fact-sheet/>



age 65, an increased demand for healthcare services, and a larger portion of the federal budget dedicated to Social Security and Medicare.¹¹⁰

Exhibit 43 through **Exhibit 46** show the following trends:

- ◆ Wilsonville has a higher proportion of residents aged 20 – 39 compared to the Portland region and the state. While Wilsonville is growing across all age groups 5 years and older, the older age groups are experiencing much faster growth. This growth rate and the 2.5-year increase in median age between 2000 and 2023 suggests that Wilsonville is attracting or retaining older adults.
- ◆ Clackamas County's population is aging, with the population aged 60 and over projected to increase from 27% in 2024 to 30% in 2044. Clackamas County may continue to attract those in their late adult years (i.e., 60 years and older) over the planning period. While the share of retirees in these respective areas may increase over the next 20 years, the share of youth (i.e., under 20 years old) or people in their early adult lives (i.e., 20 to 39 years old) is likely to decrease. While this demographic shift can provide a valuable source of skilled labor and experienced mentorship for younger generations entering the workforce, it also raises concerns about a potential labor shortage as a significant portion of the workforce approaches retirement age.

Wilsonville saw an increase in median age between 2010 and 2023.

Wilsonville’s median age was 38.7 in 2023, 1.4 years younger than the median age in Oregon and 3.4 years younger than the median age in Clackamas County

Exhibit 43. Median Age, Wilsonville, Clackamas County, Washington County and Oregon, 2010 to 2019–2023

2010	36.2	40.6	38.4
	Wilsonville	Clackamas County	Oregon
2023	38.7	42.1	40.1
	Wilsonville	Clackamas County	Oregon

Source: U.S. Census Bureau, 2010 Decennial Census, Table P12; American Community Survey 2019–2023 5-Year Estimates, Table B01002.

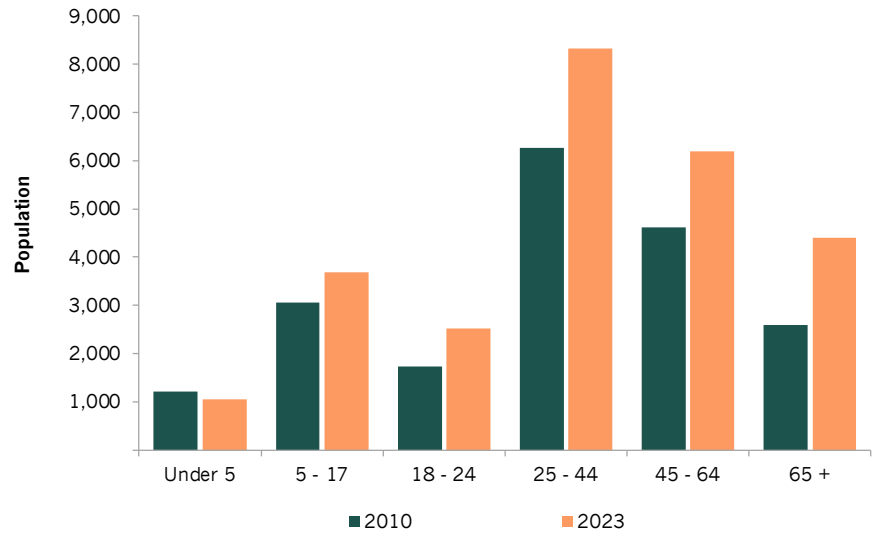
¹¹⁰ The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2023. The Budget and Economic Outlook: Fiscal Years 2024 to 2034, February 2024.



Wilsonville saw substantial growth across all age groups between 2010 and 2023 except for children under 5.

The age group between 25 and 44 remains the largest age group overall.

Exhibit 44. Wilsonville Population Change by Age Group, 2010 to 2019–2023



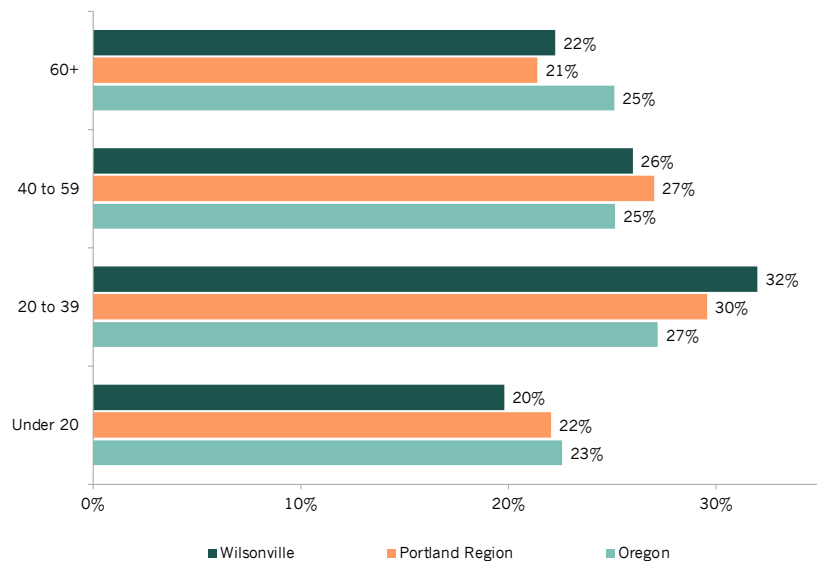
Source: U.S. Census Bureau, 2010 Summary File P12; American Community Survey 2019-2023 5-Year Estimates, Table B01001.

Nearly one-third of Wilsonville residents were between 20 and 39 years of age.

The proportion of Wilsonville's younger adults was higher than that of both the state and the Portland region.

Conversely, the proportion of Wilsonville residents under 20 years of age was lower relative to the Portland region and Oregon.

Exhibit 45. Population Distribution by Age, Wilsonville, Portland Region, and Oregon, 2019–2023

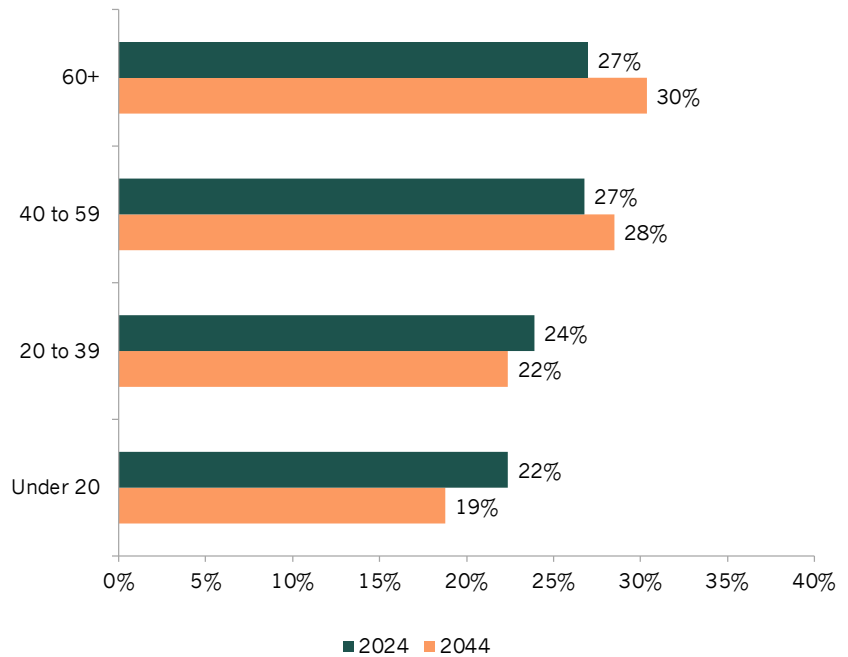


Source: U.S. Census Bureau, American Community Survey, 2019–2023 5-Year Estimates, Table B01001.



By 2044, Clackamas County residents age 40 and older will make up 58% of the county's total population, a 4% increase in share from 2024.

Exhibit 46. Population Share by Age Group, Clackamas County, 2024–2044



Source: Portland State University, College of Urban & Public Affairs: Population Research Center, Population Forecast, 2024.



RACE AND ETHNICITY

Wilsonville is becoming more racially and ethnically diverse. From 2000 to 2023, the share of the Hispanic/Latino population in Wilsonville grew from 12% to 16% of the total population, and the share of people of color increased from 15% to 25%. In the Portland region, the share of the Hispanic/Latino population rose from 12% to 14% of the total population, while the share of people of color grew from 21% to 29%.

Statewide, Hispanic and Latino Oregonians have employment rates that are average or slightly above average compared to the overall population in recent decades. However, their higher employment rates are primarily concentrated in low- and middle-wage occupations such as agriculture, building maintenance, production, construction, food preparation, and transportation and material moving.¹¹¹ Providing culturally specific services, particularly for Spanish speakers, can help improve workforce participation and economic contribution from these growing demographic groups. Such services may also facilitate the entry of Hispanic and Latino workers into higher-wage industries, enabling greater economic opportunities for these communities (if they wish to pursue them).

The population of people of color is defined as the share of the population that identifies as another race other than “white alone” according to Census definitions. The small population in Wilsonville results in small sample sizes, and thus people of color are combined into one category rather than showing individual races. The margin of error is considerable for the estimate of these populations.

Exhibit 47 and **Exhibit 48** show the change in the share of Hispanic and Latino and people of color in Wilsonville compared to the Portland region and Oregon between 2010 and 2023. The group with the largest share of people of color in 2023 is two or more races, representing 15% and 11% of Wilsonville’s and the Portland region’s total populations, respectively.

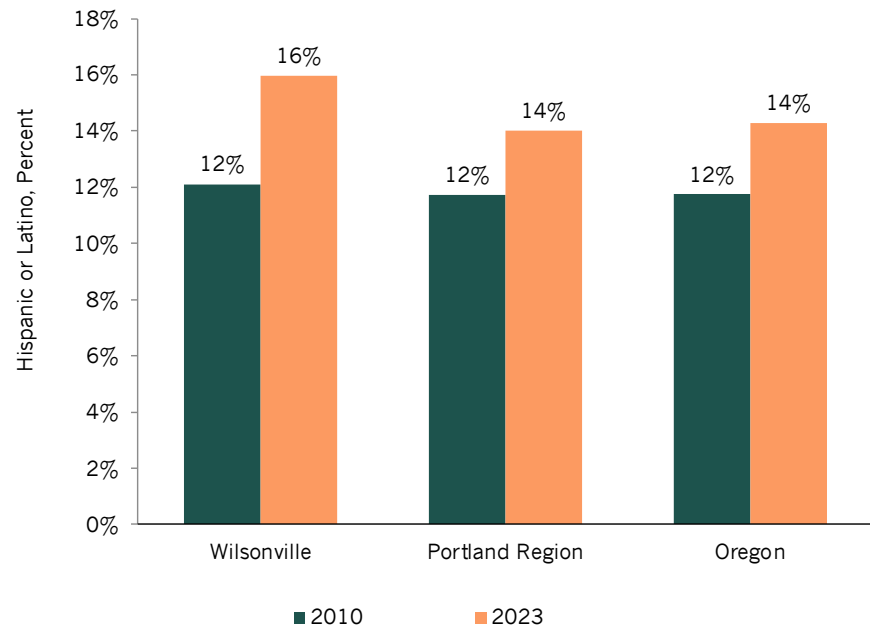
¹¹¹ Lehner, Josh. “Oregon’s Growing Hispanic and Latino Population.” Oregon Office of Economic Analysis, 21 June 2023. <https://oregoneconomicanalysis.com/2023/06/21/oregons-growing-hispanic-and-latino-population/>



The share of Wilsonville residents that identified as Hispanic/Latino increased between 2010 and 2023 from 12% to 16%.

Wilsonville's growth in residents with Hispanic or Latino ethnicity outpaced the Portland region and Oregon.

Exhibit 47. Hispanic or Latino Population as a Percentage of the Total Population, Wilsonville, Portland Region, and Oregon, 2010, 2019–2023

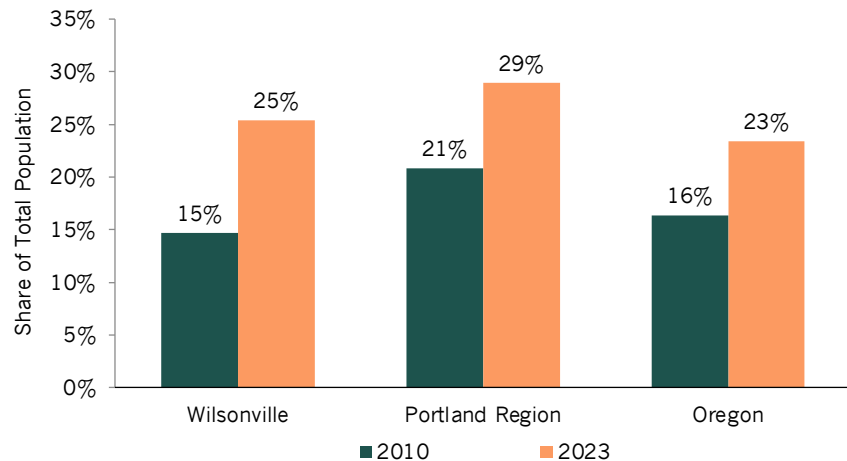


Source: U.S. Census Bureau, 2010 Decennial Census, Table P0008; 2019–2023 American Community Survey, 5-Year Estimates, Table B03002.

The share of people of color in Wilsonville increased between 2010 and 2023 from 15% to 25%.

Although Wilsonville's racial diversity increased at the fastest rate, it remains slightly less racially diverse than the Portland region.

Exhibit 48. Population of People of Color as a Percentage of the Total Population, Wilsonville, Portland Region, and Oregon, 2010, 2019–2023



Source: U.S. Census Bureau, 2010 Decennial Census Table P8; 2019–2023 American Community Survey, 5-Year Estimates, Table B02001.



INCOME AND WAGES

Income and wage levels can influence where businesses choose to locate. Industries that depend on lower-wage labor may be less likely to locate in areas with higher wages. In 2023, Wilsonville's median household income was \$87,371—lower than Clackamas County's median but higher than the state median.

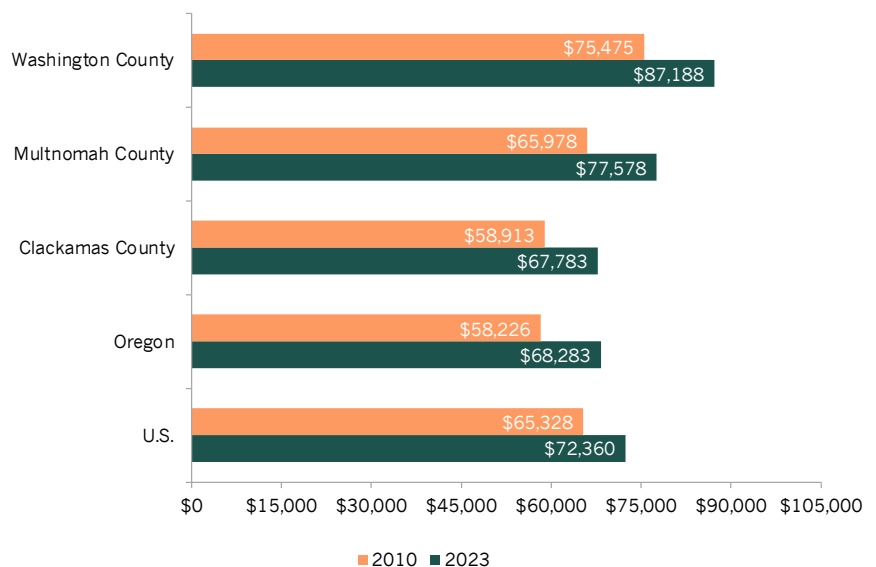
Average wages at businesses in Washington and Multnomah counties exceeded the Oregon average of \$68,283, while Clackamas County's average wage was roughly in line with the state average.

From 2010 to 2023, average annual wages in Oregon and the Portland region grew faster than the national rate.

Oregon's wages rose by 17%, outpacing the 11% growth nationally. Still, Oregon's average wage in 2023 was \$68,283, which remained below the U.S. average of \$72,360.

Within the Portland region, average wages ranged from \$67,783 in Clackamas County to \$87,188 in Washington County.

Exhibit 49. Average Annual Wage, Covered Employment, Portland Region, Oregon, and U.S., 2010 to 2023, Inflation-Adjusted 2023 Dollars



Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages; State of Oregon Employment Department, Employment and Wages by Industry (QCEW).

The median household income in Wilsonville was lower than Clackamas County but higher than the state.

Exhibit 50. Median Household Income (MHI),¹¹² 2019–2023

\$87,371	\$100,360	\$80,426
Wilsonville	Clackamas County	Oregon

Source: U.S. Census Bureau, American Community Survey 2019–2023 5-Year Estimates, Table B19013.

¹¹² The Census calculated household income based on the income of all individuals 15 years old and over in the household, whether they were related or not.



Wilsonville's median family income was similar to Clackamas County and higher than the state overall.

Exhibit 51. Median Family Income,¹¹³ 2019–2023

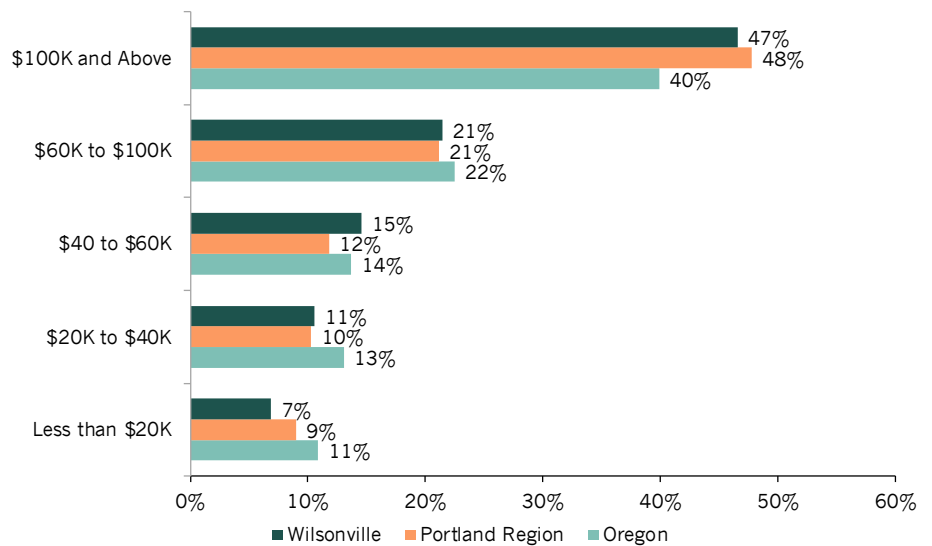
\$115,941	\$119,052	\$98,832
Wilsonville	Clackamas County	Oregon

Source: U.S. Census Bureau, American Community Survey 2019–2023 5-Year Estimates, Table B19113.

Nearly half of Wilsonville households earned more than \$100,000 annually, consistent with Portland region trends.

About 18% of Wilsonville households earned less than \$40,000 annually.

Exhibit 52. Household Income by Income Group, Wilsonville, Portland Region, and Oregon, 2019–2023, Inflation-Adjusted 2023 Dollars



Source: U.S. Census Bureau, American Community Survey 2019–2023 5-Year Estimates, Table B19001.

¹¹³ The Census calculated family income based on the income of the head of household, as identified in the response to the Census forms, and income of all individuals 15 years old and over in the household who were related to the head of household by birth, marriage, or adoption.



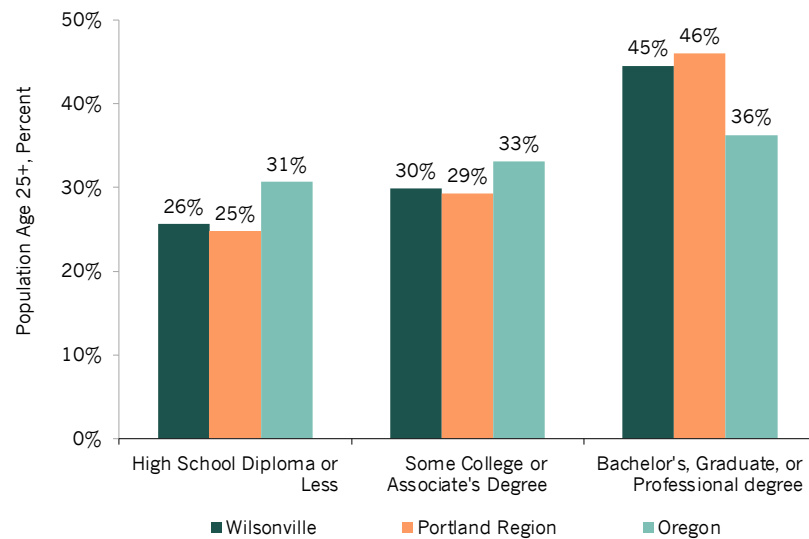
EDUCATIONAL ATTAINMENT

The educational level of a community's workforce is a crucial factor that influences the quality of labor available. Many businesses require access to employees with relevant education and training to meet their staffing needs. A community with a highly educated population is better positioned to attract and retain companies seeking skilled workers.

Wilsonville's educational attainment is higher than the state average and consistent with Portland region trends.

About 45% of Wilsonville residents hold a bachelor's, graduate, or professional degree, compared to 36% of Oregon residents statewide.

Exhibit 53. Educational Attainment for the Population 25 Years and Over, Wilsonville, Portland Region, and Oregon, 2019–2023



Source: U.S. Census Bureau, American Community Survey 2019–2023 5-Year Estimates, Table B15003.

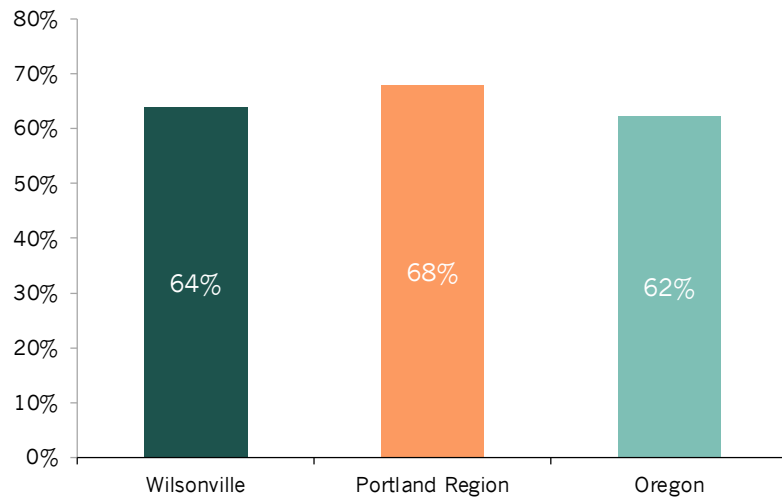


LABOR FORCE PARTICIPATION AND UNEMPLOYMENT

Labor force participation is a key factor in assessing workforce availability. The labor force includes adults aged 16 and older who are either employed or actively seeking work. It does not include children, retirees, students, or others not currently looking for work. According to the 2019–2023 American Community Survey, the labor force included 1,505,127 people in the Portland region and 21,997 people in Wilsonville.

Wilsonville has a slightly lower labor force participation rate (64%) relative to the Portland region (68%).

Exhibit 54. Labor Force Participation Rate, Wilsonville, Portland Region, and Oregon, 2019–2023

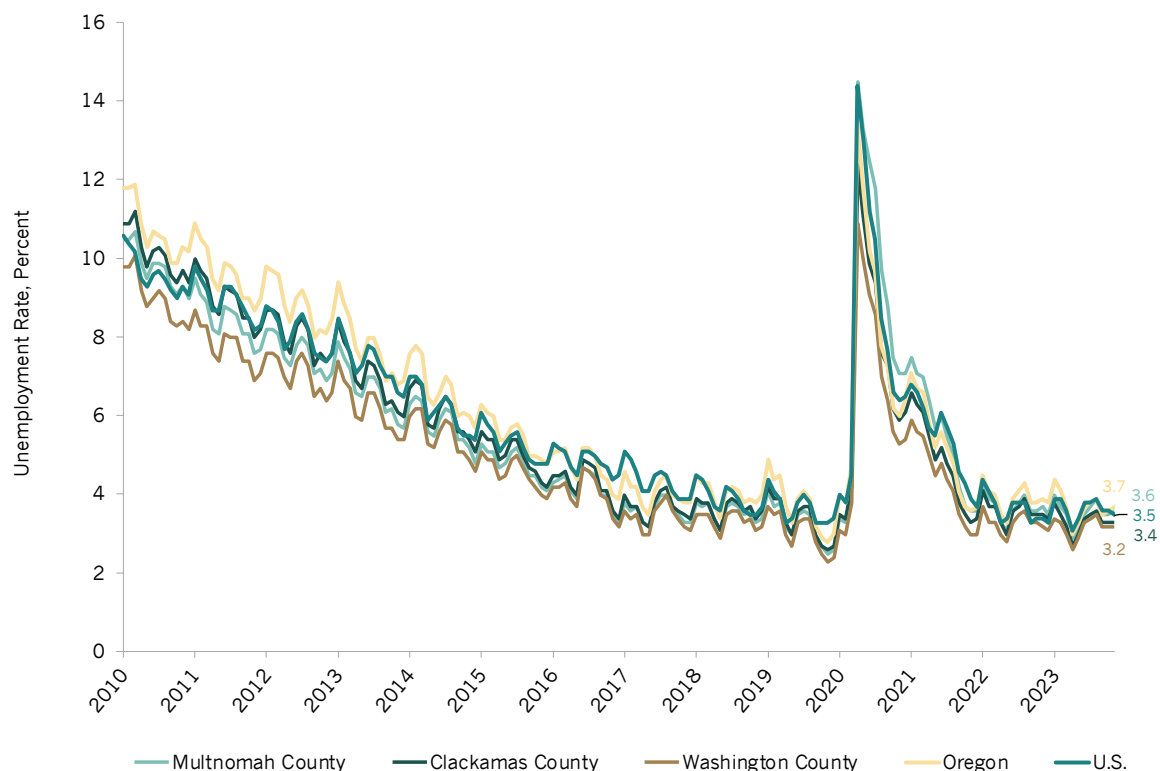


Source: U.S. Census Bureau, American Community Survey 2019–2023 5-Year Estimates, Table B23001.



In 2023, unemployment rates in the Portland region were similar to state and national averages, in **Exhibit 55**. Rates ranged from 3.2% in Washington County to 3.6% in Multnomah County, compared to 3.7% for Oregon and 3.6% nationally.

Exhibit 55. Unemployment Rate, Multnomah County, Washington County, Clackamas County, Oregon, and the U.S., 2000–2023



Source: Bureau of Labor Statistics, Local Area Unemployment Statistics, and Labor Force Statistics. Not seasonally adjusted.



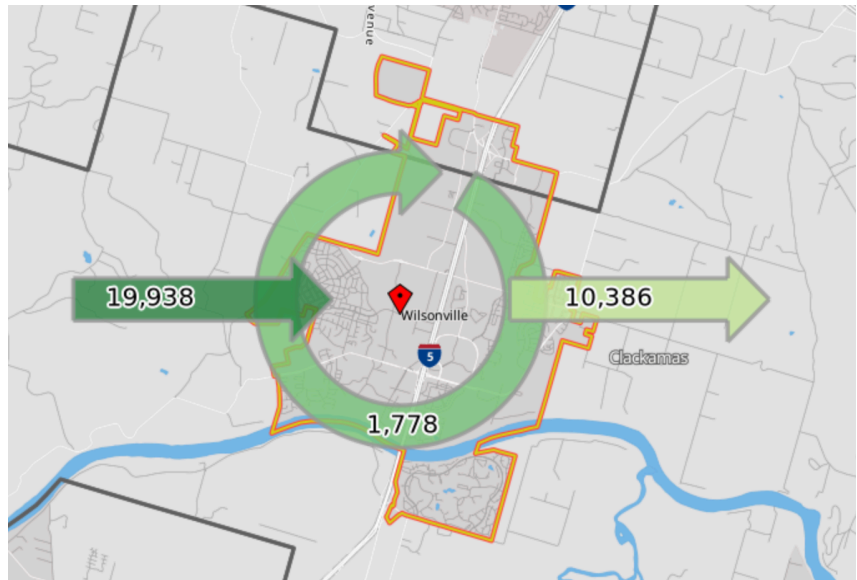
COMMUTING PATTERNS

Employers in Wilsonville benefit significantly from access to a labor pool that extends beyond City limits into neighboring areas of the Portland region, as well as Marion County. This access to a broader workforce through commuting allows businesses in Wilsonville to find suitable candidates for available positions, even if the local population alone may not provide enough qualified workers.

Wilsonville is part of an interconnected regional economy.

Nearly 20,000 people commuted into Wilsonville for work while just over 10,000 commuted out of Wilsonville for work. About 1,800 people both lived and worked in Wilsonville.

Exhibit 56. Commuting Flows, Wilsonville, 2022



Source: U.S. Census Bureau, Census On the Map.

Eight percent of all people who were employed at businesses in Wilsonville also lived in Wilsonville.

Ten percent of workers commute into Wilsonville from Portland and 5% commute from Salem.

Exhibit 57. Top Places Where Wilsonville Workers Lived, 2022



Source: U.S. Census Bureau, Census On the Map.



About 15% of residents who lived in Wilsonville also worked in Wilsonville.

Twenty-two percent of Wilsonville residents commuted to Portland for work.

Exhibit 58. Top Places Where Wilsonville Residents Were Employed, 2022

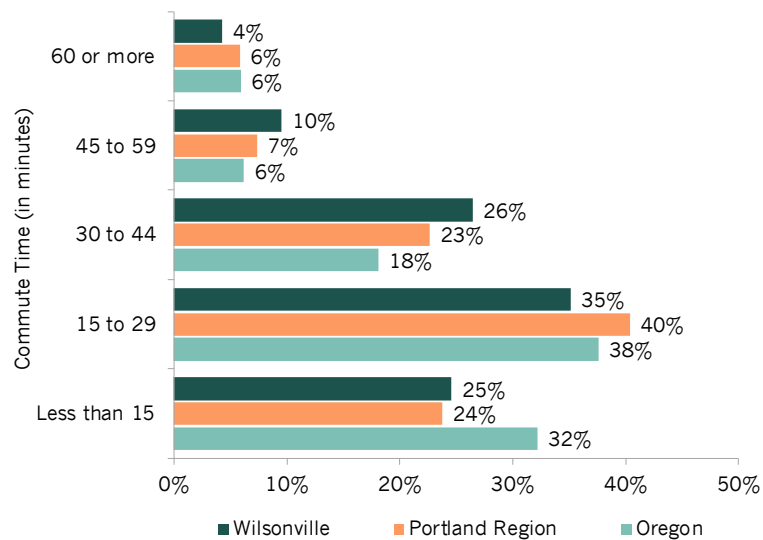


Source: U.S. Census Bureau, Census On the Map.

About 60% of Wilsonville residents had a commute time of less than 30 minutes.

About 26% of Wilsonville residents commute 30 to 44 minutes to work, with 14% commuting longer than 45 minutes. This distribution is similar to the broader Portland region.

Exhibit 59. Commute Time by Place of Residence, Wilsonville, Portland Region, and Oregon, 2019–2023



Source: U.S. Census Bureau, American Community Survey 2019–2023 5-Year Estimates, Table B08303.



Tourism in Clackamas County and the Portland Region

Tourism plays a crucial role in local economies by supporting businesses, creating jobs, and generating tax revenue. Dean Runyan Associates, a travel industry research firm, provides tourism data through Travel Oregon's TravelStats dashboard.¹¹⁴ According to the dashboard, the Clackamas County welcomed about 3.5 million overnight visitors in 2023, representing 28% of overnight travel to the Portland region. Visitors to Clackamas County contributed over \$551 million in direct travel spending in 2023, with the largest expenditures in food services, retail, and accommodations.

Direct travel spending in the Portland Region increased 21% from 2014 to 2023.

Clackamas County's tourism spending increased by 8% over the same period.

Exhibit 60. Direct Travel Spending (\$ millions), 2014 and 2023 (not inflation adjusted)

2014	\$4,417.9 Portland Region	\$551.6 Clackamas County
2023	\$5,365.9 Portland Region	\$597.6 Clackamas County

Source: Dean Runyan Associates, Oregon Travel Impacts, 2014-2023.

In 2023, the category that saw the highest level of visitor spending in Clackamas County was food services, which includes restaurants, cafés, and other establishments that provide prepared meals and beverages.

Exhibit 61. Largest Visitor Spending Categories (\$ millions), Clackamas County, 2023

\$174.6 Food Services	\$99.6 Retail Sales	\$92.5 Accommodations
---------------------------------	-------------------------------	---------------------------------

Source: Dean Runyan Associates, Oregon Travel Impacts, 2023

¹¹⁴ Travel Oregon. "Oregon Travel Impacts dashboard" Dean Runyan Associates. Retrieved March 27, 2024, from <https://www.travelstats.com/impacts/oregon>



The industry with the most employment generated by travel spending in the Clackamas County in 2023 was accommodations and food services.

Exhibit 62. Largest Industry Employment Generated by Travel Spending, Clackamas County, 2023

5,500 jobs	1,300 jobs	543 jobs
Accommodations & Food Services	Arts, Entertainment & Recreation	Retail

Source: Dean Runyan Associates, Oregon Travel Impacts. 2023



Appendix B. Buildable Lands Inventory Methodology

The Buildable Lands Inventory (BLI) identifies commercial and industrial lands that are available for development for employment uses within Wilsonville. This appendix presents methods and definitions used to develop the commercial and industrial buildable lands inventory for Wilsonville.

Methods and Definitions

The BLI for Wilsonville includes all land that allows commercial and industrial uses within the Wilsonville City limits and Wilsonville's portion of the Metro UGB.¹¹⁵ From a practical perspective, land was included in the BLI if it met all the following criteria:

1. It is inside the Wilsonville City limits and UGB area
 2. It is inside a tax lot (as defined by Metro), and
 3. Its current zoning/comprehensive plan designation allows employment uses.
- Note that tax lots do not generally include roads, railroad rights-of-ways, or water.*

The inventory then builds from the tax lot-level database to estimate buildable land by Comprehensive Plan designation.

Inventory Steps

The five steps in the BLI are:

1. Generate the study area "land base"
2. Classify lands by buildable area status
3. Identify constraints
4. Verify inventory results
5. Tabulate and map results

¹¹⁵ This area includes the Wilsonville portion of the Basalt Creek Planning Area in the northwest quadrant of the City.



Step 1: Generate Study Area “Land Base”

The commercial and industrial inventory used all tax lots within the Wilsonville City limits and UGB area with the appropriate types of comprehensive plan designations that fall under those land use categories:

- ◆ Commercial (C)
- ◆ Industrial (I)
- ◆ Town Center (TC)
- ◆ Public (P)
- ◆ Undesignated

Figure 4 (on page 15) shows a map of these designations used in the BLI.

Step 2: Classify Lands by Buildable Area Status

In this step, ECONorthwest classified each tax lot with an employment plan designation (based on the definitions in Table 5) into one of four mutually exclusive categories based on buildable area status:

- ◆ Vacant land
- ◆ Partially vacant land
- ◆ Public land
- ◆ Developed land

ECONorthwest identified buildable land and classified buildable area status using a rule-based methodology, which identifies that that is buildable (vacant and partially vacant land). The rules are described in Table 5. The buildable area status classifications of the BLI land base are visualized in map format below in Figure 5.



Exhibit 63. Rules for Buildable Area Status Classification

BUILDABLE AREA STATUS	DEFINITION	STATUTORY AUTHORITY
Vacant Land	Tax lots designated as vacant by Metro based on the following criteria: 1. Fully vacant based on Metro aerial photos 2. Tax lots with less than 2,000 square feet developed AND developed area is less than 10% of lot 3. Lots 95% or more vacant from GIS vacant land inventory.	OAR 660-009-0005(5); Oregon Metro BLI Methodology (2024) ¹¹⁶
Partially Vacant Land	A tax lot: 1) Between one and five acres occupied by a use that could still be further developed based on zoning; or 2) Equal to or larger than five acres where one half-acre or more is occupied by permanent buildings or improvements where excess land that could be further developed is present. This determination was based on a visual assessment and City staff verification.	No statutory definition
Public	Lands in public or semi-public ownership are considered unavailable for commercial or industrial development. This includes lands in Federal, State, County, or City ownership as well as lands owned by churches and other semi-public organizations and properties with conservation easements. These lands are identified using the Metro's definitions and categories.	No statutory definition
Developed Land	Lands not classified as vacant, partially vacant, or public/exempt are considered developed. Developed land includes lots with redevelopment capacity, which are also included in BLI.	OAR 660-009-0005(1)

¹¹⁶ <https://www.oregonmetro.gov/sites/default/files/2024/10/25/2024-UGR-Appendix-2-with-attachments.pdf>



Step 3: Identify Constraints

As shown in Table 6, the BLI included development constraints consistent with guidance in OAR 660-009-0005(2) and Metro's 2024 BLI methodology.

Exhibit 64. Constraints Included in BLI

DEVELOPMENT STATUS	STATUTORY AUTHORITY	THRESHOLD	SOURCE
Goal 5 Natural Resource Constraints			
Title 3 (Stream and Floodplain Protection Plan)	OAR 660-009-0005(2)	Lands within Metro-defined Title 3 areas	Metro
Title 13 (Habitat Conservation Areas)	OAR 660-009-0005(2)	Lands within Conservation Areas identified as "High" or "Very High"	Metro
Significant Resource Overlay Zone	OAR 660-009-0005(2)	Lands within the Wilsonville-defined Significant Resource Overlay Zone	City of Wilsonville
Pacific Habitat Services in Basalt Creek	OAR 660-009-0005(2)	Lands within riparian areas, upland tree groves, or wetlands, as identified by Pacific Habitat Services in the Basalt Creek area.	Pacific Habitat Resources
Natural Hazard Constraints			
FEMA Regulatory Floodway and 100-Year Floodplains	OAR 660-009-0005(2)	Lands within FEMA-defined regulatory floodway or 100-year floodplains	FEMA via National Flood Hazard Layer Interactive Viewer
Steep Slopes	OAR 660-009-0005(2)	Slopes greater than 15%	Oregon Department of Geology and Mining Industries

These areas were evaluated as prohibitive constraints (unbuildable). All constraints were merged into a single constraint file, which was then used to identify the area of each tax lot that is constrained. These areas were deducted from lands identified as vacant or partially vacant. Figure 6 (page 17) shows a map of the individual constraints.



Step 4: Verify Inventory Results

ECONorthwest used a multistep verification process. The first verification step involved a “visual assessment” of land classifications using GIS and recent aerial photos. The visual assessment involves reviewing classifications overlaid on recent aerial photographs to verify uses on the ground. ECONorthwest reviewed all tax lots included in the inventory using the visual assessment methodology. The second round of verification involved City staff verifying the visual assessment output. ECONorthwest amended the BLI based on City staff review and a discussion of staff’s comments. The final verification included review by stakeholders, including by members of the Technical Advisory Committee.

Step 5: Tabulate and Map Results

The results of the commercial and industrial BLI are presented in tabular form and maps in the remainder of this Appendix. These maps separately show the existing Comprehensive Plan designations, individual constraints used, the land base by buildable area status with aggregated constraints represented, and unconstrained vacant and partially vacant lands by Comprehensive Plan designation.

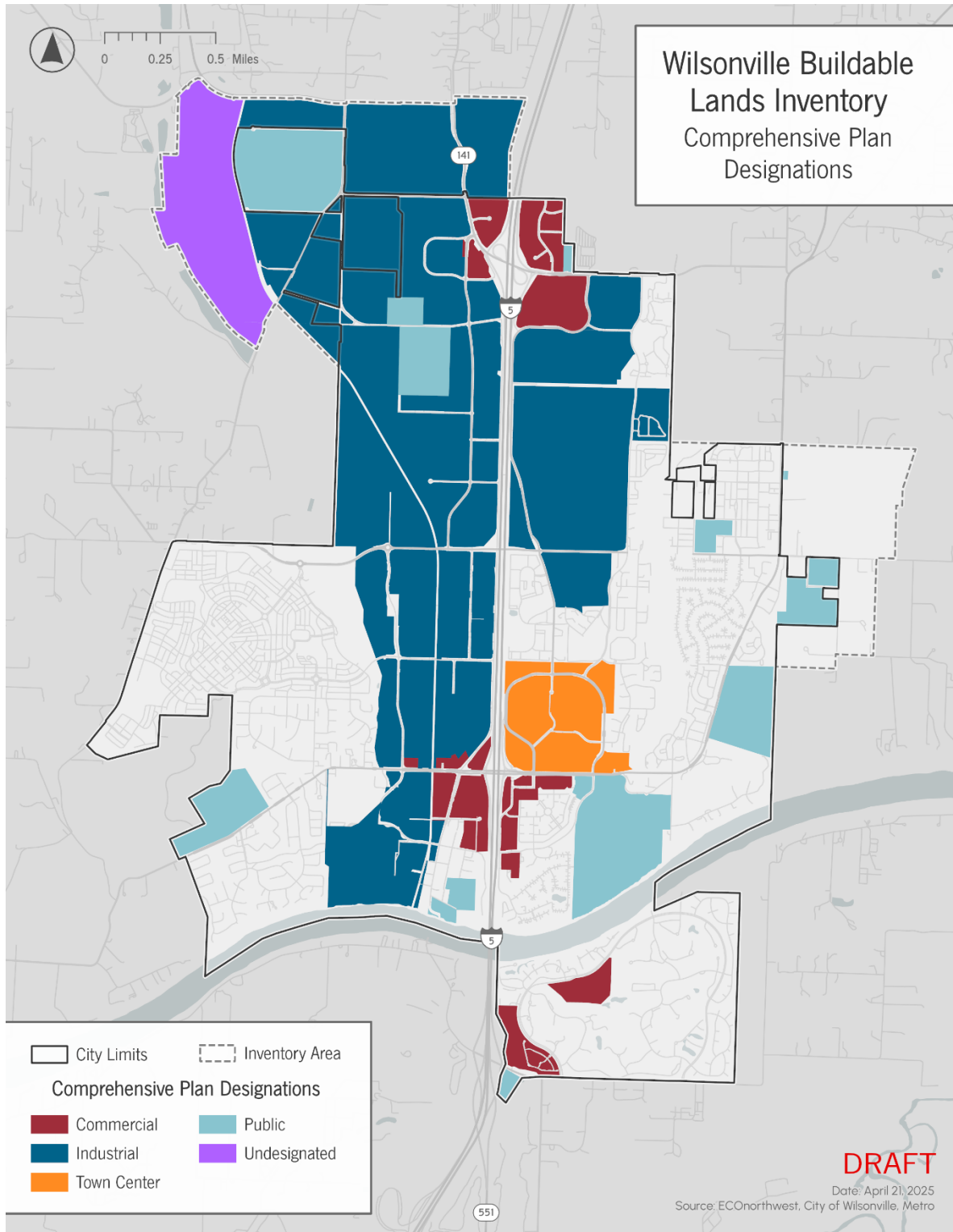
Exhibit 65. Buildable Acres in Vacant/Partially Vacant Tax Lots by Wilsonville Comprehensive Plan Designation, Wilsonville City limits and UGB area, 2025

Plan Designation	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
Commercial	4	4	0.3
Industrial	308	178	130
Town Center	9	9	-
Undesignated	45	1	44
Total	366	191	175

Source: ECONorthwest analysis, City of Wilsonville, Metro



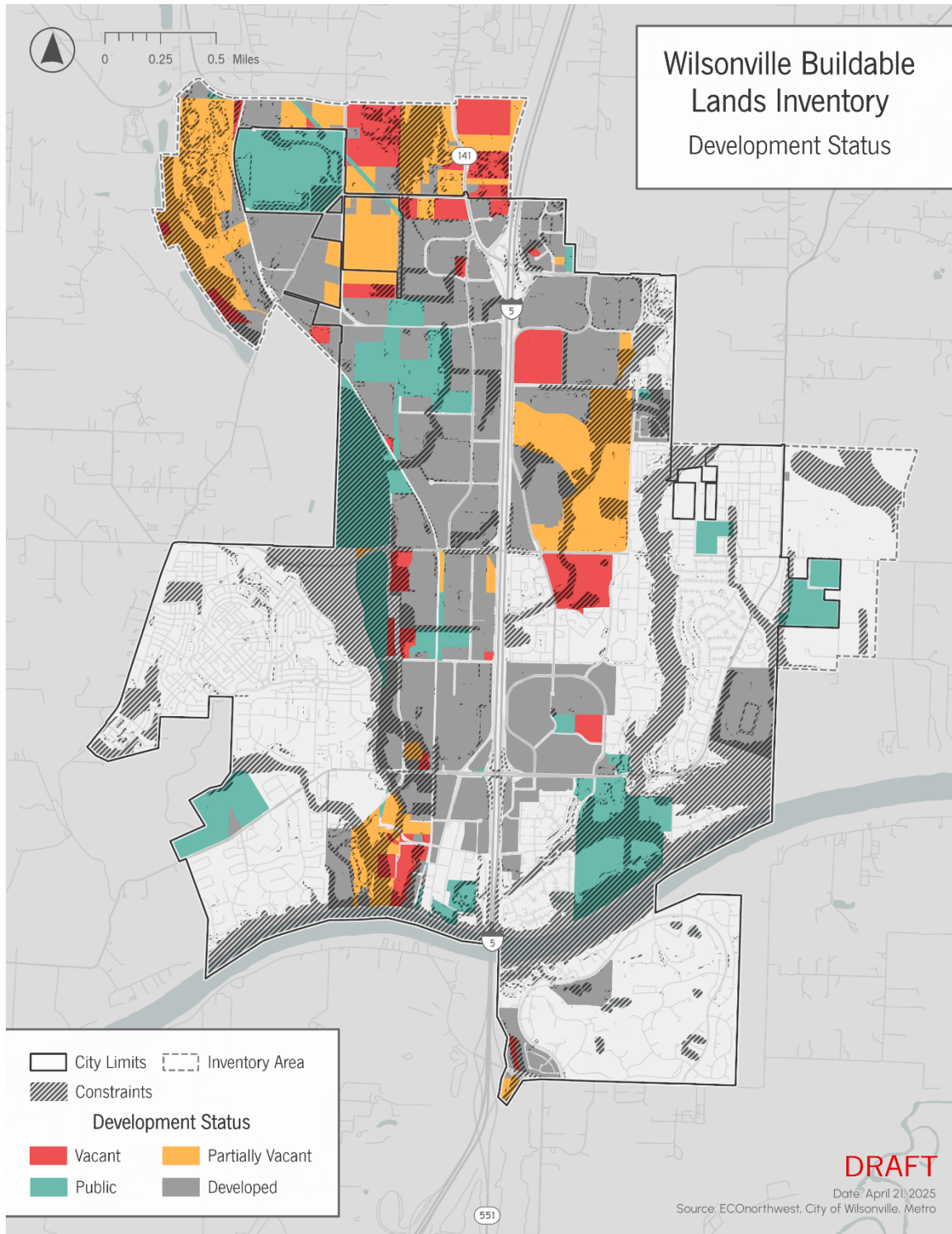
Exhibit 66. Comprehensive Plan Designations Included in the Employment Land Base, Wilsonville City limits and UGB area, 2025



Source: EConorthwest analysis, City of Wilsonville, Metro



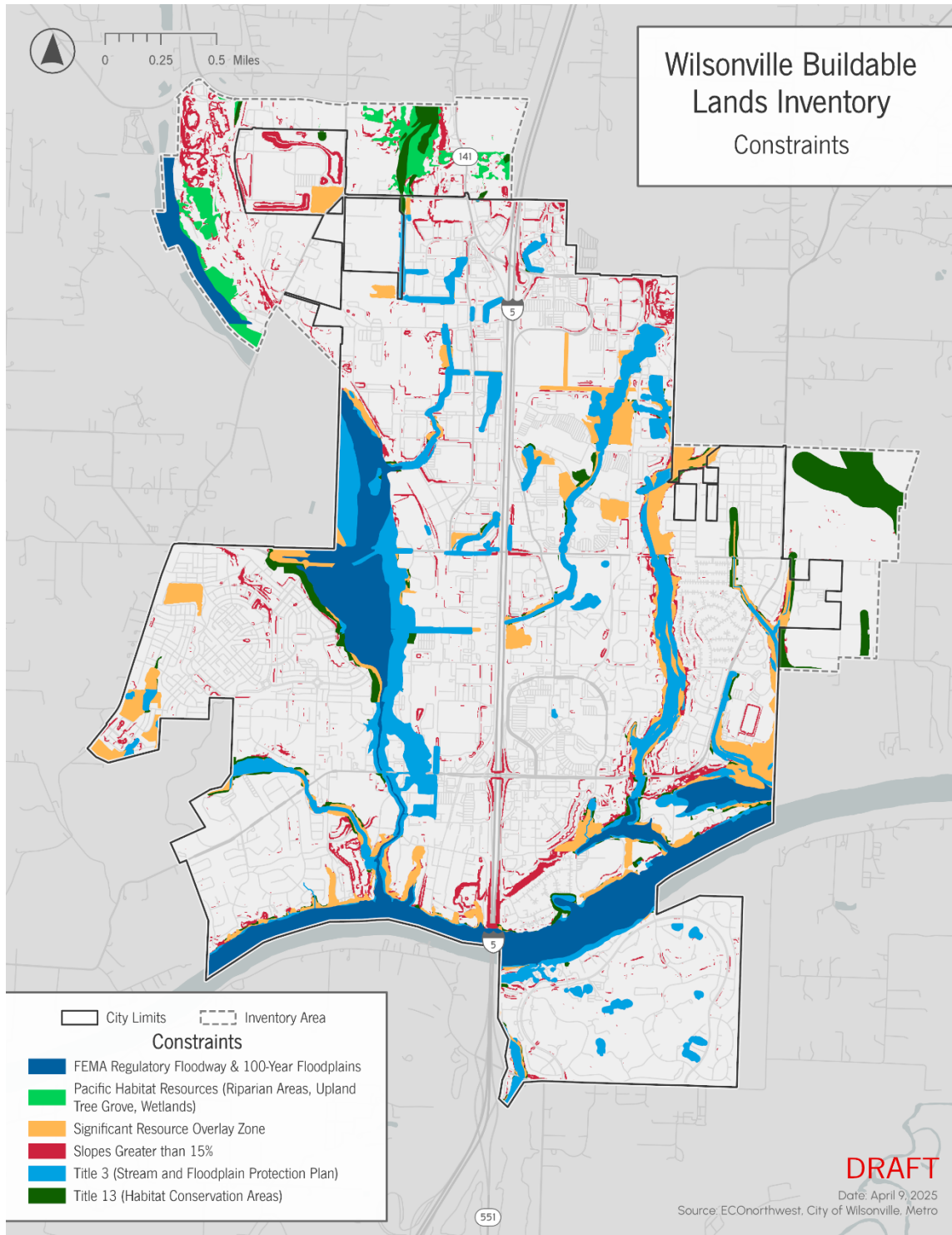
Exhibit 67. Buildable Area Status with Constraints, Wilsonville City limits and UGB area, 2025



Source: EConorthwest analysis, City of Wilsonville, Metro



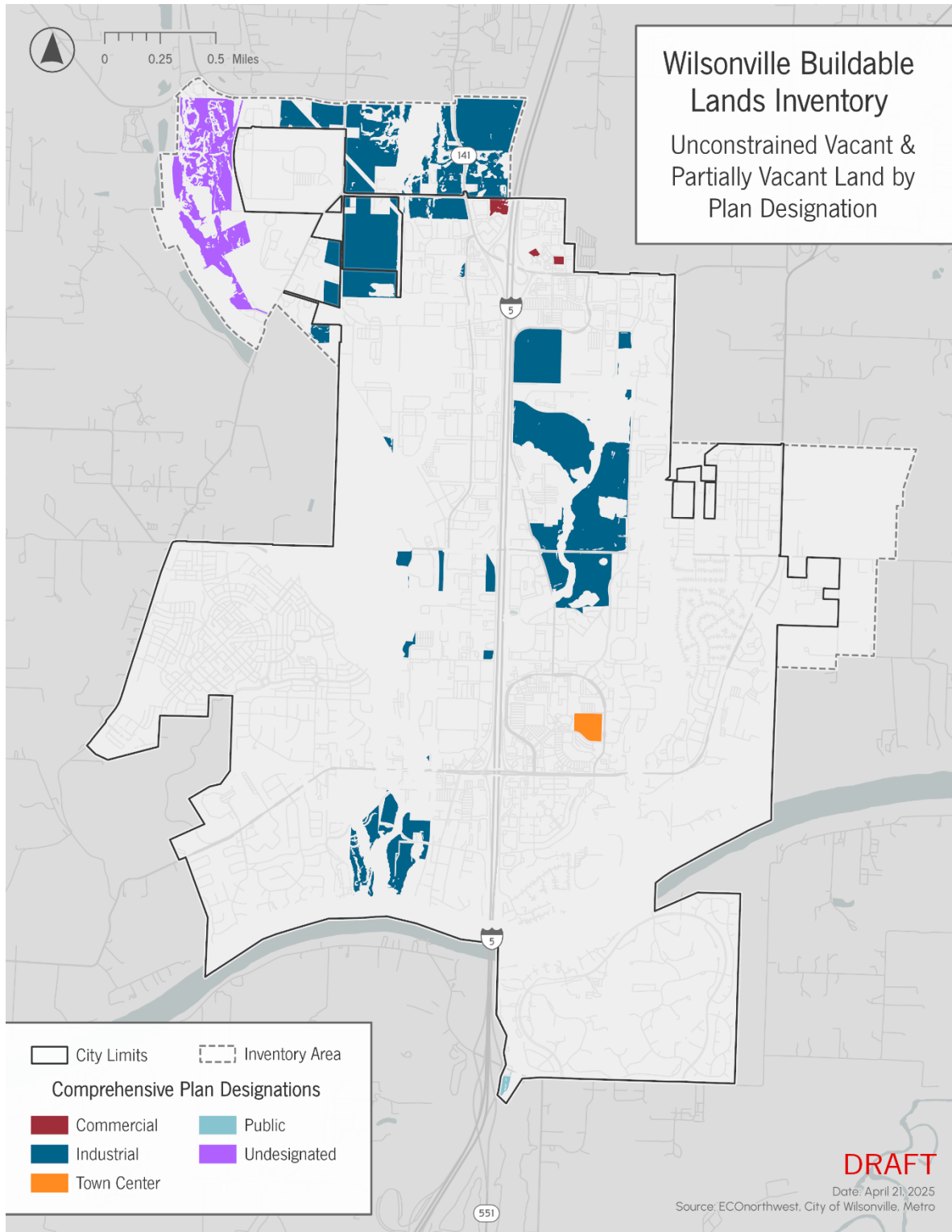
Exhibit 68. Development Constraints, Wilsonville City limits and UGB area, 2025



Source: EConorthwest analysis, City of Wilsonville, Metro, Pacific Habitat Services, USGS



Exhibit 69. Buildable Employment Land by Comprehensive Plan Designation, Wilsonville City limits and UGB area, 2025



Source: EConorthwest analysis, City of Wilsonville, Metro





DATE: November 17, 2025
TO: City of Wilsonville
FROM: ECONorthwest: Nicole Underwood and Beth Goodman
SUBJECT: Wilsonville Economic Development Strategy - **DRAFT**

The City of Wilsonville is a leading employment center in the southern Portland metro area. Its location along I-5 and concentration of advanced manufacturing, wholesale trade, and construction industries distinguish it from other communities in the region. Employers located in Wilsonville benefit from access to a large, skilled labor force that extends north into the Portland area and south into Oregon's Mid-Valley.

Looking ahead, Wilsonville faces key decisions about how to sustain economic growth and strengthen its role as a regional employment hub. Industrial development in Coffee Creek and Basalt Creek is constrained by small parcels, fragmented land ownership, existing contractor establishments, and limited urban-level infrastructure. At the same time, limited vacant commercial land means most new commercial growth will rely on redevelopment and reuse of existing buildings, particularly in Town Center and within established areas where large vacant buildings present both challenges and opportunities.

These same conditions affect small businesses across the city. Rising rents and limited access to financial and technical resources make it difficult for some to remain competitive and for others to expand. Many are unaware of existing programs or find it challenging to navigate state and regional systems to access them. Across industries, mismatches between available workforce skills and employer needs also remain a persistent concern for businesses of all sizes.

This **Economic Development Strategy (EDS or Strategy)** provides a 10-year roadmap for maintaining and expanding Wilsonville's economic base. It builds on the findings of the 2025 Wilsonville Industrial Land Readiness (WILR) project, including work focused on industrial site readiness in Basalt Creek, and the 2025 Economic Opportunities Analysis (EOA), which assessed land capacity, employment trends, and industry strengths. The Strategy also reflects input from local businesses, property owners, developers, and regional economic development partners, and aligns with other key initiatives such as the Town Center Plan and Tourism Development Strategy to create a coordinated framework for advancing the City's economic goals.



Desired Outcomes

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

- ◆ **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.

Achieving these outcomes will require coordinated and sustained effort as well as public and private investments. The EDS focuses on implementation, defining actions the City can lead, coordinate, or support in partnership with the private sector and regional stakeholders. Some actions can be advanced with existing capacity, while others will depend on additional staff resources or funding and represent key decision points for the City. The Strategy balances near-term initiatives that deliver visible progress with long-term investments that ensure Wilsonville's continued economic success while maintaining its high quality of life and community character.

Framework for Action

The Framework for Action translates Wilsonville's desired economic outcomes into a clear plan for implementation. It defines who will lead the work, what actions the City will take and why, and when those actions will occur.

Implementation Leadership and Partnerships

Implementation of the EDS will be led by the City of Wilsonville's Economic Development and Planning departments, with support from Engineering, Parks, and other City departments as needed. Close coordination among departments will be essential to align land use, infrastructure, and economic development priorities.

Success will also depend on collaboration with external partners that bring technical expertise, funding, and regional connections. Key partners include:



- ◆ **Business Oregon:** Provides state programs and resources that support infrastructure investment, industrial site development, and business investment and recruitment.
- ◆ **Greater Portland Inc. (GPI):** Supports business recruitment, foreign direct investment (FDI), marketing, and traded-sector growth in the region.
- ◆ **Metro and Washington County:** Coordination of infrastructure, transportation, and land-use planning.
- ◆ **Wilsonville Chamber of Commerce:** Provides local business support, networking, and convening to strengthen the business community.
- ◆ **Educational and workforce partners** (Clackamas Community College, Oregon Tech, Oregon Manufacturing Extension Partnership, Clackamas Workforce Partnership, Worksystems): Offer workforce training, industry engagement, and alignment of education programs with employer needs.

Note: These partners represent core collaborators but not the full list of organizations that may support implementation.

Strategic Focus Areas and Actions

The Strategy focuses on six key focus areas that most influence Wilsonville’s ability to achieve its desired economic outcomes. Each represents a point of leverage where the City can make measurable progress through investment, policy, and partnership.

Each focus area below includes a description of the issue, followed by the specific actions identified to address it. Collectively, these actions provide a framework for the City to manage growth, strengthen its business environment, and promote long-term economic resilience.

Note: Several actions are also drawn from the Town Center Plan (TCP) and Tourism Development Strategy (TDS). These existing plans include initiatives that directly advance the outcomes and focus areas identified through the EOA and engagement process. Incorporating them here ensures consistency across adopted plans and avoids duplicating existing work. When an action originates in the TCP or TDS, it is noted for reference.

Focus Area 1: Much of Wilsonville’s undeveloped industrial land is not development ready

Wilsonville has more than 350 acres of vacant industrial land across the city. However, much of this land is not development ready, with the greatest readiness challenges concentrated in Coffee Creek and Basalt Creek. Many of the sites in these areas are unavailable for development of higher-intensity industrial uses because of infrastructure gaps (e.g., lack of sufficient sewer and water capacity), small parcel sizes and fragmented ownership, and existing low-intensity uses that hinder private investment.



ACTIONS

1.1 Launch a land aggregation and resale program in Coffee Creek

The City will acquire parcels from willing sellers using Urban Renewal funds, consolidate sites into marketable configurations, and resell them through an RFP process to industrial developers or owner/users. Land may be sold at below-acquisition prices (Fair Reuse Value, as defined by ORS 457), with reimbursement of the price gap through the Business Oregon Regionally Significant Industrial Site (RSIS) program once job thresholds are met.¹ This directly addresses land fragmentation, creating larger, development-ready industrial parcels.

City role: Use Urban Renewal tools and Business Oregon's RSIS program to finance acquisitions, consolidate parcels, and manage resale through an RFP process.

1.2 Conduct a feasibility study for a Basalt Creek Urban Renewal Area (URA)

Evaluate whether expanding the Coffee Creek URA to include Basalt Creek, or creating a new URA for Basalt Creek, could generate sufficient funding to support infrastructure and site readiness. The study would assess the potential to finance roads, utilities, and other urban services needed to make Basalt Creek sites developable, as well as opportunities for land aggregation. This action directly addresses the lack of infrastructure and fragmented sites that currently limit development in Basalt Creek.

City role: Lead the feasibility study, engage with affected taxing districts, and prepare Council for a decision on whether to expand the Coffee Creek URA or establish a new URA.

1.3 Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation

Work proactively with Washington County to review development applications in the Basalt Creek area and advocate for uses that align with the Basalt Creek Concept Plan (BCCP) vision. Although Washington County maintains permitting authority until annexation, the City should continue to seek close coordination with County staff and property owners to encourage land use decisions and development outcomes that support the BCCP and the City's long-term industrial goals.

As an alternative approach, the City could work with Washington County to update the Urban Planning Area Agreement (UPAA) to transfer planning authority for Basalt Creek to the City. This would ensure consistency with Wilsonville's long-term vision, reduce the risk of continued low intensity uses, alleviate staffing burdens at the County level, and minimize future pressure to expand the urban growth boundary (UGB).

¹ The RSIS program, administered by Business Oregon, helps local governments prepare large industrial sites for traded-sector employers. The program reimburses eligible site-readiness costs, such as land assembly, infrastructure, and environmental mitigation. Local governments fund the initial improvements and receive reimbursement after the site meets job and wage thresholds based on new employment created.



Once properties are annexed, the City will assume compliance and enforcement responsibilities to ensure that all uses meet City Development Code standards and reinforce the intended industrial character of the area. The focus should be on clear communication and transition planning, giving property owners time to make necessary site or design improvements to come into compliance.

City Role: Review development applications in coordination with Washington County, communicate expectations for BCCP-consistent development, provide clear timelines for compliance following annexation, and enforce City Development Code standards once properties are within City limits.

1.4 Develop a coordinated set of financial and policy tools for overcoming infrastructure barriers

Develop a coordinated set of financial and policy tools to reduce the high infrastructure costs that limit industrial land development in Wilsonville. The package could include:

- ◆ ***New funding mechanisms.*** Explore options such as Local Improvement Districts (LIDs) or latecomer agreements.
- ◆ ***Promotion and/or refinements to the WIN program.*** Evaluate whether adjustments to the WIN structure, could better support site readiness in areas outside Coffee Creek.
- ◆ ***Public cost-sharing and site preparation support.*** Use development agreements to share infrastructure or site preparation costs on strategic sites. The RSIS program could reimburse qualifying investments in areas such as Coffee Creek, Basalt Creek, and select sites east of I-5.
- ◆ ***State and federal funding.*** Pursue grants and partnerships through Business Oregon, Metro, and federal infrastructure programs to reduce the local funding burden.
- ◆ ***Regional collaboration and advocacy.*** Strengthen partnerships with regional agencies and legislators to align Wilsonville's needs with broader regional industrial land readiness goals and increase visibility of local infrastructure challenges in state funding discussions.

City role: Evaluate and implement new funding tools and pursue state/federal grants to offset infrastructure costs; coordinate advocacy with regional partners.

1.5 Promote Wilsonville's industrial sites for development

Strengthen the City's efforts to promote available industrial sites and highlight the supports Wilsonville can offer, such as the WIN program, to traded-sector employers, brokers, and developers through targeted outreach and regional partnerships. City staff already share a newsletter with the developer and site selection community, but it is not on a consistent schedule. This action will make a more targeted effort to be proactive in marketing Wilsonville's sites and available incentives.



City role: Lead site marketing through direct communication and outreach, maintain up-to-date site information, and collaborate with GPI and Business Oregon to amplify visibility of Wilsonville's sites.

Focus Area 2: Limited City funds to support economic development outside of Coffee Creek Urban Renewal Area

Wilsonville's capacity to support infrastructure, redevelopment, and business investment is constrained by a limited set of local funding tools. The Coffee Creek Urban Renewal Area (URA) provides dedicated resources for site improvements and infrastructure, but other priority areas, including Basalt Creek and Town Center, do not have comparable funding sources. This gap limits the City's ability to provide infrastructure to support the development and/or redevelopment of priority sites, attract employers, and act on other City priorities.

ACTIONS

2.1 Explore a dedicated funding source to support commercial and mixed-use redevelopment *(Refer to Town Center Plan & Tourism Development Strategy)*

Explore options for a dedicated funding source to support commercial and mixed-use redevelopment, particularly in Town Center and along key corridors. Potential tools include a new Urban Renewal Area in Town Center or Business Improvement District (BID). These tools would provide sustained resources for infrastructure, amenities, and redevelopment projects that strengthen Town Center as a hub for retail, dining, and tourism.

City role: Lead policy design, stakeholder outreach, and administration.

1.2. Conduct a feasibility study for a Basalt Creek URA (See Focus Area 1)

1.4. Develop a coordinated set of financial and policy tools for overcoming infrastructure barriers (See Focus Area 1)

Focus Area 3: Vacant commercial land is limited

Wilsonville has a limited supply of vacant commercial land to accommodate future growth. The EOA highlighted that redevelopment and policy changes, such as allowing certain commercial uses in select industrial areas, will be essential to meeting future commercial needs. Town Center represents Wilsonville's primary opportunity for new commercial and mixed-use growth. Several large vacant commercial buildings, including the former Albertsons, Rite Aid, Regal Cinema, and Fry's Electronics, also offer near-term opportunities for reuse.



ACTIONS

3.1 Consider expansion of allowable non-retail commercial uses in select industrial areas

The Wilsonville Development Code could be updated to allow a broader range of non-retail commercial uses in select industrial areas. These may include uses such as commercial recreation (e.g., gyms, climbing facilities, or entertainment venues) and offices or coworking spaces that are not directly tied to an industrial operation but are compatible with industrial activity. This action will identify suitable industrial areas across the city for such uses while preserving capacity for target traded-sector industries

City Role: Lead Development Code amendment process

3.2 Coordinate with other City departments to deliver on Town Center and tourism priorities (Refer to Town Center Plan & Tourism Development Strategy)

Work across departments to ensure Economic Development helps advance key actions from the Town Center Plan and Tourism Development Strategy. This includes supporting parking management, shared parking strategies, placemaking, and streetscape or public space improvements that make redevelopment more attractive and feasible.

City role: Coordinate across departments to align Economic Development, Planning, Parks, and Engineering with Town Center and tourism strategies.

3.3 Catalyze redevelopment of key sites in Town Center (Refer to Town Center Plan)

Partner on select priority sites where City support could spark reinvestment and create new commercial space on underutilized land. The City could collaborate with property owners and potential developers to facilitate site readiness, assist with predevelopment analysis, and coordinate infrastructure or amenity improvements needed to attract investment. If a Town Center URA is adopted, URA-funded acquisition and disposition, SDC transfer programs, or predevelopment grants (e.g., feasibility studies, site development analysis) could be used to help catalyze projects.

City Role: Facilitate partnerships with property owners and developers, provide technical and policy support for site redevelopment, and coordinate needed infrastructure and public improvements. Offer regulatory or financial incentives, marketing support, or infrastructure cost-sharing; recruit development partners.

Focus Area 4: Lack of unique retail and dining experiences

Wilsonville has few distinctive, locally owned shops and restaurants that help create a strong sense of place and attract workers and visitors. Most retail centers are anchored by national chains, and smaller experience-oriented businesses face barriers such as high rents, limited appropriately sized spaces, and costly tenant improvements. These challenges make it difficult for locally owned restaurants, shops, and personal service businesses to establish



and grow. Expanding opportunities for locally owned and experience-driven businesses, particularly in Town Center, would strengthen Wilsonville's identity and support local entrepreneurs. This work also offers an opportunity to broaden access for business owners from all backgrounds, including those from historically underrepresented communities, by reducing barriers to entry and increasing access to space, visibility, and customers.

ACTIONS

4.1 Incentivize local dining and retail in Town Center *(Refer to Town Center Plan & Tourism Development Strategy)*

Encourage more local and experience-oriented dining and retail businesses to locate in Town Center by developing a mix of incentive tools. Incentives may include grants, reduced fees, or tenant improvement assistance designed to attract small, locally owned businesses that contribute to Town Center's identity as a vibrant community destination. These incentives are intended to support businesses and entrepreneurs both in and outside of Wilsonville who are seeking to establish or expand in Town Center.

City role: Design and administer incentive programs, coordinate funding, and monitor outcomes.

4.2 Explore the creation of a food cart incubation program in Town Center *(Refer to Town Center Plan & Tourism Development Strategy)*

Support small-scale entrepreneurs and bring energy to Town Center by incubating food cart businesses in Town Center, potentially mirroring the launch pod program in Tigard. This could provide affordable entry points for new businesses, test market demand, and attract customers to underused spaces. The program would be open to entrepreneurs both in and outside of Wilsonville who are looking for an accessible way to launch or test a concept.

City role: Identify sites, adjust regulations, and facilitate partnerships for food carts; provide permitting flexibility, seed funding, and promotion in collaboration with Parks and Economic Development.

Example in Tigard – City bought 3 food carts to use as business incubators.

4.3 Explore and/or partner on affordable commercial space models

Explore strategies and partnerships to increase the availability of affordable or below-market commercial space for small and locally owned businesses. Potential approaches include City master leasing, where the City leases ground-floor space from a property owner and subleases it to local businesses at below-market rates, or developer partnerships that reserve a portion of new projects for local tenants. The City could also explore shared incubator spaces or micro-suites that provide low-cost entry points for start-up businesses. These approaches can support small businesses and entrepreneurs both in and outside of Wilsonville who need accessible, affordable space to start or grow.



City role: Lead evaluation of options to support affordable commercial space; identify pilot sites and engage property owners.

4.4 Recruit unique restaurants and shops to Town Center *(Refer to Town Center Plan & Tourism Development Strategy)*

Actively recruit distinctive dining and retail tenants to strengthen Town Center as a destination. Recruitment could be paired with catalytic redevelopment efforts (Action 3.1) to ensure new businesses locate in highly visible, high-impact sites. Recruitment efforts could include outreach to both existing Wilsonville businesses that may want to expand and businesses from outside the city that offer concepts not currently available in Wilsonville. Recruitment should also aim to bring a diversity of business types that broaden the mix of experiences, cuisines, and services available in Town Center.

City role: Market available sites, partner with brokers and developers, and coordinate outreach to targeted tenants.

Focus Area 5: Businesses struggle to find qualified workers

Employers in Wilsonville face challenges finding and retaining workers with the skills needed for manufacturing and other key industries. During the EOA engagement process, employers and regional economic development partners also raised concerns about how artificial intelligence (AI) may affect local jobs and emphasized the importance of upskilling workers to meet evolving job requirements. These issues are particularly challenging for smaller employers that have limited resources to dedicate to in-house training. Stronger coordination between businesses, schools, and workforce partners is needed to align training programs with both current and emerging industry needs.

ACTIONS

5.1 Facilitate workforce connections and support partner initiatives

Take a more active role in shaping workforce initiatives by working with employers, education providers, and workforce development organizations to ensure Wilsonville's needs are represented in regional discussions and programs. This means not only connecting partners but also advocating for the types of training, partnerships, and resources that reflect local industry priorities. This role focuses on active participation and partnership with organizations such as the Chamber, Oregon Tech, OMEP, Clackamas Workforce Partnership, Worksystems, and Clackamas Community College.

This could include:

- ◆ Gathering employer feedback (through discussions, surveys, roundtables) and sharing insights with workforce and education partners.



- ◆ Convening employers and training providers together to discuss needs and align programs (e.g., sector partnerships, advisory groups)
- ◆ Elevating Wilsonville's workforce needs with state and regional agencies to strengthen alignment of funding programs with local demand.

City role: Facilitate communication between employers and workforce partners, maintain relationships with training providers, and provide support for partner-led initiatives; elevate Wilsonville's workforce needs with state and regional agencies.

Focus Area 6: Perceived limited support for small businesses

During the EOA engagement process, business owners and economic development partners identified several key challenges: difficulty accessing financing for small businesses, limited awareness of available business support resources, and a shortage of affordable space for startups and growing companies. Participants emphasized that developers and business owners value a proactive, service-oriented approach from the City that helps them navigate permitting and regulatory processes, connect with funding or technical assistance, and work collaboratively with staff to find solutions. This work is intended to support the needs of existing Wilsonville businesses as well as new businesses evaluating locations in the city. As part of this work, the City can use inclusive outreach strategies that ensure small businesses and entrepreneurs from a wide range of backgrounds are aware of available resources and able to access support.

ACTIONS

6.1 Strengthen business communication, customer service, and resource connections

Enhance the City's direct engagement with local businesses by expanding outreach, improving communication, and addressing barriers identified by businesses. By coordinating across departments and maintaining regular contact with both industrial and commercial businesses, the City can identify challenges early, connect businesses to assistance, and make City processes easier to navigate.

This may include:

- ◆ Increasing proactive outreach through business visits, roundtables, or surveys to better understand local challenges and share upcoming opportunities.
- ◆ Acting as a concierge for local businesses, connecting them with programs and partners that offer financing, technical support, or workforce training.
- ◆ Maintaining and promoting a central hub that consolidates City and partner resources in one accessible location.
- ◆ Tracking common issues raised by businesses and developers of commercial and industrial space and using that feedback to inform process or policy adjustments.



As the City refines its economic development priorities, the level of focus on each of these activities will depend on Council direction and available capacity.

City role: Proactively engage businesses, identify barriers early, provide clear permitting guidance, and connect businesses to resources.

6.2 Provide small business assistance for upgrades (industrial and commercial businesses)

Offer targeted support to help small businesses invest in improvements such as energy efficiency, technology adoption, interior or façade upgrades, and equipment modernization. These upgrades can be cost-prohibitive but are critical for business competitiveness and retention.

City Role: Design and administer assistance program.

Resource Needs

The resource needs to implement each action will depend on Council priorities and the desired level of effort. Maintaining current programs may be possible within existing capacity, while expanded outreach, new incentives, or redevelopment programs will require additional funding or staff support. Some actions, such as creating new funding tools or expanding urban renewal areas, are foundational steps that enable broader implementation. **Exhibit 1** summarizes the actions, organized by focus area, and indicates whether they can be advanced with existing staff and funding or will require additional resources.

Exhibit 1. Summary of Focus Areas, Supporting Actions, and Resource Needs

Focus Areas	Potential Actions		Existing or New Resources
Issue #1: Much of Wilsonville's undeveloped industrial land is not development ready	1.1	Launch a land aggregation and resale program in Coffee Creek using Urban Renewal and RSIS	Existing
	1.2	Conduct a feasibility study for a Basalt Creek URA	Existing
	1.3	Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation	Existing
	1.4	Develop a coordinated set of financial and policy tools for overcoming infrastructure barriers	Exploration with existing staff; <i>may</i> require establishing new funding source(s)
	1.5	Promote Wilsonville's industrial sites for development	Existing



Issue #2: Limited City funds to support economic development outside Coffee Creek Urban Renewal Area	2.1	Explore a dedicated funding source to support commercial and mixed-use redevelopment <i>(TCP/TDS)</i>	Exploration with existing staff
		Conduct a feasibility study for a Basalt Creek URA (see 1.2)	
		Create a package of incentives for overcoming infrastructure barriers (see 1.4)	
Issue #3: Vacant commercial land is limited	3.1	Consider expansion of allowable non-retail commercial uses in select industrial areas	Existing
	3.2	Coordinate with other City departments to deliver on Town Center and tourism priorities <i>(TCP/TDS)</i>	Some priorities will require new funding source(s)
	3.3	Catalyze redevelopment of key sites in Town Center <i>(TCP)</i>	Requires new funding source
Issue #4: Lack of unique retail and dining experiences	4.1	Incentivize local dining and retail in Town Center <i>(TCP/ TDS)</i>	New funding source needed <i>if</i> providing financial incentives
	4.2	Explore the creation of a food cart incubation program in Town Center <i>(TCP/ TDS)</i>	New funding source needed <i>if</i> providing seed funding
	4.3	Explore and/or partner on affordable commercial space models	New funding source needed <i>if</i> subsidizing commercial space
	4.4	Recruit unique restaurants and shops to Town Center <i>(TCP/ TDS)</i>	New funding source needed <i>if</i> providing financial incentives or placemaking investments
Issue #5: Businesses struggle to find qualified workers	5.1	Facilitate workforce connections and support partner initiatives	Existing
Issue #6: Perceived limited supports for small businesses	6.1	Strengthen business communication, customer service, and resource connections	Existing
	6.2	Provide small business assistance for upgrades (industrial and commercial businesses)	Requires new funding source

Sequencing of Actions

Implementation of the actions will advance in stages based on available resources, partnerships, and logical sequencing rather than fixed timelines. Some actions can begin immediately using existing capacity, while others depend on funding, feasibility studies, or enabling steps.

Dependencies between actions are a key feature of this strategy. For example:

- ◆ Developing a **dedicated funding source (2.1)** could enable future redevelopment incentives, retail activation, and small-business grants.
- ◆ Completing the **Basalt Creek URA study (1.2)** and launching the **land aggregation program (1.1)** lays the groundwork for infrastructure development and the marketing of industrial land.
- ◆ Launching **retail incentive** and **activation programs (4.1, 4.2, 4.3)** can start small with current tools and scale once funding is secured.
- ◆ **Business outreach (6.1)** and **Town Center coordination (3.2)** can proceed now and shape later investment decisions.

The City Council's direction on which actions to elevate (such as prioritizing industrial readiness or small-business support) will guide how staff allocate resources through work plans and budgets. **Exhibit 2** separates actions by near-term priorities, which can be initiated with existing resources, and longer-term priorities that depend on new funding or enabling actions.



Exhibit 2. Sequencing and Dependencies

Focus Area	Near-Term Priorities (Years 1 to 5)	Longer-Term Priorities (Years 6 to 10)
Focus Area 1: Much of Wilsonville's undeveloped industrial land is not development ready	1.1 Launch land aggregation and resale program in Coffee Creek 1.2 Conduct feasibility study for a Basalt Creek URA 1.3 Coordinate with Washington County on development application review in Basalt Creek and ensure compliance with City Development Code after property annexation 1.4 Evaluate and design a coordinated set of financial and policy tools for overcoming infrastructure barriers	1.4 Expand the financial tools for overcoming infrastructure barriers if new funding mechanisms are pursued 1.5 Promote Wilsonville's industrial sites for development once incentive package and funding tools are in place
Focus Area 2: Limited City funds to support economic development outside Coffee Creek Urban Renewal Area	2.1 Explore a dedicated funding source to support commercial and mixed-use redevelopment	—
Focus Area 3: Vacant commercial land is limited	3.1 Consider the expansion of allowable non-retail commercial uses in select industrial areas 3.2 Coordinate on Town Center and tourism priorities (ongoing)	3.3 Catalyze redevelopment of key Town Center sites once funding and partnerships are secured (such as through funding from 2.1)
Focus Area 4: Lack of unique retail and dining experiences	4.1 Pursue targeted incentives for local dining and retail in Town Center within existing resources 4.2 Explore creation of a food cart incubation program (may begin with low-cost site prep or partnerships) 4.3 Explore affordable commercial space models and partnerships	4.1 Expand incentives for local dining and retail in Town Center, supported by new funding source from 2.1 4.2 and 4.3 Implement full programs once additional funding or partnerships are in place 4.4 Recruit unique restaurants and shops, supported by new funding source from 2.1
Focus Area 5: Businesses struggle to find qualified workers	5.1 Facilitate workforce connections	—
Focus Area 6: Perceived limited supports for small businesses	6.1 Strengthen business communication, customer service, and resource connections	6.2 Provide small business assistance grants, enabled by new funding sources such as from 2.1 or 1.2





DATE: Wilsonville City Council
TO: November 17, 2025
FROM: Nicole Underwood and Beth Goodman, ECONorthwest
SUBJECT: Revisions to the Economic Development Strategy Based on Planning Commission Feedback

This memorandum summarizes key revisions made to the draft Economic Development Strategy (EDS) in response to Planning Commission (PC) feedback provided at the November 12, 2025, work session. The purpose of this memo is to outline how the draft EDS has been updated based on that direction and to identify items the Commission requested be elevated to City Council for further discussion.

Revisions to Economic Outcomes

- ◆ **PC Comment:** Residents should be listed first when discussing zoning and infrastructure.
 - **Original Language:** *“Zoning and infrastructure investments balance the needs of target industries and residents, supporting both economic growth and community livability.”*
 - **Revised Language:** *“Zoning and infrastructure investments balance the needs of residents and target industries, supporting both community livability and economic growth.”*
- ◆ **PC Comment:** Revise references to “major regional employers”; focus on the quality and impact of employers, not their size.
 - **Original Language:** *“Basalt and Coffee Creeks show considerable momentum, building out with high-quality, high-value development and are home to major regional employers.”*
 - **Revised Language:** *“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.”*

Revisions to Actions

- ◆ **PC Comment:** Consider adding an action in Focus Area 4 to support minority-owned or underrepresented entrepreneurs.
 - **ECO Response:** Rather than creating a standalone action, ECO will incorporate this concept into implementation guidance, particularly as it relates to outreach. ECO updated the language in Focus Areas 4 and 6 descriptions to



emphasize inclusive outreach and reducing barriers so businesses from all backgrounds are aware of and able to access opportunities.

- ◆ **PC Comment:** Clarify that Focus Area 4 actions support existing Wilsonville businesses, not only businesses from outside the City.
 - **ECO Response:** The Focus Area 4 description and related actions now explicitly state that programs and resources can support both existing Wilsonville businesses and businesses seeking to enter the market.

Comments for Discussion with City Council

The following items reflect Planning Commission feedback to be elevated for City Council discussion and direction.

- ◆ **PC Comment:** For Action 3.1, the Commission expressed concern about allowing additional commercial uses in industrial areas given the amount of underutilized commercial space in the city. They asked if limiting recreational commercial uses and placing greater emphasis on employment-oriented uses, such as office, might be more appropriate.
 - **ECO Response:** ECO clarified that Action 3.1 is intended to allow only non-retail commercial uses. ECO acknowledged the Commission's concern and agreed to elevate this issue for further discussion with City Council.
- ◆ **PC Comment:** The Commission suggested that the following be the top priorities for the EDS:
 - Advancing actions that help get land development ready.
 - Identifying dedicated funding sources needed for implementation.





CITY COUNCIL MEETING STAFF REPORT

Meeting Date: December 1, 2025		Subject: 2025 Solid Waste Rate Review & 2026 Rate Schedule	
		Staff Member: Amanda Guile-Hinman, City Attorney	
		Department: Legal	
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: NA			
Recommended Language for Motion: NA			
Project / Issue Relates To:			
☐ Council Goals/Priorities:	☐ Adopted Master Plan(s):	☒ Not Applicable	

ISSUE BEFORE COUNCIL:

Whether to apply a cost-of-service rate adjustment or a rate-spread adjustment for solid waste collection and disposal services provided by Republic Services in response to the extraordinary rate increase request from Republic Services.

EXECUTIVE SUMMARY:

Each year, pursuant to the Franchise Agreement between the City and Republic Services, adopted via [Ordinance No. 883](#), the City and Republic Services undertake a service rate review process to establish the service rates Republic Services charges to its Wilsonville customers for the next calendar year. The Franchise Agreement explains that the goal of the service rates is to achieve an Operating Margin for Republic Services between 8% and 12%, with the target Operating Margin of 10%. The City's consultant, Bell & Associates, estimates that Republic Services will have an Operating Margin of 5.9% for calendar year 2025. As a result of significantly increasing expenses, particularly disposal costs, labor costs, and the elimination of federal tax credits for alternative fuels, Republic Services requested an extraordinary rate increase pursuant to Article VIII, Section 3 of the Franchise Agreement.

At the [October 20, 2025 work session](#), Bell & Associates presented the projected operating margin, the impact of the standard consumer price index (CPI) increase, and additional considerations in light of the extraordinary rate increase request. As a result of the discussion and work session, City Council appeared to be aligned regarding the following conclusions:

1. The prescribed rate increase for Solid Waste Collection Rates pursuant to Article VIII, Section 2, subsection d of the Franchise Agreement, which has been calculated by Bell & Associates to be 3.3%, is inadequate to afford Republic Services with a target Operating Margin of 10%.
2. City Council desires to grant Republic Services' request for an Extraordinary Rate Increase (i.e., an increase in Service Rates of greater than 3.3%).
3. City Council is supportive of retaining some subsidization in service rates for residential customers with smaller carts (and conversely, a higher increase in service rates for customers with larger carts) to continue incentivizing the creation and disposal of less waste.

At the conclusion of the October 20 work session, City Council directed Bell & Associates to return with at least two proposed rate schedules for City Council to consider to achieve a 10% Operating Margin. The Supplemental Memorandum from Bell & Associates ("Supplemental Memo") is attached as Attachment A and outlines the two proposals, as further discussed below.

Supplemental Memo from Bell & Associates

In response to the feedback provided by City Council at the October 20 work session, Bell & Associates has provided the Supplemental Memo attached as Attachment A to this Staff Report. It outlines two different approaches for residential solid waste rate increases for City Council to consider.

Option 1 is a general cost of service model, as outlined in Table 6 of the Supplemental Memo. The cost of service model examines the collection and disposal costs across all residential rollcart sizes, and equitably applies the cost of service for each residential rollcart size.

Option 2 is a 30% rate spread between the 20-, 35-, and 65-gallon carts, outlined in Table 7 of the Supplemental Memo. The 35-gallon cart will be the base rate, receiving a rate increase of \$2.15. The 20-gallon cart will receive a rate increase of 30% less than the 35-gallon rate (70% of the base rate), and the 65-gallon rate will receive a rate increase of 30% more than the 35-gallon rate (130% of the base rate). This rate method would result in a greater subsidy for customers with 20-gallon carts, generally paid for by higher rates on customers with 65-gallon carts.

Residential Rate Recommendation

Both Bell & Associates and Republic Services recommend implementing Option 1 for a variety of reasons. First, the 20-gallon rate already has a subsidy built in over prior years' service rate reviews that prioritized lower rate increases for the 20-gallon rollcart, meaning smaller solid waste carts are already incentivized. If smaller carts continue to receive proportionally smaller increases in service rates, eventually the 35-gallon and 65-gallon carts will not be able to subsidize the lower costs for 20-gallon carts. Additionally, granting 20-gallon cart users an even larger subsidy may have the negative effect of incentivizing people to downsize to a 20-gallon cart while still producing the same amount of waste. This could lead to improper disposal of waste, with excess waste being placed in receptacles like recycling cans. Finally, even with the proposed increases in Option 1, Wilsonville's service rates will still remain the lowest in Clackamas County.

Option 1 is also the more equitable option, splitting costs more evenly across all customers based on their actual cost of service. It also does not contain the same risks as Option 2. Under Option 2, approximately 87% of customers are being assessed a higher fee to provide a price break for 13% of customers in the smaller cart. If a sizeable number of customers migrate to the 20-gallon cart, the profitability will decrease, in addition to the risk of improper waste disposal.

Approach to Rates in Recent Years

Based on questions asked by Council during the October 20 work session, the below chart illustrates the prior two years of rate increases for residential rollcart service. In both years, the 20-gallon rollcart either had a lower or no rate increase compared to the 35-gallon and 65-gallon rollcarts.

Service	2024 % rate increases Data taken from Resolution No. 3124.	2024 \$ rate increases	2025 % rate increases Data taken from Resolution No. 3162.	2025 \$ rate increases
Residential				
20 gallon	8.8%	\$1.88	0.0%	\$0.00
35 gallon	9.3%	\$2.61	2.9%	\$0.89
65 gallon	9.5%	\$1.45	2.9%	\$1.15
Charbonneau				
20 gallon	8.8%	\$1.64	0.0%	\$0.00
35 gallon	9.3%	\$2.05	2.9%	\$0.69
65 gallon	9.5%	\$2.92	2.9%	\$0.98
Condominium/ Multi-family				
20 gallon	8.81%	\$1.88	0.0%	\$0.00
35 gallon	9.33%	\$2.61	2.9%	\$0.89
65 gallon	9.5%	\$3.45	2.9%	\$1.15
Commercial				
1 yd. weekly			2.6%	\$3.02
2 yd. weekly	6.7%	\$12.37	2.6%	\$5.12
4 yd. weekly	7.4%	\$24.04	2.6%	\$9.03
6 yd. weekly	8.0%	\$35.74	2.6%	\$12.55
8 yd. weekly	8.0%	\$47.08	2.6%	\$16.52
Industrial (all container sizes and service levels)	5.0%		2.6%	

EXPECTED RESULTS:

Adoption of a new rate schedule will modify Solid Waste Collection Rates effective January 1, 2026.

TIMELINE:

- December 1, 2025: City Council holds work session to review proposed rate schedules.
- December 15, 2025: City Council adopts Resolution No. 3219, which would include the rate schedule selected by City Council. This rate increase would be effective as of January 1, 2026. Republic Services is required to provide prior notice to customers of any rate increases. Typically, Republic Services provides notice at least one month prior to the rate increase. Bell & Associates and Republic Services recommend implementing any rate increases effective January 1, 2026 because a delayed rate increase will require a larger increase for the remaining 11 months to make up for lost revenue from a rate increase for the month of January.

CURRENT YEAR BUDGET IMPACTS:

The Rate Report projects the City's Franchise Fee revenue to be \$441,097 for calendar year 2025. Raising Solid Waste Collection Rates for calendar year 2026 will have the effect of increasing the Franchise Fees paid to the City during that year.

COMMUNITY INVOLVEMENT PROCESS:

Staff has provided two work sessions on this item prior to City Council consideration of a new rate schedule. Republic Services is required to send out prior notice to all customers prior to any rate increase.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

An increase in service rates is necessary under the terms of the Franchise Agreement. Bell & Associates and Republic Services recommend an extraordinary rate increase to recalibrate Republic Services' Operating Margin to 10%. Wilsonville will still retain the lowest service rates in Clackamas County.

ALTERNATIVES:

Consider Option 2 (rate spread model) or implement a flat 3.30% rate increase pursuant to Article VIII of the Franchise Agreement, as described in greater detail in the Staff Report regarding 2025 Solid Waste Rate Review & 2026 Rate Schedule presented to City Council in connection with the October 20, 2025 work session on this subject.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

Attachment A: City of Wilsonville Solid Waste and Recycling Rate Supplemental Memo for City Council (from Bell & Associates)

City of Wilsonville Solid Waste and Recycling Rate Memo for City Council

The following memo addresses the direction from City Council regarding the development of an alternative rate schedule to provide Republic Services an operating margin of 10% on the estimated 2025 collection expenses.

Rate Objectives

1. Adjust rates to return a composite return of 10%
 - a. Set the rate of return to 10% for drop box / roll off compactor service.
 - b. Commercial container rates will not be changed as the estimated rate of return exceeds 12% - revenue generated over 10% will buy down cart service rates.
 - c. Utilize the excess income generated from commercial services to offset a portion of the collection costs for customers with a rollcart, which are primarily residential.
 - i. Provide two rate scenarios for residential customers with a 20-gallon roll cart.

Drop Box / Roll Off Compactor Service

The revenue shortfall for drop box/roll-off compactor service is \$104,500. This is the additional amount the hauling rates need to generate to return a 10% margin on hauling. The cost of disposal is not included in the service fee calculation, as it is a pass-through expense that varies with each haul. In addition, all waste and recycling delivered to WRI includes a margin embedded in the tipping fee charged by Republic Services.

Republic reported 5,910 drop box / compactor hauls in Wilsonville in 2024. Dividing the revenue shortfall by the hauls, the average increase is \$17.68 (\$104,500 / 5,910 hauls). Haul times vary between drop box and compactors. Compactor services require approximately 20 more minutes; therefore, the \$17.68 average cost per haul was adjusted to account for the time difference. The proposed increases are approximately \$16.00 for drop box service and approximately \$24 for roll off compactors. Table 1 details the cost and service calculations based on the average haul time for each service.

Table 1: Proposed Rate Increase for Drop Box / Roll Off Compactor Service

Service	Current Rate	Rate Increase	Proposed Rate 1	Percentage Increase
10-29 yard drop box	\$134.41	\$15.59	\$150.00	11.60%
30 yard drop box	\$150.82	\$16.18	\$167.00	10.73%
40 yard drop box	\$170.32	\$15.68	\$186.00	9.21%
10-19 yard compactor	\$134.41	\$23.59	\$158.00	17.55%
20-29 yard compactor	\$150.82	\$24.18	\$175.00	16.03%
30-39 yard compactor	\$209.30	\$23.70	\$233.00	11.32%
40+ yard compactor	\$278.05	\$23.95	\$302.00	8.61%

All other ancillary drop box rates would be increased by the CPI.

Note 1: Fees are rounded to the nearest dollar.

Commercial Subsidy

Revenue generated in excess of the 2025 estimated expenses is \$109,937, less the mid-year disposal increase of \$57,586. Therefore, the buy-down from commercial collection to cart collection is **\$52,351** (\$109,937 - \$57,586).

Roll Cart Service

Table 2 compares current rates in Wilsonville with those in neighboring Clackamas jurisdictions to provide the City Council with a barometer of the amounts its constituents pay. Table 2 is sorted from the lowest rate to the highest rate for the 20-gallon cart.

Table 2: Residential Collection Rates Within Clackamas County

Jurisdiction	20 gal	35 gal	65 gal
Wilsonville	\$23.20	\$31.45	\$40.90
Oregon City	\$28.74	\$37.66	\$52.78
Canby	\$28.83	\$34.34	\$54.97
Lake Oswego	\$29.20	\$39.54	\$58.90
Gladstone	\$30.02	\$37.03	\$50.34
West Linn	\$31.64	\$37.70	\$60.38
Clackamas Urban	\$33.45	\$39.05	\$51.25
Happy Valley	\$33.45	\$39.05	\$51.25
Milwaukie	\$34.72	\$40.43	\$52.72

Wilsonville has the lowest residential collection rates within the region. Table 3 is the residential customer count by cart volume.

Table 3: Wilsonville Residential Customers by Cart Volume

Cart Volume	20 gal	35 gal	65 gal	Total
Customers	736	2,875	2,095	5,706
Customer %	13%	50%	37%	

Note: Table 3 doesn't include commercial customers that have a roll cart for service.

The increase for cart collection services is comprised of two costs: collection and disposal. The collection cost is calculated in Table 4.

Table 4: Roll Cart Collection Increase

Description	Amount	Note / Calculation
Collection Costs	\$ 2,230,151	Estimated 2025 Collection Costs
Op Margin (10%) + Fran. Fees (5%)	\$ 393,556	Costs x (15%/(1- 15%))
Total Revenue Requirement	\$ 2,623,707	Collection Cost + Margin + Fran. Fees
2025 Revenue	\$ 2,477,138	2025 Cart Revenue
Rate Increase	\$ 146,569	Revenue Requirement – 2025 Revenue
Commercial Buy Down	\$ (52,351)	Commercial Revenue over 10%
Collection Increase	\$ 94,218	Rate Increase – Commercial Buy Down
Cost per Customer	\$1.38	Increase /12 months / 5,706 customers

Waste disposal increased from \$145.93 per ton to \$158.35, an increase of \$12.42 per ton or 8.5%. Table 5 applies the increased disposal cost to the three sizes of residential carts.

Table 5: Application of the Disposal Fee Increase to Residential Cart Service

Cart Collection Service	20 gal	35 gal	65 gal
Weekly Set Out Weight in Pounds	14.00	22.40	43.50
SW Disposal Increase	\$0.38	\$0.60	\$1.17
Op Margin (10%) & Fran. Fee (5%)	\$0.07	\$0.11	\$0.21
Total Disposal Increase	\$0.45	\$0.71	\$1.38

Table 6 combines the increased collection cost with the disposal cost to calculate the residential rate increase.

Table 6: Cost of Service Residential Rate Increase

Description	20 gal	35 gal	65 gal
Current Rate	\$23.20	\$31.45	\$40.90
Disposal	\$0.45	\$0.71	\$1.38
Collection Increase	\$1.38	\$1.38	\$1.38
Total Increase	\$1.83	\$2.09	\$2.76
Proposed Rate	\$25.03	\$33.54	\$43.66
% ▲	7.9%	6.6%	6.7%
Rate Spread	75%		130%

A second option for residential rates is to maintain a 30% spread between cart sizes; therefore, the base rate would be the 35-gallon cart, and the spread would be 30%. The total required increase for residential cart service is \$152,011. Table 7 applies the necessary increase to residential customers to achieve a 30% rate variance across the carts offered for residential service.

Table 7: Residential Rates with a 30% Rate Spread

Description	20 gal	35 gal	65 gal
Current Rate	\$23.20	\$31.45	\$40.90
Increase	\$0.32	\$2.15	\$3.33
Proposed Rate	\$23.52	\$33.60	\$44.23
% ▲	1.4%	6.8%	8.1%
Rate Spread to 35-gallon cart	70%		132%

The risk of this rate method is that the profitability burden is placed on customers with larger carts. Approximately 87% of customers are being assessed a higher fee to provide a price break for 13% of customers in the smaller cart. If a sizeable number of customers migrate to the 20-gallon cart, the rate subsidy will continue to increase.

Recommendation

The average weight of a 20-gallon cart is 14 pounds per set out; whereas, the average weight of a 35-gallon cart is 23 pounds, and 44 pounds for a 65-gallon cart. The garbage volume is the only difference between the service provided to residents, as recycling and yard debris are the same for all customers.

The difference in garbage disposal cost between the 20-gallon cart and the 35-gallon cart is only \$3.36 per month. However, the difference in the proposed rate in Table 6 between a 20-gallon cart and a 35-gallon cart is \$8.51.

Even with the proposed increase in Table 6, Wilsonville has the lowest residential rates in Clackamas County.

Applying the increased service cost to the respective cart sizes in Table 6 maintains a wide spread between the cart sizes without overburdening customers in the larger cart sizes.

Revenue Reconciliation

Table 8 calculates the increase necessary for drop box/ roll off compactor service to increase the margin from 2.46% to 10%

Table 8: Drop Box / Roll Off Compactor Revenue Reconciliation

Description	2025 Estimate	Increase	Change	Notes
Revenue	\$3,279,396	\$104,500	\$3,383,896	Increase haul revenue
Allowable Costs	\$1,215,432	\$0	\$1,215,432	Allowable Costs unchanged
Disposal	\$2,033,271	\$0	\$2,033,271	Unchanged Pass Through
Total Costs	\$3,248,703	\$0	\$3,248,703	Allowable Costs + Disposal
Income	\$30,693		\$135,193	Revenue - Total Costs
Return	2.46%		10.01%	Income / (Revenue - Disposal)

Table 9 calculates the impact of the increased revenues from Table 4 and Table 8.

Table 9: Return Impact on Rate Increases from Cart and Drop Box Service

	Cart	Container	Roll Off	Composite
Revenue	2,477,138	3,153,149	3,279,396	8,909,683
Disposal / Processing	869,643	1,157,496	2,033,271	4,060,410
Collection Costs	1,183,504	1,175,350	899,386	3,258,240
Indirect Costs	221,179	251,273	152,404	624,856
Franchise Fees	121,702	155,408	163,970	441,080
Less Unallowable Costs	-441	-622	-328	-1,391
Total Costs	2,395,587	2,738,905	3,248,703	8,383,195
Franchise Income	81,551	414,244	30,693	526,488
Return on Revenue	3.29%	13.14%	2.46%	7.66%
Revenue Increase	146,569	-52,351	104,500	198,718
Net Revenue Increase	94,218		104,500	198,718
Total Revenue	2,571,356	3,153,149	3,383,896	9,108,401
Income	175,769	414,244	135,193	725,206
ROR	6.8%	13.1%	10.0%	10.3%



**CITY COUNCIL MEETING
STAFF REPORT**

Meeting Date: December 1, 2025		Subject: Public Safety Project Update – Updating Wilsonville Code Enforcement Provisions	
		Staff Member: Amanda Guile-Hinman, City Attorney Hannah Young, Law Clerk	
		Department: Legal	
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: N/A			
Recommended Language for Motion: N/A			
Project / Issue Relates To:			
☒ Council Goals/Priorities: 2025-27 Council Goal No. 2: Public Safety; Strategy 2.2	☐ Adopted Master Plan(s):	☐ Not Applicable	

ISSUE BEFORE COUNCIL:

Council discussion and input on (1) code enforcement provisions within the Wilsonville Code, including review of separate enforcement processes throughout the Wilsonville Code; and (2) an alternatives analysis comparing other jurisdictions' code enforcement processes and recommendations for future Code updates.

EXECUTIVE SUMMARY:

As part of its 2025-27 Council Goals, the City Council adopted Goal 2: Public Safety. The first outcome identified in Goal 2 is to “streamline response to code enforcement challenges.” To achieve this outcome, Strategies 2.2 calls for the City to “update Chapter 1 code enforcement process and penalties” and to “investigate the potential implementation of an administrative process.” Prior to addressing each of these topics, this staff report provides background information on the identified issues and provides potential solutions. From the information provided herein, during the December 1, 2025 work session, staff seeks the following feedback from Council:

1. At this time, does Council have any questions or feedback regarding the alternatives analysis of the relevant code provisions staff is performing concerning code enforcement?
 - a. Is Council prepared to move forward with reviewing draft code language for an updated enforcement process?

I. BACKGROUND

Based on the implementation timeline identified in the approved Council Goals, staff began working on the first outcome of Goal 2 in May 2025. An interdepartmental team consisting of employees from Legal, Code Compliance, Planning, Building, Administration, Police and Community Development met to discuss the strategies identified for the outcome of streamlining response to code enforcement challenges. A chart of each subgroup for the five (5) strategies is provided below:

Strategy	Subgroup Members
2.1 – Investigate enforcement solutions for RVs (and examine abandoned vehicle definition in code)	Legal, Code Compliance, Police, Administration
2.2 – Update Chapter 1 code enforcement process and penalties (incl. admin process instead of police citation)	Legal, Code Compliance, Planning, Building, Administration, Police (optional)
2.3 – Update Nuisance code provisions, with particular review of noxious vegetation, property appearance, noise, and other chronic nuisances	Legal, Code Compliance, Planning (optional), Building (optional), Natural Resources (stormwater), TVF&R (fire season)
2.4 – Investigate developing a graffiti enforcement/reward program	Legal, Code Compliance, Police, Administration, Public Works (optional)
2.5 – Review Clackamas County administrative warrant process and consider whether City should adopt a similar local process	Legal, Code Compliance, Police, Administration, Building, Planning

A. Issues Identified

The Strategy 2.2 Subgroup discussed concerns regarding current efficacy and application of the Code Enforcement provisions in Chapter 1. Staff noted the following while discussing the concerns.

- Currently, Chapter 1 has a singular violation fee not exceeding \$500 per violation per day, regardless of circumstances warranting heightened fines, such as knowledge, intent, repetitiveness, and severity of violation.
- Despite misdemeanor language within the Code, the City does not currently have a streamlined process for moving code violations into Circuit or Justice Court.
- Currently, separate procedures for enforcement exist in Chapters 4, 5, 6, 8, 9, 10 and 11. **See Attachments 2 and 3.** While some may be sufficiently handled through an updated Chapter 1 process, others have outside authority (DEQ requirements for Chapter 8, etc.) that require them to remain separate.
- Clear, consistent and appropriate application is of top priority in any upcoming updates to the enforcement provisions.
- There needs to be appropriate discretion for police and code enforcing authorities in the City built into the language of the provisions — ensuring that the level of authority to enforce is specified for each provision.
- Surrounding jurisdictions, such as Beaverton and McMinnville, provide a clear administrative and quasi-judicial process with graduated fines and appeals process. **See Attachment 4.**
- The City must have the capacity to enforce any new regulations, so administration and cost burden must be considered.

Sections II and III below discuss possible new updates in response to Strategy 2.2. Section II provides an overview of existing enforcement procedures in the Wilsonville Code (WC). Section III discusses an analysis on comparable jurisdictions that have implemented an administrative code enforcement process.

II. CURRENT CODE ENFORCEMENT IN WILSONVILLE

The Strategy 2.2 Subgroup met and analyzed the enforcement procedures outlined in Chapter 1 of Wilsonville Code (WC [1.011](#) & [1.012](#)) and all existing references to Chapter 1 throughout Wilsonville Code. An overview of Chapter 1 code language and the references throughout the Wilsonville Code are detailed in **Attachment 1**. The Strategy 2.2 Subgroup also discussed enforcement provisions in the Wilsonville Code that do not follow the procedures outlined in Chapter 1. **Attachment 2** details these provisions in Chapters 5, 6, 8, 9, 10, and 11. **Attachment 3** explains the various enforcement provisions in Chapter 4 – the City’s Development and Land Use Code.

In this section (Section II), staff examines the existing code enforcement process in Chapter 1 as it pertains particularly to code enforcement and the additional chapters of Wilsonville Code that reference Chapter 1 for enforcement, as well as the other enforcement provisions found in the Wilsonville Code.

The gap in Wilsonville Code exists in the lack of a cohesive administrative process that can be consistently applied across various City departments without necessarily involving law enforcement. WC 1.012 assigns a fine “not exceeding \$500” for any pertinent code violation – without any consideration for the severity, intent, or repetitiveness of the violation. WC 1.011 establishes both fines up to \$2,500 and imprisonment up to one year for misdemeanors. However, the misdemeanor classification leaves staff without actionable enforcement technique because Wilsonville’s Municipal Court does not prosecute misdemeanors. Chapter 1 also does not have any removal process for code violations to Clackamas Circuit Court or other relevant Justice Court. Furthermore, state law (ORS 30.315) only allows a civil proceeding, not criminal proceedings, to be brought in Circuit Court by a city to enforce requirements or prohibitions of its ordinances and resolutions. Ultimately, the City is limited in the scope of enforcement of local code violations – both in the fine amount for violations and the lack of process to enforce misdemeanor punishments.

A. Chapter 1 Overview and References

Wilsonville’s current overarching enforcement provisions are located in Chapter 1, Section 1.011 and Section 1.012. Section 1.011 states the fines and imprisonment terms for misdemeanors. Pursuant to Section 1.012, violations receive a fine not exceeding \$500. Pertinent language is included below:

1.011. Fines and Prison Terms for Misdemeanors.

- (1) Any person convicted of a misdemeanor shall be punished by a fine or by imprisonment or by both such fine and imprisonment subject to the limitations in sub-paragraphs (2) and (3) below:
- (2) A sentence to pay a fine for a misdemeanor shall be a sentence to pay an amount, fixed by the court, not exceeding:
 - (a) \$2,500.00 for a Class A Misdemeanor;
 - (b) \$1,000.00 for a Class B Misdemeanor;
 - (c) \$500.00 for a Class C Misdemeanor;
- (3) A sentence for a misdemeanor shall be for a definite term. The Court shall fix the term of imprisonment within the following maximum limitations:
 - (a) One year for a Class A Misdemeanor;
 - (b) Six months for a Class B Misdemeanor;
 - (c) Thirty days for a Class C Misdemeanor.

1.012. Fines for Violation.

- (1) Any person sentenced to pay a fine for a violation, unless provision is otherwise made herein, shall upon conviction thereof, be punished by a fine, fixed by the Court, not exceeding \$500.00. However, no greater penalty shall be imposed than the penalty prescribed by the Oregon statute for the same act or omission. Each

such person shall be guilty of a separate offense for each and every day during any portion of which any violation of any provision of this Code is committed, continued, or permitted by such person and may be punished accordingly.

Additionally, the provision immediately following, [WC 1.013](#), grants enforcement authority per Oregon Revised Statute sections that have since been repealed and are no longer codified under the same sub-chapters, leaving the City with irrelevant code language and no actionable enforcement avenues. Staff recommends updating the enforcement provisions in WC Chapter 1 and removing references to specific ORS sections from future code updates to ensure minimal needs for changing and updates once a procedure is in place.

Throughout Wilsonville Code, several chapters reference Chapter 1 enforcement structure in application of their own sections. A comprehensive list of these processes is included in **Attachment 1**.

B. Separate Processes in Wilsonville Code

Although the ultimate goal is to update Chapter 1 to accurately encompass and apply to most sections of Wilsonville Code for a consistent and streamlined enforcement procedure, there are some enforcement processes that must remain separate.

Namely, the Industrial Pretreatment Wastewater program must be approved by Oregon Department of Environmental Quality (DEQ), with specific requirements for cities to enforce, and any potential updates to those local code provisions must be approved by DEQ. Similarly, the Oregon State Building Code has specific regulations regarding enforcement of building codes that are codified in Chapter 9 of the Wilsonville Code. See **Attachment 2** for references to these provisions. Therefore, staff recommends that these processes and other enforcement processes dictated by state and/or federal laws and regulations be left as they are, or, if amended, only be amended to address any changes in applicable state or federal laws. To address any discrepancies, Chapter 1 can include a provision detailing which chapters that its enforcement procedures apply to and which chapters that they do not.

C. Wilsonville Code Chapter 4 Enforcement Processes

As discussed in **Attachment 3**, Wilsonville Code Chapter 4 contains numerous enforcement processes dispersed throughout multiple subsections. These processes range from broad administrative enforcement authority to highly specialized procedures. Because enforcement responsibilities are not currently centralized, staff conducted a comprehensive review of each section where enforcement is expressly granted.

The administrative enforcement sections listed in Sections 4.025 and 4.026 serve as the foundation of enforcement authority in Chapter 4, granting broad administrative enforcement responsibility to the Planning Director. Because these sections establish general enforcement procedures, staff recommends that future updates consolidate these under an updated Chapter 1 framework where then Chapter 4 could reference back to Chapter 1 instead of continuing duplicative procedures.

In the Land Divisions Sections 4.280 and 4.290, enforcement relies on previous provisions in Chapter 4—where appeals are handled through Section 4.022 and penalties for violations are governed by 4.026.

Tree Preservation and Protection in Section 4.600 *et seq.* includes a comprehensive and independent enforcement structure within that Section.

Based on staff's review of the enforcement authorities and processes detailed throughout the Chapter, several targeted updates are recommended to align with proposed updates to Chapter 1. The intent of these updates is to ensure consistency, eliminate redundancy and clarify each department's enforcement authority. Sections 4.025 and 4.026 contain the general enforcement authority in Chapter 4. Chapter 4 would instead rely on Chapter 1 for overarching enforcement procedures, while retaining any specialized tools still needed for planning- and development-specific actions.

D. Implementation Steps to Identify Authority

There are several enforcement processes designated to various department authorities throughout Chapter 4 and the Wilsonville Code more generally. Staff recommends the code enforcement update include an implementation action to appropriately align enforcement authority by utilizing and revamping existing internal documents detailing ownership of various procedures within the City.

Staff recommends updating the existing internal document that maps departmental responsibility for each enforcement procedure. This document can serve as an operational counterpart to code enforcement within the Wilsonville Code and ensure cross-department consistency, particularly where enforcement authority is shared (e.g., between Planning, Building, Engineering, and the City Attorney).

III. CODE ENFORCEMENT PROCESSES IN OTHER JURISDICTIONS

Other cities have employed a range of administrative and quasi-judicial processes to address code enforcement. Similar jurisdictions such as McMinnville, Tualatin, Tigard, West Linn, Woodburn, and Beaverton, and their code enforcement procedures, are detailed in **Attachment 4**.

Beaverton, for example, employs an administrative model that complements a graduated fine scale. A notable feature of Beaverton's model is a Voluntary Compliance Agreement (VCA). This mechanism allows residents to correct violations. Followed by a designated period for correction, if the violator has not corrected, the City may issue a fine or escalate to the Municipal Court if necessary.

A. Recommended Updates

In addition to recommending an administrative model to enforce most Wilsonville Code provisions, staff also recommend that the code enforcement update include the following:

i. *Graduated Fine Structure*

Instead of a flat fee for code violations and unclear classification of subsequent violations, staff recommends implementing a similar graduated fine scale as seen in Woodburn, provided below:

Infractions classified Class 1–5 with maximum forfeitures: Class 1: \$750 |
Class 2: \$500 | Class 3: \$250 | Class 4: \$125 | Class 5: \$100

Specific Woodburn ordinance infractions are classified accordingly.
Unclassified infractions default to Class 1.

Similarly, as seen in Wilsonville’s [building code enforcement](#), staff recommends a matrix that provides for fine enhancements based on knowledge, intent, repeat offenses, and severity of the violation.

An alternative process would be to classify violations differently based on type of violation. For example, a first-time violator of the “dogs on leash” rule will not be subject to the same first-time violator of the Stormwater code provisions.

McMinnville applies a graduated fine schedule for code infractions similar to the differentials described above. This model could provide Wilsonville with greater flexibility and discretion to tailor penalties to the seriousness and recurrence of violations. The graduated structure enhances fairness by ensuring that consequences escalate only when subsequent infractions arise.

ii. *Voluntary Compliance Agreement and Appeals Process*

Similar to Beaverton’s enforcement process, establishing a Voluntary Compliance Agreement as means to correcting code violations without being subjected to a fine provides an alternative for violators. City staff currently do this in practice, but a code enforcement update can formalize the process. Additionally, following the VCA process, Beaverton Code creates timelines for compliance to be met. Creating standard compliance deadlines and offering a mechanism for responsible parties to address and correct violations before fines accrue can reduce administrative burden and support cooperative compliance.

iii. *Clear Chain of Authority*

As an implementation measure for updated code processes, it will be critical to include a clear chain of authority for each of the separate processes and Chapter 1. Staff has previously put together an internal document detailing each department’s responsibilities over certain procedures within the City. By establishing an internal policy assigning responsibilities for

enforcement of the Wilsonville Code, code enforcement and updated processes will be streamlined and efficiently tracked, without confusion over responsibility to process particular code violations.

STAFF RECOMMENDATION:

Staff recommends that Chapter 1 is updated to include an overarching code enforcement administrative process, including references to each Chapter that falls under its purview. Additionally, staff recommends that other references in Wilsonville Code are updated to reflect any new Chapter 1 processes and that Chapter 1 includes language that specifies which Chapters of the Code it does NOT apply to.

EXPECTED RESULTS:

Streamlined, efficient, and clear code enforcement procedures for any violations of Wilsonville Code provisions.

TIMELINE:

Staff anticipates that a draft code update for Chapter 1 can be provided to Council in 2026. Staff will present to Council the drafted code updates and can discuss next steps for implementation and application.

CURRENT YEAR BUDGET IMPACTS:

Staff do not anticipate current year budget impacts. This project is currently being managed in-house by City staff.

Staff anticipates that, as Council continues to discuss the strategies under the outcome to streamline responses to code enforcement issues, a larger discussion regarding funding of code enforcement will need to occur. While any one proposed change regarding code enforcement may not indicate a need for a dedicated funding source, the potential combination of multiple new programs (administrative warrants, graffiti mitigation, RV towing) will be cost-prohibitive without a revenue source. While staff is not proposing a funding source at this time, Council should be aware that multiple new public safety programs may require discussions about how to fund the programs.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Council's Public Safety Goal aims to ensure that City staff and community members have the tools necessary to address different public safety and livability concerns. An administrative code enforcement process to streamline responses to code violations within the City and ensuring that there is fair and equal application of penalties to violators overall will ensure that any future issues are clearly resolved to benefit the overall community.

ALTERNATIVES:

Council could determine not to pursue code enforcement updates or to exclusively rely on the Municipal Court as the venue for prosecuting violations of the Wilsonville Code.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

Attachment 1: Chart of References to Chapter 1 in Wilsonville Code

Attachment 2: Chart of Current Separate Processes for Enforcement in Wilsonville Code

Attachment 3: Chapter 4 Code Processes & References to Authority Chart

Attachment 4: Jurisdictional Comparison Chart

Chapter	Section Referenced to Chapter 1
3.030 – City Property; Parks & Playgrounds	WC 3.030 Enforcement & Penalty: [Violations pursuant to Section 1.012, or if above \$50.00 damage, subject to state criminal laws. Provided further a conviction for violation of Section 3, shall only be punished as a violation pursuant to 1.012.]
	Section 1.012: Fines for Violation
3.106 – City Water and Sewer Facilities	WC 3.106 – Water Rules and Regulations – Penalty: [First penalty is a conviction pursuant to 1.012, subsequent conviction is Class B Misdemeanor under Section 1.1011]
	Section 1.011: Fines & Prison Terms for Misdemeanors Section 1.012: Fines for Violations
4.026 – Planning & Land Development; Administration	WC 4.026.04: Enforcement Procedures and Penalties: [Violation of any provision of Chapter 4 is punishable upon 1 st conviction pursuant to Section 1.012 and subsequent violations pursuant to Class C Misdemeanor status based on Section 1.011
	Section 1.011: Fines & Prison Terms for Misdemeanors Section 1.012: Fines for Violations
5.030 – Vehicles and Traffic; Administration	WC 5.030 Violation, Penalties & Fines: [Violations of this Chapter and OR laws adopted by reference shall be punished upon conviction as provided in OR Law, as provided below, or if not so provided as designated in Section 1.012]
	Section 1.012: Fines for Violations
Chapter 6 – Public Health and Welfare; Multiple Sections	WC 6.020 Social Gambling Games: [Any violation of 6.000-6.010 shall be punishable pursuant to 1.012] WC 6.170 Special Events: [Any violations or failures to comply with 6.100-6.175 will be guilty on first violation of 1.012 and subsequent convictions of 1.011] WC 6.610 Prohibition of Marijuana Facilities: [City may prosecute a violation of section pursuant to Chapter 1 provisions]
	Section 1.011; Section 1.012; Chapter 1 Generally

Chapter 7 – Businesses; Multiple Sections	Peddlers & Solicitors; WC 7.080 Penalty: [7.010, .20, .30, .40 or any determination issued upon appeal punished pursuant on first conviction to Section 1.012, and subsequent convictions 1.011] Transient Lodging Tax; WC 7.280 Violations: [Sections 7.210-76 violation pursuant to Section 1.012 Business Licenses; WC 7.370 Penalty: [Violations of 7.300-360 on first conviction subject to Section 1.012—subsequent convictions 1.011] Marijuana Tax; WC 7.550 Violations & Infractions: [All violations of Section 7.510-20 are punishable as set in Section 1.013]
	Section 1.011-1.013
Chapter 8 – Environment; Multiple Sections	Water Conservation; WC 8.111 Penalties: [Violations of 8.100-110 first conviction subject to Section 1.012, subsequent convictions 1.011]
10.760 – Offenses; Multiple Sections	WC 10.760 Enforcement: [Violation of any regulations 10.720; .30; .40 constitute a violation and subject to Chapter 1 enforcement WC 10.860 Enforcement of Parking Rules: [Enforceable per Chapter 1]

Chapter Section	Individualized Processes
Chapter 5 – Multiple Enforcement Processes	Non-Vehicle Traffic and Road Use Civil Penalties: WC 5.602
Chapter 6 – Multiple Enforcement Processes	Nuisance Enforcement: WC 6.229, 6.230, 6.240, 6.242, 6.244, 6.250, 6.252, 6.260 Mobile Home Park Closure: WC 6.391 Film and Media Production: WC 6.550
Chapter 8 – Multiple Enforcement Processes	8.001 Administration: [Except as otherwise provided herein, the Public Works Director shall administer, implement and enforce the provisions of this Chapter. Any powers granted to or duties imposed upon the Public Works Director may be delegated by the Public Works Director to a duly authorized representative.] WC 8.208 Public Sanitary Sewers-Property Damage Prohibited WC 8.318 Stormwater – Violations WC 8.500 Administrative Enforcement Remedies:
Chapter 9 – Multiple Enforcement Processes	9.020 Scope and Application/In General: The Building Official is authorized to enforce all of the provisions of the Building Code. The Building Official has the power to render written and oral interpretations of the Building Code and to adopt and enforce administrative procedures in order to clarify the application of its provisions. WC 9.400 Violations; Penalties; Remedies
Chapter 10 – Multiple Enforcement Processes	10.000 Oregon Criminal Code—Adopted: Violation of any provision of Oregon Criminal Code of 1971, as enacted and amended or hereafter amended shall constitute an offense against the City. WC 10.250 Animals-Penalties General Offenses: WC 10.430 Penalties; WC 10.520, 10.530, 10.540 Transit Rider Rules Enforcement: WC 10.680
Chapter 11 – Multiple Enforcement Processes	11.010 Scope: The System Development Charges imposed by this Chapter 11 are separate from and in addition to any applicable tax, assessment, charge fee in lieu of assessment, exaction, dedication, or fee otherwise provided by law or imposed as a condition of Development approval application.

	WC 11.150 Appeals; Procedure
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Chapter 4 Section	Individualized Processes
Administration	• Section 4.025. - Enforcement and Administration. (.01) It shall be the duty of the Planning Director, to administer and enforce the provisions of Chapter 4 of this Code in a manner to assure rapid and effective compliance. (.02) The records of zoning actions and all amendments shall be officially held within the office of the City Recorder. All amendments to text and/or Official Zoning Map shall be approved or rejected by the City Council and acknowledged by the Mayor and attested by the City Recorder. Each action that changes a zoning district boundary shall be included on a new Official Zoning Map and approved by the Mayor and attested by the City Recorder and filed in the office of the City Recorder and will be the correct and binding zoning in all cases. (.03) The Commission or Board by a majority vote may instruct the Planning Director to enforce any provision of this Ordinance. (.04) When it appears to the City Council that there is a failure or refusal by any person, firm or corporation to comply with a final decision of the Board or Planning Commission, or of the Council in cases of appeal, or that there is a continuing violation otherwise of this Ordinance, the City Council may authorize the City Attorney to institute an appropriate suit in equity in the Circuit Court in the name of the City and abate and temporarily and permanently enjoin such violation. • Section 4.026. - Enforcement Procedures and Penalties. (.01) On new construction, and prior to occupancy, the Planning Director shall assure that the development has occurred in substantial conformance with the approved Site Development Plans. If substantial inconsistencies occur, the Director may withhold authorization for connection of domestic water service, or may authorize the disconnection of water service, if water service has already been established. The Director also has the authority to withhold temporary or permanent certificates of occupancy for all or part of a development until all applicable requirements are met. (.02) When a violation occurs, the Planning Director shall notify in writing the property owner and or known agent of the property owner of the violation. The notice shall set forth the nature of the violation and the necessary corrective action and shall specify the penalty for non-compliance and a reasonable date of compliance not to exceed 30 days from the date of notice. An error in the name of the owner or use of a name other than the

	true owner or agent of such property shall not render void such notice. In such case the posted notice shall be deemed sufficient. (.03) If the violation has not been corrected, or a reasonable effort made to correct the violation within the time set forth in the notice, the Planning Director may cause the domestic water service to the property to be shut off as set by the Water Rates Ordinance. (.04) A violation of any provision of this Chapter is punishable, upon a first conviction, as a violation pursuant to Section I.012 of the Wilsonville Code, and upon a subsequent conviction, as a Class C Misdemeanor pursuant to Section I.011. In the case of a continuing offense, each day of any violation constitutes a separate offense. (.05) The City Attorney, at the request of the City Council, shall institute any necessary legal proceedings to enforce the provisions of this Chapter.
General Development Regulations	Section 4.156.11. - Sign Enforcement. (.01) <i>General.</i> Any person who places a sign that requires a permit under this section, and who fails to obtain a permit before installing the sign, shall be subject to penalties and fines as established in Wilsonville Code 4.025. (.02) <i>Removal of Signs.</i> Any sign placed on public property in violation of the provisions of this Code shall be immediately removed by the City. As soon thereafter as reasonable, the City shall notify the owner or the owner's representative that the sign has been removed, and that if the sign is not claimed within ten days, the sign will be deemed abandoned and subject to disposal by the City. The City shall have no responsibility to contact the owner of the sign if the owner's name, address, and telephone number are not clearly indicated on the sign and shall dispose of the sign ten days after its removal by the City. The City Council may establish fees to be collected at the time of releasing impounded signs in order to cover the City's costs in collecting, storing, and returning these signs and administering the sign removal program. (.03) <i>Civil Enforcement.</i> Any sign which is intentionally placed in violation of the provisions of this Code after the owner of the sign has been notified of the initial sign removal and reason for its removal, shall subject the owner to a civil violation not to exceed \$100.00 as and for a civil fine for each day that a violation continues to exist. (.04) <i>Additional enforcement.</i> The remedies described herein are not exclusive and may be used in addition to those prescribed elsewhere in the Wilsonville Code, including Sections 1.012 and 1.013, Violations, and 6.200 through 6.620, Nuisances. The City Attorney may use any

	enforcement process available at law or equity, including but not limited to, seeking injunctive relief, equitable relief, damages, or fines for violations.
Land Divisions	• Section 4.280. - Appeals. Appeals may be made as set forth in Section 4.022. • Section 4.290. - Penalties. Any person who violates or fails to comply with any provisions of this Code shall be subject to the provisions of Section 4.026 (Enforcement).
Tree Preservation and Protection:	• Section 4.630.00. - Appeal. (.01) The City shall not issue a Tree Removal Permit until approval has been granted by either the Planning Director or the DRB. Any applicant denied a Type A or B permit may appeal the decision as provided for in review of Class I Development Applications, or Class II Development Applications, whichever is applicable. Decisions by the Planning Director may be appealed to the DRB as provided in WC 4.022. Decisions by the DRB may be appealed to the City Council as provided in WC 4.022. (.02) The City shall not issue a Tree Removal Permit approved by the Development Review Board until 15 calendar days have passed following the approval. The grant or denial of a Tree Removal Permit may be appealed to the City Council in the same manner as provided for in WC 4.022. An appeal must be filed in writing, within the 15 calendar day period following the decision being appealed. The timely filing of an appeal shall have the effect of suspending the issuance of a permit pending the outcome of the appeal. The City Council, upon review, may affirm, reverse or modify the decision rendered by the Development Review Board based upon the same standards of review specified for the DRB in the Wilsonville Code. • Section 4.630.10. - Display of Permit; Inspection. The Tree Removal Permit grantee shall conspicuously display the permit on-site. The permit grantee shall display the permit continuously while trees are being removed or replaced or while activities authorized under the permit are performed. The permit grantee shall allow City representatives to enter and inspect the premises at any reasonable time, and failure to allow inspection shall constitute a violation of this subchapter. • Section 4.630.20. - Variance for Hardship.

Any person may apply for a variance of this subchapter as provided for in [Section 4.196](#) of this Chapter.

- **Section 4.630.30. - Severability.**

If any part of this ordinance is found by a court of competent jurisdiction to be invalid, that part shall be severable and the remainder of this ordinance shall not be affected.

- **Section 4.640.00. - Violation; Enforcement.**

(.01) The cutting, damaging, or removal of any individual tree without a permit as required by this ordinance constitutes a violation punishable as a separate infraction under WC [1.013](#). In addition, each violation of a condition or a violation of any requirement of this Chapter shall constitute a separate infraction.

(.02) *Retroactive Permit.* A person who removes a tree without obtaining a Type A or Type B permit may apply retroactively for a permit. In addition to all application requirements of this Chapter, the person must be able to demonstrate compliance with all requirements of this subchapter, in addition to paying a triple permit fee and a penalty per tree in an amount established by resolution of City Council. Mitigation requirements of this subchapter apply to all retroactive permits.

(.03) *Nuisance Abatement.* Removal of a tree in violation of this Chapter is a nuisance and may be abated as provided in Sections [6.230](#) to [6.244](#), [6.250](#), and [6.260](#) of the Wilsonville Code.

(.04) *Withholding Certificate of Occupancy.* The City Building Official has the authority to issue a stop-work order, withhold approval of a final plat, or withhold issuance of a certificate of occupancy, permits or inspections until the provisions of this Chapter, including any conditions attached to a Tree Removal Permit, have been fully met.

(.05) *Fines.* Fines for a violation shall be imposed according to WC [1.012](#).

(.06) *Mitigation.* The City shall require the property owner to replace illegally removed or damaged trees. The City may also require a combination of payment and tree replacement.

A. The City shall notify the property owner in writing that a violation has occurred and mitigation is required. Within 30 days of the date of mailing of the notice, the property owner shall provide a mitigation plan to the City. The plan shall provide for replacement of a tree of similar species and size taking into account the suitability of the site and nursery stock availability.

B. Replacement will be on an inch-for-inch basis computed by adding the total diameter measured at d.b.h. in inches of the illegally removed or

	damaged trees. The City may use any reasonable means to estimate the tree loss if destruction of the illegally removed or damaged trees prevents exact measurement. All replaced trees must be a minimum two-inch caliper. If the mitigation requirements cannot be completed on the property, the City may require completion at another approved location. Alternatively, the City may require payment into the City Tree Fund of the value of the removed tree as established by the Planning Department. • Section 4.640.10. - Alternative Enforcement. (.01) In the event that a person commits more than one violation of WC 4.600.30 to WC 4.630.00, the following alternative sentence may be imposed: A. If a person has gained money or property through the commission of an offense under this section, then upon conviction thereof, the court, in lieu of imposing a fine, may sentence the person to pay an amount, fixed by the court, not to exceed double the amount of the gain from the commission of the offense. B. "Gain" is defined as the amount of money or value of property derived from the commission of the violation, less the amount of money or value of property seized by or surrendered to the City. "Value" shall be the greater of the market value or replacement cost as determined by a licensed professional in the tree, nursery, or landscape field. C. Any fines collected by the City under this section shall accrue to the City Tree Fund. • Section 4.640.20. - Responsibility for Enforcement. Compliance with this Chapter shall be enforced by the City Attorney, the City Attorney's designee, and Clackamas County or Washington County law enforcement officers.
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Keyword	Sections Referenced:
Building Official	4.640.00 Violation; Enforcement (Tree Preservation): Building Official has authority to issue stop-work order, withhold approval of final plat
	4.156.11 – Sign Enforcement

Community Development Director	4.030: CDD shall serve as City's Flood Plain Administrator
Planning Director	4.026.02: Enforcement Procedure and Penalties: When a violation occurs, the Planning Director shall notify in writing the property owner and or known agent of the property owner of the violation. The notice shall set forth the nature of the violation and the necessary corrective action and shall specify the penalty for non-compliance and a reasonable date of compliance not to exceed 30 days from the date of notice.
	4.030 – Jurisdiction and Powers of Planning Director and Community Development Director: The Planning Director shall have authority over the daily administration and enforcement of the provisions of this Chapter, including dealing with non-discretionary matters, and shall have specific authority -- In issuing the permits in subsection "B," above, the Planning Director may grant limited relief in cases of hardship. The Director shall follow the Class II—Administrative Approval procedures to determine whether administrative relief shall be granted.
City Attorney	4.025: Enforcement & Administration: City Council may authorize City Attorney to institute appropriate suit in equity
	4.640.20: Responsibility for Enforcement (Tree Preservation): Compliance with this Chapter shall be enforced by the City Attorney or City Attorney's designee
	4.026 Enforcement Procedures & Penalties: City Attorney, at behest of City Council shall institute any necessary legal proceedings

ATTACHMENT 4 – Comparative Jurisdiction Analysis

Jurisdiction	Sample Language	Comparison to Chapter 1 & Notes
<u>Beaverton</u> Civil Infractions Process (BCC Chapter 2.10)	Purpose Establishes a civil (non-criminal) procedure for enforcing City ordinance violations through investigation, voluntary compliance, and municipal court hearings. Process Overview Administration The Code Enforcement Officer may issue enforcement rules, subject to City Manager approval. Investigation & Voluntary Compliance Code Enforcement Officers investigate reported violations. Officers may offer a Voluntary Compliance Agreement (VCA) allowing the responsible party to correct the issue without admitting fault. If the VCA is completed, the case is closed; if not, enforcement proceeds. Complaint & Service If a violation continues, the officer files a civil complaint with Municipal Court. The responsible party is served by mail or in person with a summons describing the infraction, fine amount, and court date. Response Options (within 10 days) - Admit and pay the forfeiture. - Request a trial by returning the summons and posting a security deposit. - Fail to respond → default judgment and forfeiture entered. Trial Procedures: Non-jury trial held in Municipal Court. Both sides may present evidence and witnesses; <u>the City must prove the infraction by a preponderance of evidence.</u> If proven, the judge issues a final order with forfeiture, costs, or fees. Decisions may be appealed to Circuit Court by writ of review. Penalties & Enforcement Forfeiture limits: Class 1: up to \$500	Beaverton creates a civil infraction procedure and it's enforcement chapter outlines a complete process. Currently, Wilsonville's Chapter 1 includes broad legal ability to enforce, including criminal misdemeanors and fines structure. However, there is no formal process for infractions detailed. Something that a Chapter 1 overhaul could use. Nature of Enforcement: <u>Beaverton</u> – administrative/quasi-judicial <u>Wilsonville</u> – general statutory authority referencing ORS provisions on violations and misdemeanors* *Problem since municipal court does not cover misdemeanors in Wilsonville. Penalty Structure: <u>Beaverton</u> -- Graduated forfeiture classes with fixed maximums <u>Wilsonville</u> – Maximum fine limits for misdemeanors (A-C) and violations (up to \$500) aligning with state law* *State law subject to change better to create a process administratively for consistency. Hearing/Adjudication: <u>Beaverton</u> – Details procedural steps—complaint filing, response deadlines, hearings, default judgments, appeals. <u>Wilsonville</u> – No detailed process, enforcement procedures adopted by reference to ORS 153 & 133* *State laws have been repealed and replaced with new organization, references to specific statutes aren't the most efficient way to detail code processes. Can create our own that mirrors State process?

ATTACHMENT 4 – Comparative Jurisdiction Analysis

	Class 2: up to \$250 Class 3: up to \$100 Repeat violations (within 12 months): up to \$1,000. Each day a continuing violation exists counts as a new infraction. Unpaid forfeitures may be docketed as liens or collected per state law. Failure to comply with a VCA is a separate Class 1 infraction.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

McMinnville: Code Compliance Process (MMC Chapter 2.50)	Purpose Establishes a civil, non-criminal process for enforcing City code violations through investigation, notice, voluntary compliance, and, if necessary, corrective action or penalties. Provides procedures for inspections, warrants, cost recovery, and appeals. Process Overview Investigation & Inspection • Compliance Officers investigate reported or observed violations. • Entry onto property requires: ◦ Consent, ◦ Administrative warrant, or ◦ Exigent circumstances (e.g., immediate danger). • Warrants are issued by Municipal Court upon affidavit showing probable cause. Notice of Violation & Voluntary Compliance • If a violation is confirmed, the officer issues a Notice of Code Violation, posted on-site and mailed to the owner and person in charge. • The notice includes the violation, corrective deadline (10 days), and protest rights. • The responsible person may submit a Voluntary Compliance Plan admitting responsibility and outlining correction steps. • The officer may approve, reject, or modify the plan; that decision is final. City-Initiated Corrective Action • If the violation isn't corrected or the plan is violated, the City may perform corrective action itself. • Entry requires a corrective action warrant, unless an emergency exists. • The City Manager decides whether to proceed with corrective work. Cost Recovery • All persons responsible are jointly and severally liable for corrective costs. • A Notice of Corrective Action Costs is posted and mailed; payment is due in 30 days. • Unpaid costs become a lien on the property, accruing 9% annual interest.	Nature of Enforcement: <u>McMinnville</u> – administrative/quasi-judicial <u>Wilsonville</u> – general statutory authority referencing ORS provisions on violations and misdemeanors* Penalty Structure: <u>McMinnville</u> -- Penalties are classified by City Council resolution (Classes 1–8, or Specific Fine). Unclassified violations default to Class 3 unless otherwise designated. <u>Wilsonville</u> – Maximum fine limits for misdemeanors (A-C) and violations (up to \$500) aligning with state law* *State law subject to change better to create a process administratively for consistency. Hearing/Adjudication: <u>McMinnville</u> – Details procedural steps—complaint filing, response deadlines, hearings, default judgments, appeals. Some statutory reference to ORS Chapter 34. Rather than municipal or Circuit Court redirection, Hearings Officer is given jurisdiction over all appeals and procedures. <u>Wilsonville</u> – No detailed process, enforcement procedures adopted by reference to ORS 153 & 133*
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	Civil Penalties • If the violation remains uncorrected, the officer issues a Notice of Civil Penalty, posted and mailed to the responsible person. • Each day the violation continues counts as a separate offense. • Penalties are classified by City Council resolution (Classes 1–8, or Specific Fine). • Unclassified violations default to Class 3 unless otherwise designated. Protests & Appeals • Protest to City Manager: Must be filed within 10 days of notice. • The City Manager may uphold, amend, or dismiss the notice and issue a Final Order. • Appeal to Hearings Officer: Must be filed within 10 days of the Final Order. • A hearing is held; both sides may present evidence and witnesses. • The Hearings Officer issues a written decision with correction or payment deadlines. • Judicial Review: Further review available by writ of review under ORS Chapter 34. Penalties & Enforcement • Failure to correct or pay may result in additional penalties or lien enforcement. • Each day a violation continues is a separate offense. • Correcting violations within 10 days may result in penalty waiver.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

<u>Tigard:</u> Civil Infractions Ordinance (TMC Chapter 1.16)	Purpose: Establish civil procedures to enforce municipal code violations, decriminalize penalties, and provide a practical forum for hearings. Abatement procedures allow the city to act if violations pose immediate danger or if the responsible party fails or refuses to comply. Definitions • Civil infraction: Non-criminal violation of the code (excluding certain Title 7 and 10 violations). • Code enforcement officer: City personnel designated to enforce infractions. • Responsible party: Owners, agents, occupants, or persons causing/allowing violations. • Notice types: Letter of complaint, notice of violation, order to abate, notice of assessment. • Voluntary compliance agreement: Agreement to abate an infraction without admitting fault. General Provisions • Civil infractions do not require proof of intent. • Remedies in this chapter add to, not limit, other legal remedies. • The city is not liable for damages caused by violations or delayed enforcement. • Citations issued before the ordinance follow prior rules; severability ensures remaining provisions stay valid if parts are struck down. Reporting and Enforcement • Complaints or reports go to authorized code enforcement officers. • Officers assess whether to proceed based on evidence and city interest. • City manager can adopt administrative rules for uniform procedures (forms, timelines, fees, reporting standards). Right of Entry and Warrants • City may enter property for inspections or abatement with reasonable cause. • Entry into enclosed/private areas requires attempt to obtain consent; otherwise, a warrant may be issued. • Warrants: Must specify purpose, property, authorized persons, and comply with procedural safeguards.	Nature of Enforcement: <u>Tigard</u> – administrative/quasi-judicial *A comment on form: Definitions section provides that the procedures cover civil infractions with named exceptions for Title 7 and Title 10 violations—presumably where there are specific enforcement processes. Wilsonville could utilize this to cover and update for specific processes in Chapters 6, 8, 9, 10. <u>Wilsonville</u> – general statutory authority referencing ORS provisions on violations and misdemeanors* Penalty Structure: <u>Tigard</u> – Voluntary Compliance Agreements programs and procedures if violation persist. <u>Wilsonville</u> – Maximum fine limits for misdemeanors (A-C) and violations (up to \$500) aligning with state law* *State law subject to change better to create a process administratively for consistency. Hearing/Adjudication: <u>Tigard</u> – Details procedural steps—complaint filing, response deadlines, hearings, default judgments, appeals. Tigard provides warrants process in the enforcement chapter, something to keep in mind when implementing administrative warrants process into code. <u>Wilsonville</u> – No detailed process, enforcement procedures adopted by reference to ORS 153 & 133*
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	• Execution: Must occur within 10 working days; seized property may be disposed of if resale value is less than cost of holding/sale. Compliance Procedures • Voluntary compliance agreements may suspend enforcement; failure is a separate infraction. • Notices: ○ Letter of complaint: First step in administrative enforcement. ○ Notice of violation: Optional step before judicial enforcement. • Abatement timelines: Minimum 24 hours (notice of violation) or 5 days (letter of complaint); typically ≤30 days. • Immediate action: If danger to public health, safety, or welfare exists, the city may require immediate abatement and recover costs, with or without a warrant in emergencies. Jurisdiction • Appeals to the Civil Infractions Hearings Officer are allowed only if explicitly provided by the Tigard Municipal Code. • The Hearings Officer has quasi-judicial authority over the matter. Initiation of Appeal • A written Notice of Appeal must generally be filed within 5 days (excluding weekends and holidays) of the decision. • The Notice of Appeal must include: 1. Copy or full description of the decision being appealed. 2. Grounds claiming the decision is invalid, unauthorized, or improper. 3. Appellant's name, address, and phone number. 4. Any other information required by the Hearings Officer. Hearing Procedures • The Hearings Officer must schedule the hearing within 30 days of receiving the Notice of Appeal. • Notification of the hearing's time, date, and place is sent by first-class mail. • Hearing time may be extended at the discretion of the Officer or by motion of either party.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	• Hearings follow procedures in Sections 1.16.250–1.16.300, 1.16.320, and 1.16.330. • With written consent from both parties, the Officer may decide the appeal without a hearing, based solely on the record. Decision • The Civil Infractions Hearings Officer may: ○ Sustain, modify, reverse, or annul the appealed decision. ○ Remand the matter to the City department for further action. • The Officer's decision is final within the City; appeals to the City Council are not allowed. • Any further appeal is by writ of review to the Washington County Circuit Court under ORS 34.010–34.100.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

<u>Tualatin:</u> Uniform Civil Infraction Procedure (TMC 7.1.010)	Purpose & Establishment - Provides a civil, non-criminal procedure for ordinance violations. - Intended to decriminalize minor offenses, create a convenient forum for hearings, and encourage compliance rather than punishment. - Liability may be based on ownership, control, or responsibility for property/conditions even without intent. - Procedures supplement other enforcement measures; the goal is correction and compliance rather than just monetary penalties. Definitions - City Manager: May designate officers to act under this chapter. - Civil Infraction/Infraction: Violations of ordinances without criminal penalties; continuing violations may result in daily separate infractions. - Enforcement Officer: City Manager or designee responsible for investigating infractions. - Forfeiture: Monetary judgment for infractions; exclusive method under this chapter, but not limiting other remedies. - Responsible Party: Property owner, manager, occupant, or any person who caused or authorized the infraction. - Prior Contact: Previous communication or warnings regarding the infraction, including permits or regulatory activity. Enforcement & Administrative Remedies - City officials must ensure permits or approvals do not conflict with ordinance requirements. - Enforcement officers may inspect property, request warrants, or seek injunctive relief. - Evidence of violations is prima facie against the property owner. - Remedies and penalties are cumulative and may be combined with other enforcement methods. Infraction Procedure - Reporting & Review: Enforcement officer reviews alleged infraction; may proceed or decline based on evidence and appropriateness. - Prior Contact & Voluntary Compliance: Officers may issue warnings or enter a Voluntary	Nature of Enforcement: <u>Tualatin</u> – administrative/quasi-judicial, noted uniform civil infraction procedure, rather than self-made administrative enforcement provisions, another option to pursue if a purely administrative doesn't fit with goals. <u>Wilsonville</u> – general statutory authority referencing ORS provisions on violations and misdemeanors* Penalty Structure: <u>Tualatin</u> – Maximum forfeiture for unspecified ordinance violations: \$500. Continuing violations are treated as separate infractions for each day. Court may reduce forfeiture or require community service <u>Wilsonville</u> – Maximum fine limits for misdemeanors (A-C) and violations (up to \$500) aligning with state law* Hearing/Adjudication: <u>Tualatin</u> – Not purely administrative as other cities have been—relies more on state statute processes. Particularly when it applies to rights to jury trials for defendants who receive citations in lieu of arrest. Hearings procedure for municipal infractions without a jury, but in front of the municipal court judge. <u>Wilsonville</u> – No detailed process, enforcement procedures adopted by reference to ORS 153 & 133*
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	Compliance Agreement; failure to comply constitutes a new infraction. • Uniform Infraction Citation and Complaint: Must include details of the violation, date/time, ordinance, court appearance instructions, and options for admission, no contest, or requesting a hearing. • Service & Court Appearance: Citation served per civil procedure rules; respondent must appear or submit payment/explanation. Bail and hearings may be adjusted by the court. • Hearing Procedures: Conducted before the Municipal Court without a jury; includes evidence presentation, cross-examination, subpoenas, and admissibility rules. Court determines only whether the act or condition occurred. • Judgment & Penalties: Court may impose forfeiture, court costs, witness fees, or conditional compliance orders. Record maintained for at least 180 days; review available via writ of review to Circuit Court. • Factors in Penalty Assessment: History of compliance, severity, economic impact, repeat violations, city costs, warnings, intent, and cooperation. • Enforcement of Judgments: Default judgments for failure to respond, possible liens on real property, withholding of city permits, and collection under state law; maximum forfeiture \$500 unless otherwise specified. General Penalty & Continuing Violations • Maximum forfeiture for unspecified ordinance violations: \$500. • Continuing violations are treated as separate infractions for each day. • Court may reduce forfeiture or require community service. Application of Citation in Lieu of Arrest • Applies when a person could be arrested for a City ordinance violation. Citation Procedure • Police officers may issue citations instead of taking a person into custody.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	• Citation includes court appearance info, offense description, and notice of consequences for failure to appear. • Officer files a duplicate copy with the Municipal Court along with proof of service. Failure to Appear • Willful failure to appear may result in a fine up to \$500 and potential issuance of a warrant for arrest. State Jury Law Adopted • ORS 54.010–54.160 provisions incorporated by reference. Right to Jury Trial • In offenses with possible jail sentences, defendants may request a jury trial. Number of Jurors • Jury consists of six persons, all must concur for a verdict. Requesting a Jury Trial • Defendant must request jury trial at arraignment or entry of plea, before trial begins.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

<u>West Linn:</u>	Adoption of State Criminal Laws and Procedures • All criminal procedures, principles, and statutes in Oregon Revised Statutes (ORS), including evidence, criminal liability, defenses, burdens of proof, parties, and justification (ORS Chapters 40–41, 131–167, 471–480, etc.) are adopted and applicable to the West Linn Municipal Court. • All misdemeanor and violation offenses and penalties under ORS Chapters 161–167, the Oregon Vehicle Code, and related statutes are adopted by reference. Violations are treated as City offenses with equivalent penalties. • City officials may elect to pursue charges under state law in the State of Oregon's name. • Definitions in the adopted statutes apply throughout the municipal code; "State" references are also applicable to the "City." • City officials, including police, City Attorney, court staff, and Municipal Court judges, have the powers and duties under ORS for investigation, prosecution, and adjudication of criminal and violation offenses. • These statutes apply both within City limits and on City-owned property outside City limits. Penalties and Violations • Unclassified Violations: Any violation without a specified penalty is a Class B violation. • Unclassified Misdemeanors: Offenses labeled as misdemeanors without a classification may be fined up to \$500, imprisoned up to 30 days, or both. • Separate Offenses: Each day a violation continues is treated as a separate offense. • Cumulative Remedies: Penalties under the code are cumulative and do not preclude other legal remedies. Enforcement Authority • Authorized Officials: Police officers, community service officers, department directors, building officials, and employees with enforcement duties may enforce codes and permits. • Right of Entry/Warrants: Officials may inspect properties when necessary; entry requires consent if occupied, or legal remedies such as administrative warrants if refused.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	• Warnings: Officials may issue warnings for non-criminal violations; warnings are not required before issuing citations. • Citations: Officials may issue citations for violations; police officers may arrest for criminal offenses. Citations require probable cause or direct observation. Service and Appearance • Service of Summons/Complaint: May be via mail, personal delivery, substituted service, or office delivery. Substituted service is complete upon mailing. Service follows Oregon Rules of Civil Procedure for entities and minors. • Personal Appearance: Required for continuing violations; citations may specify this requirement. • Failure to Appear: May result in default judgment, prosecution, contempt, or arrest warrant. Violation Procedures and Trials • Penalties: Violations are classified as Class A, B, C, or D; fines and additional remedial measures (e.g., restitution) may apply. • Trials: Conducted by the court without a jury. The City bears the burden of proof by preponderance. Defendants need not testify. City Attorney may only appear under specific conditions; issuing official may present evidence and arguments. Representation requires an Oregon-licensed attorney. Conviction does not impose additional legal disabilities. Misdemeanor Procedures • Classification and Penalties: Misdemeanors follow State classifications (Class A, B, C); unclassified misdemeanors follow Section 1.205(2). • Additional Punishments: Municipal Court may impose fines, imprisonment, probation, restitution, or other remedial measures. Administrative Appeals Process (Sections 1.400–1.430) • Applies to individuals aggrieved by City official decisions only when the West Linn Municipal Code expressly authorizes this process. • Limited to administrative decisions made without a hearing; land use decisions under the Community Development Code are excluded.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	Initiation of Appeals • Filing Deadline: Written notice of appeal must be filed with the City Recorder within 10 days of mailing or service of the decision. • Notice Contents: Must include: • Appellant's name and address • Authority/jurisdiction for appeal (specific code sections) • Appellant's standing • Decision being appealed • Copy of the decision • Plain narrative stating why the decision is incorrect with references to code • Desired outcome • Appeal Fee: Nonrefundable fee set by Council resolution. • Jurisdictional Defects: Failure to meet filing requirements, notice contents, or fee constitutes summary dismissal. • Stay of Action: Appeal generally stays the official's action, typically for up to 30 days, unless extended by City Manager Scheduling of Hearing City Recorder forwards appeal materials to the Hearings Officer within 5 business days. Jurisdiction Review: If requirements not met, or Hearings Officer fails to respond in 10 days, a hearing is scheduled within 30 days. • Hearings Officer may later determine lack of jurisdiction. • Parties are notified in writing of the hearing at least 10 days prior, unless agreed otherwise. Hearing Procedures • Hearings Officer must provide notice and meaningful opportunity to be heard, ensuring procedural due process. • Minimum procedures include: • Review of written testimony submitted ≥ 5 business days before hearing	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	• Review and rule on bias challenges submitted with evidence • Explain issues, procedures, and burden of proof • Record and disclose any ex parte communications • Take witness testimony (under oath or affirmation; sworn evidence given more weight) • Admit relevant evidence reasonably relied upon in serious affairs; exclude irrelevant/repetitive evidence • Ensure record reflects full and fair inquiry into material facts • Maintain written/electronic record of motions, rulings, and testimony • Issue final written decision, unless resolved by stipulation, settlement, consent order, or default Appearance of Parties • Parties may appear personally or via legal counsel. • Notice must be given to City Recorder and copy to City Attorney when appearing by counsel. Frivolous Appeals • If appeal is entirely without merit, the appellant is financially responsible for the full cost of the appeal, including Hearings Officer fees if incurred.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

Woodburn: Ordinance No. 1998	Purpose - Establishes a streamlined civil infraction process for enforcing city ordinance violations. - Provides a schedule of forfeitures for infractions. - Repeals Ordinance 1610 and includes an emergency clause. Definitions - Civil Infraction: Violation of a city ordinance punishable only by monetary forfeiture, not criminal penalty. - Continuous infractions may generate a separate citation for each day. - Enforcement Officer: City Administrator or designee responsible for enforcing the ordinance. - Forfeiture: Monetary penalty assessed for a civil infraction according to the forfeiture schedule. - Responsible Party: Any person, entity, property owner, occupant, or individual alleged to have committed or authorized the infraction. Infraction Procedure: - Issuance of Citation and Complaint: - Enforcement officer files a uniform infraction citation with the municipal court. - Citation includes complaint, city department record, and summons; identifies court, party, infraction, date/time/location, forfeiture, and court appearance. - Certification required that the officer reasonably believes the infraction occurred. - Service of Summons: Personal service or methods allowed under Oregon Rules of Civil Procedure, including mail; service may occur outside the city or state. - Answering the Complaint: - Must respond in person, by mail, or delivery within 10 days. - Admission: Submit payment with the answer; court enters order. - Denial: Request hearing, provide security for court fees (may be waived for good cause).	Establishes a civil (non-criminal) process for ordinance violations with monetary penalties. Provides clear roles for enforcement officers and a standardized citation system. Allows for defense, hearings, and due process before municipal court. Continuous infractions generate daily citations; default and delinquency provisions included. Forfeitures categorized by severity with lien rights on property for unpaid amounts. Integrates with other remedies and ensures legal continuity post-Ordinance 1610 repeal. Nature of Enforcement: <u>Woodburn</u> – administrative/quasi-judicial, noted uniform civil infraction procedure, rather than self-made administrative enforcement provisions, another option to pursue if a purely administrative doesn't fit with goals. <u>Wilsonville</u> – general statutory authority referencing ORS provisions on violations and misdemeanors* Penalty Structure: <u>Woodburn</u> – Graduated forfeiture classes with fixed maximums. Some statutory liens and forfeitures collected via statutory authority per ORS. <u>Wilsonville</u> – Maximum fine limits for misdemeanors (A-C) and violations (up to \$500) aligning with state law* Hearing/Adjudication: <u>Woodburn</u> – held before Municipal Court. Hearings procedure for municipal infractions without a jury, but in front of the municipal court judge. <u>Wilsonville</u> – No detailed process, enforcement procedures adopted by reference to ORS 153 & 133*
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	Hearings • Held before municipal court, without a jury. • Defendant may have counsel (not at public expense). • Defendant rights: present evidence/witnesses, cross-examine, submit rebuttal. • Court procedure: ◦ Burden of proof on complainant (preponderance of evidence). ◦ Court may issue findings of fact if requested. ◦ If proven, court imposes forfeiture, court costs, witness fees. • Court determinations are final; reviewable by circuit court via writ of review (ORS Ch. 34). Enforcement • Default Judgment: Entered if responsible party fails to answer or appear; forfeiture assessed. • Forfeitures must be paid within 10 days unless extended by court. • Delinquent or defaulted forfeitures may be collected under ORS 30.310 or 30.315. Lien Filing and Docketing: • Municipal court judgments ≥\$10 may be entered in the city lien docket, becoming a lien on real property. • Lien valid for 10 years, automatically extended upon judgment renewal. • Transcripts may also be filed with county clerk. Schedule of Forfeitures: • Infractions classified Class 1–5 with maximum forfeitures: ◦ Class 1: \$750 Class 2: \$500 Class 3: \$250 Class 4: \$125 Class 5: \$100 • Specific Woodburn ordinance infractions are classified accordingly. • Unclassified infractions default to Class 1. Additional Provisions • Severability: Invalidity of any part does not affect remainder. • Non-exclusive remedy: Does not prohibit other remedies in ordinances or state law.	
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ATTACHMENT 4 – Comparative Jurisdiction Analysis

	• Repeal and Saving Clause: Ordinance 1610 repealed but still applies to prior violations.	
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CITY COUNCIL MEETING STAFF REPORT

Meeting Date: December 1, 2025		Subject: Resolution No. 3223 Authorizing Acquisition of Property Related to Construction of the Boeckman Creek Flow Mitigation Project (CIP #7068) and Amending Resolution No. 3167 Staff Member: Amanda Guile-Hinman, City Attorney Andrew Barrett, PE, Capital Projects Engineering Manager Department: Legal/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: Staff recommends Council adopt the Consent Agenda			
Recommended Language for Motion: I move to adopt the Consent Agenda.			
Project / Issue Relates To:			
☐ Council Goals/Priorities:	☒ Adopted Master Plan(s): Transportation System Plan Projects UU-01 & UU-02 and Stormwater Master Plan BC-2	☐ Not Applicable	

ISSUE BEFORE COUNCIL:

Whether to amend Resolution No. 3167 to acquire certain real property currently owned by the Brenchley Estates Owners Association in lieu of a stormwater easement.

EXECUTIVE SUMMARY:

The Boeckman Creek Flow Mitigation Project (Project) represents work on the final two elements of the Boeckman Road Corridor Project (BRCP). This work is programmed to occur after the Boeckman Creek Bridge completion: 1. Boeckman Creek stream restoration work to provide fish passage which includes removing the existing culvert and flow control structure and associated massive grading, and 2. Mitigation for the resulting Boeckman Creek flow differential after removing the flow control structure.

At its January 6, 2025 Council meeting, the City Council adopted [Resolution No. 3167](#), authorizing the acquisition of properties and property interests for the Project. Additional information regarding the Project can be found [here](#).

When Resolution No. 3167 was adopted, the City anticipated needing a stormwater easement from Branchley Estates Owners Association (HOA) with respect to the certain real property within the area described in Exhibit A to Resolution No. 3223. The area is not otherwise developable due to wetlands protected by a conservation easement. As part of ongoing negotiations with the HOA, the City and the HOA believe that it is in both parties' interest for the City to take title to the property rather than acquiring a stormwater easement.

Staff recommends amending Resolution No. 3167 to allow the City to take title to the property.

EXPECTED RESULTS:

Resolution No. 3223 provides the authority needed for the City to proceed with acquisition activities in accordance with ORS Chapter 35.

TIMELINE:

Upon adoption of Resolution No. 3223, staff anticipates closing on the real estate acquisition in short order.

CURRENT YEAR BUDGET IMPACTS:

The Fiscal Year (FY) 2025-2026 budget includes funds for design, property acquisition, contract administration, and overhead for the Boeckman Creek Flow Mitigation project, CIP #7068. As part of the negotiations with the HOA, staff do not anticipate any additional cost to acquire the property described in Exhibit A.

COMMUNITY INVOLVEMENT PROCESS:

The BRCP provided extensive community involvement opportunities and outreach and will continue to do so as the Boeckman Road improvements, sanitary sewer, and bridge are constructed. Neighbors to the project area received project information letters prior to commencing the project field work. The project team has actively communicated in meetings or via email with the mitigation area property owners throughout the field work activities, including notification about the subject property acquisitions that are needed to complete the project. Additional community involvement and outreach that focuses on the Boeckman Creek Flow Mitigation Project is expected to occur when the project design is further along.

Staff and the City's contracted right-of-way agent have engaged in extensive communications with the HOA regarding this specific property acquisition.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

The Project will contribute to restoring natural drainage patterns in the Coffee Lake and Boeckman Creek drainage basins in Wilsonville. Restoring these patterns will allow stream restoration and responsible removal of the culvert and flow control structure in Boeckman Creek that currently obstruct fish passage. The Coffee Lake basin restoration will alleviate increased flows within Boeckman Creek, helping to mitigate potential downstream erosion impacts to private property. Achieving fish passage will allow the City to meet regulatory requirements associated with replacing the Boeckman Dip with a bridge, a much-needed connection for the Wilsonville community's transportation and land use systems.

ALTERNATIVES:

Pursue the stormwater easement previously authorized.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Resolution No. 3223
 - A. Legal Description

RESOLUTION NO. 3223**A RESOLUTION OF THE CITY OF WILSONVILLE AUTHORIZING ACQUISITION OF PROPERTY RELATED TO CONSTRUCTION OF THE BOECKMAN CREEK FLOW MITIGATION PROJECT (CIP #7068) AND AMENDING RESOLUTION NO. 3167.**

WHEREAS, the City Council adopted Resolution No. 3167 on January 6, 2025, which authorizes the City to acquire certain property interests in connection with the Boeckman Creek Flow Mitigation Project; and

WHEREAS, when Resolution No. 3167 was adopted, the City anticipated needing a stormwater easement from the property owner Branchley Estates Owners Association with respect to the certain real property within the area described in the attached **Exhibit A** (the "Property"); and

WHEREAS, the City and Branchley Estates Owners Association mutually agree that it is in both parties' interest for the City to take title to the Property rather than acquiring a stormwater easement; and

WHEREAS, the City desires to amend Resolution no. 3167 to allow the City to take title to the Property; and

WHEREAS, title to the Property interest shall be acquired using City funds and title to the acquired land will vest in the name of the City of Wilsonville to provide for necessary care, maintenance and public safety authority.

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

Section 1. Determinations and Findings. The City adopts the above recitals and the staff report accompanying this Resolution as findings of the City Council. The land described in **Exhibit A** is necessary for the construction of the Boeckman Creek Flow Mitigation Project.

Section 2. Authorization. The City's project consultant, Brown & Caldwell, right-of-way consultant, City staff, and the City Attorney are authorized and directed to negotiate with the owner of the Property as to the compensation to be paid for the acquisition of the Property, and to take title to the Property. In the event that there are required modifications to the legal descriptions as the Project moves forward, the City Engineer is authorized to modify the attached legal descriptions, as necessary, to conform to final engineering design for the Project.

Section 3. Amendment of Existing Resolutions. Upon adoption of this Resolution by the City Council, Resolution No. 3167 is hereby amended as to the acquisition of Tract J referenced therein.

Section 4. Effective Date. This Resolution is effective upon adoption.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 1st day of December, 2025, and filed with the Wilsonville City Recorder this date.

Shawn O'Neil, Mayor

ATTEST:

Kimberly Veliz, MMC, City Recorder

SUMMARY OF VOTES:

Mayor O'Neil

Council President Berry

Councilor Cunningham

Councilor Scull

Councilor Shevlin

EXHIBITS:

- A. Legal description of real property owned by Brenchley Estates Owners Association

EXHIBIT A

TRACT 'A'

JOB NO. 2300398

16 OCTOBER 2025

LEGAL DESCRIPTION

A PARCEL OF LAND, BEING ALL OF TRACT 'A' OF THE PLAT OF "BRENCHLEY ESTATES", RECORDED AS PLAT NUMBER 4362 IN BOOK 143, PAGE 014, CLACKAMAS COUNTY PLAT RECORDS, LOCATED IN THE NORTHEAST ONE-QUARTER OF SECTION 14, TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN, CLACKAMAS COUNTY, OREGON.

CONTAINING 129,259 SQUARE FEET (2.967 ACRES), MORE OR LESS.

THE BASIS OF BEARINGS IS PER SAID PLAT OF "BRENCHLEY ESTATES".

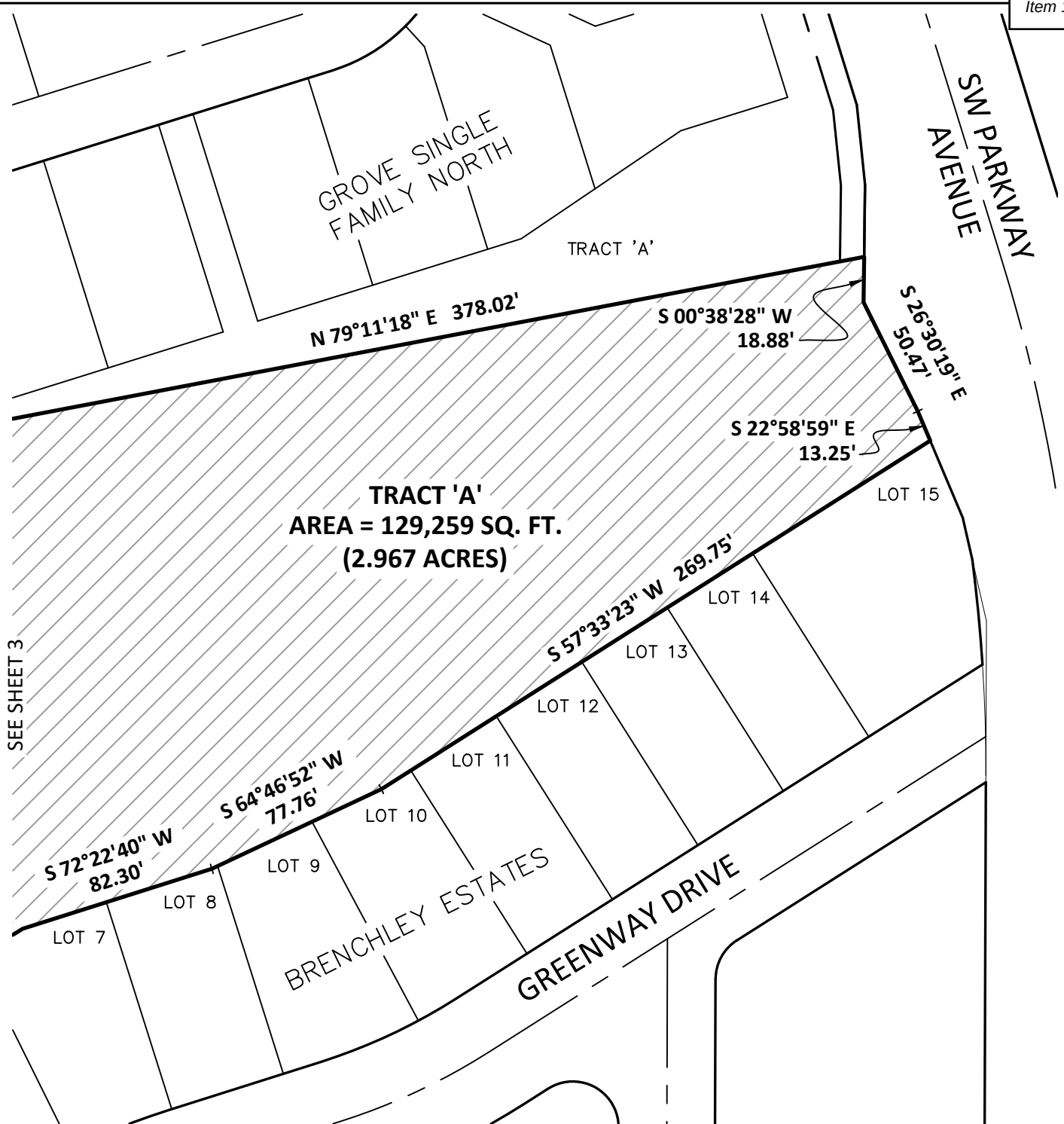
THE PARCEL OF LAND IS SHOWN ON THE ATTACHED EXHIBIT MAP AND BY THIS REFERENCE MADE PART THEREOF.

REGISTERED
PROFESSIONAL
LAND SURVEYOR

DIGITALLY SIGNED 2025.10.15
11:11:23-07'00'

OREGON
MAY 13, 2014
JOHN ROBERT DAVIS
88694

RENEWAL 12/31/2025

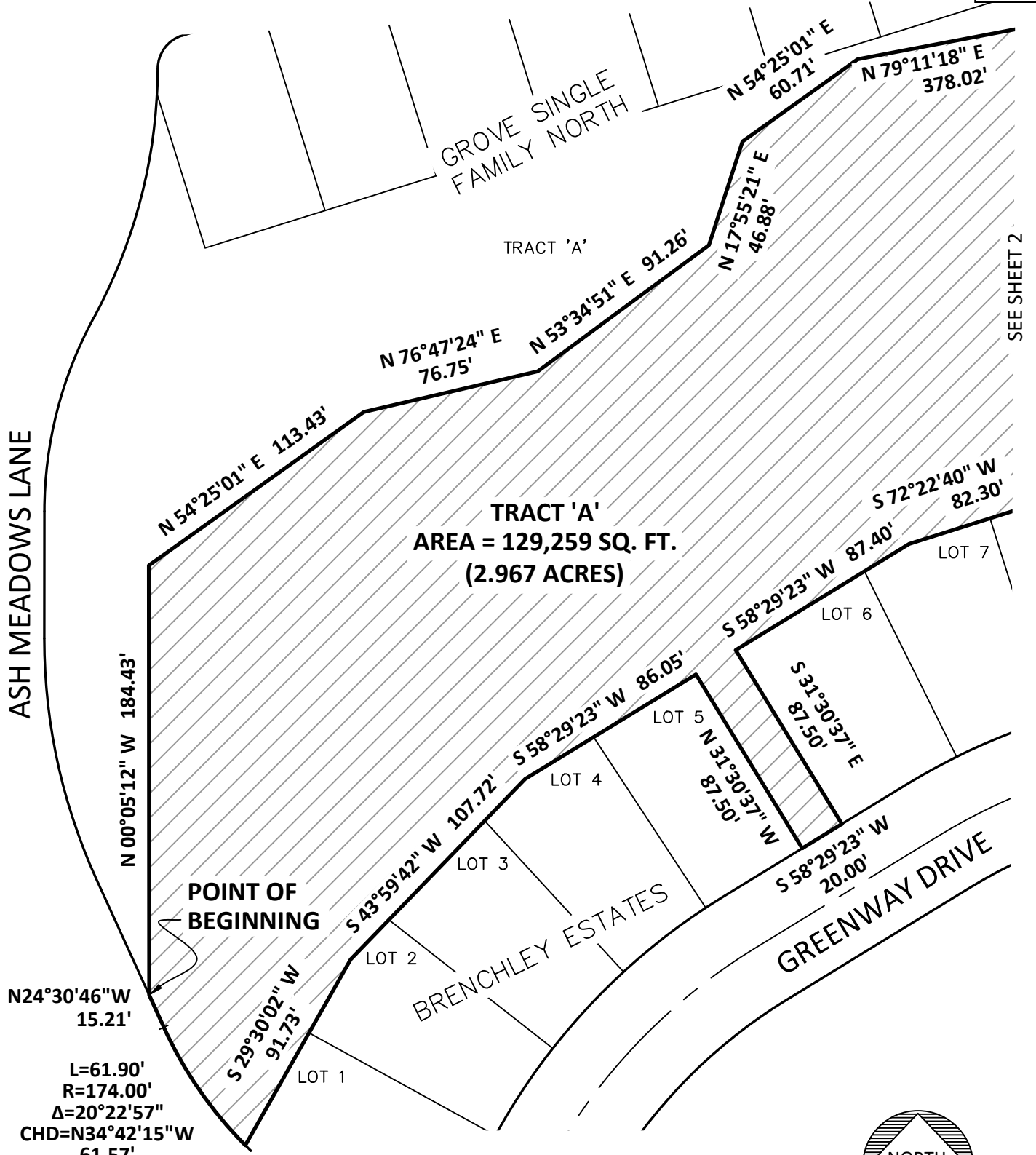


SCALE: 1" = 60'

kpff

111 SW Fifth Ave., Suite 2400
 Portland, OR 97204
 O: 503.227.3251
 F: 503.274.4681
www.kpff.com

EXHIBIT MAP TRACT 'A'	DATE:	16 OCTOBER 2025
	DRAWN BY:	CEB
NE 1/4 SECTION 14 / TOWNSHIP 3 SOUTH / RANGE 1 WEST / W.M. CITY OF WILSONVILLE / CLACKAMAS COUNTY / OREGON	CHECKED BY:	JRD
	PROJECT NO.	2300398
	SHEET:	2



SCALE: 1" = 60'

kpff

111 SW Fifth Ave., Suite 2400
 Portland, OR 97204
 O: 503.227.3251
 F: 503.274.4681
www.kpff.com

EXHIBIT MAP		DATE:	16 OCTOBER 2025
TRACT 'A'		DRAWN BY:	CEB
		CHECKED BY:	JRD
NE 1/4 SECTION 14 / TOWNSHIP 3 SOUTH / RANGE 1 WEST / W.M.		PROJECT NO.	2300398
CITY OF WILSONVILLE / CLACKAMAS COUNTY / OREGON		SHEET:	3



**CITY COUNCIL MEETING
STAFF REPORT**

Meeting Date: December 1, 2025		Subject: Resolution No. 3225 Public Transportation Agency Safety Plan (PTASP) Approval Staff Member: Diana Kotler, Transit Operations Manager Department: Transit	
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: Staff recommends Council adopt Resolution No. 3225.			
Recommended Language for Motion: I move to adopt Resolution No. 3225.			
Project / Issue Relates To:			
☐ Council Goals/Priorities:	☐ Adopted Master Plan(s):	☒ Not Applicable	

ISSUE BEFORE COUNCIL:

South Metro Area Regional Transit (SMART) is required by Federal Transit Administration (FTA) to have a Public Transportation Agency Safety Plan (PTASP) certified annually to meet guidelines and continue to receive federal funding.

EXECUTIVE SUMMARY:

The Federal Transit Administration (FTA) requires annual accreditation and submittal of a certified Public Transportation Agency Safety Plan (PTASP). To ensure compliance with FTA rules, on an annual basis, South Metro Area Regional Transit (SMART) reviews and updates the agency's PTASP.

A Safety Committee is required to convene and approve PTASP. On November 13, 2025, SMART Safety Committee comprised of SMART, City of Wilsonville and Service Employees International Union (SEIU) representatives met to review PTSAP and recommend approval by the City Council.

EXPECTED RESULTS:

With the Adoption of Resolution No. 3225, SMART will forward PTASP for re-certification to the Oregon Department of Transportation (ODOT) to comply with FTA guidelines.

TIMELINE:

November 13, 2025	SMART Safety Committee Approval
November 13, 2025	Director Approval
December 1, 2025	City Council Approval
December 15, 2025	Transmittal to ODOT and FTA for concurrence

CURRENT YEAR BUDGET IMPACTS:

PTASP compliance is included in SMART annual operating budget.

COMMUNITY INVOLVEMENT PROCESS:

N/A

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

Safety and security of SMART's passengers and employees is the agency's top priority. Annual PTSAP review and ongoing safety program provide for continued overview of safety standards and SMART staff commitment to safe operating and leadership teams.

SMART personnel, associated contractors, SEIU representatives and vendors promote the safety and security of all customers, employees, property, and the public as outlined in the PTSAP.

ALTERNATIVES:

The alternative to approving Resolution No. 3225 is to use alternative safety plans that may not meet FTA Public Transportation Agency Safety Plan requirements, which may result in triennial review findings that could lead to loss of federal transit funds.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Resolution No. 3225

A. SMART Public Transportation Agency Safety Plan

RESOLUTION NO. 3225

A RESOLUTION OF THE CITY OF WILSONVILLE ADOPTING THE SOUTH METRO AREA REGIONAL TRANSIT PUBLIC TRANSPORTATION AGENCY SAFETY PLAN.

WHEREAS, the Public Transportation Agency Safety Plan (PTASP) regulation implements a risk-based Safety Management System approach and requires recipients or subrecipients of financial assistance under FTA's Urbanized Area Formula Program (49 U.S.C. § Section 5307) and rail transit agencies to establish and certify that they have an Agency Safety Plan in place that meets statutory requirements no later than December 31, 2025, as required by 49 U.S.C. § 5329(d)(1); and

WHEREAS, South Metro Area Regional Transit (SMART) is a recipient of financial assistance under FTA's Urbanized Area Formula Program (49 U.S.C. § Section 5307); and

WHEREAS, small public transportation providers operating 100 or fewer vehicles in peak revenue service across all non-rail fixed route modes, may have their states draft the PTASP on their behalf; and

WHEREAS, SMART requested Oregon Department of Transportation (ODOT) to assist in the development of a PTASP to ensure SMART meets all statutory requirements; and

WHEREAS, states must certify safety plans on behalf of small public transportation providers that operate 100 or fewer vehicles in peak revenue service within their states; and

WHEREAS, ODOT must certify SMART's PTASP no later than December 31, 2025; and

WHEREAS, SMART's PTASP must be approved by SMART's Safety Committee and approved and signed by the Accountable Executive, the Transit Director, and;

WHEREAS, SMART's PTASP must be approved by Wilsonville City Council annually.

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

Section 1. The Wilsonville City Council hereby adopts the Public Transportation Agency Safety Plan, presented as Exhibit A attached hereto and incorporated herein.

Section 2. Effective Date. This Resolution is effective upon adoption.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 1st day of December, 2025, and filed with the Wilsonville City Recorder this date.

SHAWN O'NEIL, MAYOR

ATTEST:

Kimberly Veliz, City Recorder

SUMMARY OF VOTES:

Mayor O'Neil

Council President Berry

Councilor Shevlin

Councilor Cunningham

Councilor Scull

EXHIBIT:

- A. SMART Public Transportation Agency Safety Plan



PUBLIC TRANSPORTATION AGENCY SAFETY PLAN

2025



EXECUTIVE SUMMARY STATEMENT

South Metro Area Regional Transit (SMART) mission of providing safe, reliable, and cost-effective transportation services to our customers. Safety and security are paramount to SMART, its employees, its vendors, its contractors, and to the customers it serves. Therefore, all SMART personnel, associated contractors, and vendors are responsible for promoting and ensuring the safety and security of all customers, employees, property, and the public through specific Safety Management Systems as outlined in this Public Transportation Agency Safety Plan.

All employees, vendors, and contractors of SMART are expected to accomplish their tasks safely, with the goal of always preventing, controlling, and minimizing undesired events, such as customer or employee injury, equipment or property damage, or degradation to system safety and security in any of the SMART transportation systems. Employees and our customers are SMART's most precious assets, and their safety and security are among SMART's greatest responsibilities. While the elimination of unsafe conditions and the prevention of accidents in SMART's transportation system and facilities are the responsibility of each employee, they are first and foremost the responsibility of SMART's leadership team. SMART's leadership team is responsible for developing programs to promote the safety and security of all employees and customers. SMART is fully committed to providing a safe and secure work environment, vehicles, systems, and facilities. The SMART leadership team will promote safety and security throughout the organization. The Transit Director, along with the management team, will be continually and directly involved in formulating, reviewing and revising safety and security policies, goals, and objectives. SMART's leadership team will provide the authority, support, and resources to establish and maintain high safety and security standards throughout the organization. To this end, the Transit Director approves the development, distribution, implementation, and administration of a comprehensive and integrated Public Transportation Agency Safety Plan (PTSASP).

Each SMART employee, vendor, and contractor is governed by the requirements and terms of these plans and must conscientiously learn and follow prescribed safety and security rules and procedures. Each employee must operate safely, use equipment, tools and materials properly, and be trained in the work rules and procedures for his/her area of responsibility, including contingency plans for abnormal and emergency conditions. Each employee shall take an active part in the hazard identification and reporting process, as well as identifying and reporting suspicious packages, behavior, and other security threats. Management shall actively participate in a hazard/threat assessment and resolution process and shall receive the full cooperation and support of the Transit Director to prioritize safety and security.

PTSAP is the governing document encompassing all of SMART's modes of transportation including fixed-route, demand response, and non-revenue operations. The document identifies tasks and requirements to be applied at all levels of SMART's organization using specific Safety Management System practices.

Dwight Brashear
Director/Accountable Executive
Date

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1. Purpose

The purpose of the PTASP is to set forth the requirements for identifying, evaluating, and minimizing safety risks throughout all elements of SMART including the relationships and responsibilities with city departments and other organizations and agencies which affect transit system safety. The PTASP is the blueprint for SMART's efforts in strengthening its overall safety management and its goal of continuous improvement in safety performance using Safety Management Systems (SMS) methods.

2. Transit Agency Information

South Metro Area Regional Transit (SMART) is owned and operated by the City of Wilsonville, Oregon and is governed by the Wilsonville City Council. The department is supported by a Wilsonville payroll tax and by State and Federal grant funding, including Federal Transit Administration (FTA) Section 5307, 5310, and 5339 funding. SMART does not provide services on behalf of other agencies or entities.

AS of November 2025, SMART operates a fleet of 32 buses. SMART fleet operating fleet is determined by the planned annual operating revenue hours and includes up to twenty percent (20%) spare ration for additional buses to account for preventive maintenance, ongoing repairs and other maintenance and operating contingencies.

City of Wilsonville's Fleet Services maintains all SMART vehicles, equipment, and facilities and performs routine maintenance in accordance with manufacturers' manuals, codes, standards, and established procedures. The overall philosophy is to maintain a level of readiness that will ensure safe, efficient, and reliable public transit for the City of Wilsonville.

Agency Address:	Administrative Office and Fleet Services 28879 Boberg Road, Wilsonville, OR, 97070	
Accountable Executive:	Dwight Brashear, Transit Director	
Chief Safety Officer:	Diana Kotler, Transit Operations Manager	
Service Type:	Hours of Service:	Type of Funding:
Fixed-Route Bus	5:00 AM – 9:00 PM, M-F 8:30 AM – 6:00 PM, Saturday	5307
Paratransit & Demand Response	5:00 AM – 9:00 PM, M-F	5307, 5310

3. Plan Development, Approval, and Updates

Name of Person Who Drafted This Plan:	Diana Kotler Transit Operations Manager, Chief Safety Officer	
Signature by the Accountable Executive:	Signature of Accountable Executive:	Date of Signature:
	 Dwight Brashear, Transit Director	
Approval by the Wilsonville City Council:	Wilsonville City Council (Resolution Number)	Date of Approval:
	Relevant Documentation (Title and Location)	

Version Number:	Reason for Change:	Date Issued:
2020	New Document	6-15-2020
2022	Update	12-19-2022
2023	Update	12-4-2023
2024	Update	11-18-2024
2025	Update	12-01-2025

The PTASP analysis, review, revision, and publication process is the responsibility of the Chief Safety Officer (CSO). The Transit Director is responsible for the control and update of the PTASP. Input for these annual reviews is requested from all SMART managers, the Assistant City Manager, City Manager, the agency safety committee, and other regulatory agencies. SMART will evaluate the Plan in November of each year. Once an update to the plan is drafted, it is reviewed and approved by the safety committee, followed by City Council.

4. Safety Performance Targets

Annual Safety Performance Targets <i>Based on the safety performance measures established under the National Public Transportation Safety Plan.</i> Vehicle Revenue Miles (VRM) based on 2024 NTD Data						
Mode of Service	Fatalities (total)	Fatalities (per 100k VRM)	Injuries (total)	Injuries (per 100k VRM)	Safety Events (total)	Safety Events (per 100k VRM)
Fixed-Route Bus	0	0	0	0	0	0.0
Paratransit & Demand Response	0	0	0	0	0	0.00
Safety Performance Target Coordination Coordination with the State and Metropolitan Planning Organization (MPO) in the selection of State and MPO safety performance targets. SMART coordinates with Oregon Department of Transportation (ODOT) and Metro, Portland's MPO, to establish and maintain safety performance targets.						
Targets Transmitted to the State	State Entity Name			Date Targets Transmitted		
	Oregon Department of Transportation			November 2025		
Targets Transmitted to the Metropolitan Planning Organization(s)	Metropolitan Planning Organization			Date		
	Oregon Metro			November 2025		

5. Safety Management Policy Statement

South Metro Area Regional Transit (SMART) is committed to providing safe, secure, clean, reliable, and efficient transportation services to its patrons. This policy statement serves to express management's commitment to and involvement in providing and maintaining a safe and secure transit system using Safety Management Systems (SMS) as its foundation. In the interest of safety and security, SMART has developed and adopted this Public Transit Agency Safety Plan (PTASP and also referred to as 'the Plan'). The Plan is intended to document all policies, functions, responsibilities, etc., of the agency necessary to achieve a high degree of system safety and applies to all areas of the transportation system, including procurement, administration, operations, maintenance, etc.

SMART management is responsible for maintaining a coordinated safety system in order to identify and prevent unsafe acts and conditions that present a potential danger or threat to public safety. Management has responsibility for maintaining and implementing the Plan and complying with the policies, procedures, and standards included in this document. All departments, personnel, and contract service operators are charged with the responsibility of adhering to this Plan. Any violation of safety and security practices is

subject to appropriate administrative action. Management is ultimately responsible for enforcing the Plan, ensuring resources are available to sustain the Plan and maintaining a safe and secure system.

The goals of the Plan are to ensure the safety and security of SMART customers, employees, first responders to incidents, the public, equipment, and infrastructure throughout the life of the system.

Plan objectives are to define safety-related activities, management controls, and to plan and establish a process for monitoring and ensuring safety in accordance with SMART's Mission Statement and values.

The purpose of these goals and objectives is to minimize the exposure of the public, personnel, and SMART property to hazards and unsafe conditions; and to ensure that no single point of failure of a system or equipment results in an unsafe condition. These goals and objectives are reflected in the planning, design, construction, operation, and maintenance of the system. The goals and objectives are accomplished through the performance of the following functions:

- Safety, fire protection, and emergency management considerations are incorporated into all design and specification development and design reviews for the system;
- Hazards associated with SMART's system are identified, assessed, and then eliminated or minimized to attain an acceptable level of risk;
- A safety culture is instilled throughout SMART that emphasizes preventive measures over corrective measures to eliminate unsafe conditions;
- All managers, supervisors, and employees comply with Federal and State OSHA Standards, local codes, and environmental regulations.

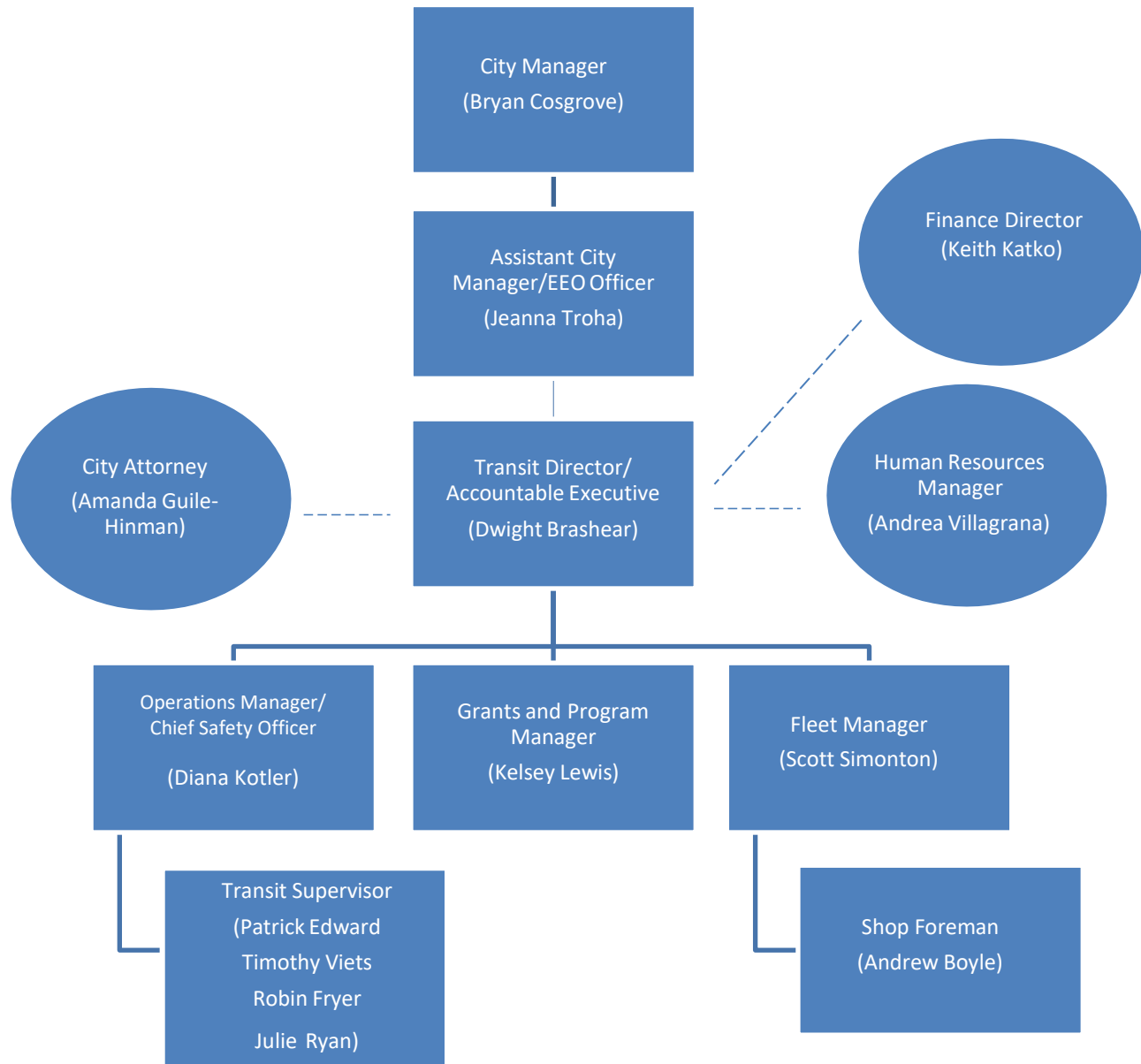
Dwight Brashear, Director/Accountable Executive

Date

5.1 Policy Communication

This PTASP is updated on an annual basis, but modifications may happen at any time during the year. If a change is made to the Plan, SMART notifies all staff through regular communication methods, posted memos, and daily posted notifications. Depending on the significance of the change, immediate training may take place or be incorporated into the annual training curriculum.

Organizational Chart



5.2 Authorities, Accountabilities, and Responsibilities

5.2.1 Transit Director/Accountable Executive

The Transit Director plans, coordinates, directs, and supervises public transportation system operations and fleet maintenance. Responsibilities include long-range planning and goal setting within the department; implementation of department strategies and the Transit Master Plan; and recommending and implementing SMART policies. The Transit Director manages the budgetary aspects of the Transit department.

The Transit Director has specific responsibilities for the management, oversight, and delegation of system safety, hazard management, occupational safety and health, accident and incident investigation, oversight of construction safety, safety and security certification, environmental management, safety training, and monitoring the effectiveness (internal safety review) of the implementation of the PTASP. The Transit Director has delegated the CSO with the responsibility for establishing and implementing policies, procedures, and programs to ensure that SMART is effectively implementing its responsibilities under the PTASP. The Transit Director has delegated the CSO to collaboratively implement employee safety, industrial safety, and occupational safety training aspects of the PTASP. The Transit Director has delegated to the CSO the responsibility of overseeing all related aspects of the PTASP including the bus operations, bus maintenance, and safety programs for pedestrians and cyclists.

The Transit Director serves as SMART's Accountable Executive with the following authorities, accountabilities, and responsibilities under this plan:

- Controls and directs human and capital resources needed to develop and maintain the ASP and SMS.
- Designates an adequately trained Chief Safety Officer who is a direct report.
- Ensures that SMART's SMS is effectively implemented.
- Ensures action is taken to address substandard performance in CT's SMS.
- Assumes ultimate responsibility for carrying out CT's ASP and SMS. • Maintains responsibility for carrying out the agency's Transit Asset Management Plan.

5.2.2 Transit Operations Manager/Chief Safety Officer (CSO)

The Operations Manager oversees the day-to-day implementation of SMART's transportation services and is designated as the CSO and ensures SMS oversight. All transit drivers, dispatchers, and supervisors report to this position either directly or indirectly. The Operations Manager oversees the Employee Safety Reporting Program (ESRP) and chairs the SMART Safety Committee, supervises the Training Supervisor, who is responsible for developing and implementing an ongoing training program. Other responsibilities include the development and implementation of new routes and services, maintaining departmental records, and administering approved projects.

The Accountable Executive designates the Operations Manager as SMART's Chief Safety Officer. The Chief Safety Officer has the following authorities, accountabilities, and responsibilities under this plan:

- Develops SMART's ASP and SMS policies and procedures.
- Ensures and oversees day-to-day implementation and operation of SMART's SMS.
- Manages SMART's ESRP.
- Chairs the SMART Safety Committee
 - Coordinates the activities of the committee;
 - Establishes and maintains SMART's Safety Risk Register and Safety Event Log to monitor and analyze trends in hazards, occurrences, incidents, and accidents; and
 - Maintains and distributes minutes of committee meetings.
- Advises the Accountable Executive on SMS progress and status.
- Identifies substandard performance in SMART's SMS and develops action plans for approval by the Accountable Executive.
- Ensures SMART policies are consistent with SMART's safety objectives.
- Provides Safety Risk Management (SRM) expertise and support for other SMART personnel who conduct and oversee Safety Assurance activities.

5.2.3 Agency Leadership and Executive Management

Agency Leadership and Executive Management also have authorities and responsibilities for day-to-day SMS implementation and operation of SMART's SMS under this plan. SMART Agency Leadership and Executive Management include:

- Grants and Programs Manager
- Fleet Manager

SMART Leadership and Executive Management personnel have the following authorities, accountabilities, and responsibilities:

- Participate as members of SMART's Safety Committee
- Complete training on SMS and SMART's ASP elements
- Oversee day-to-day operations of their divisions and workgroups and report safety concerns to the CSO
- Modify policies in their divisions and workgroups to be consistent with implementation of the SMS, as necessary
- Provide subject matter expertise to support implementation of the SMS as requested by the Accountable Executive or the Chief Safety Officer, including SRM activities, investigation of safety events, development of safety risk mitigations, and monitoring of mitigation effectiveness.

5.2.4 Key Staff and Activities

SMART uses the SMART Safety Committee, as well as the semi-annual All-Staff Meetings, to support its SMS and safety programs:

- SMART Safety Committee: See Section 7.1.2.
- Semi-annual All-Staff Meetings: Hazard reports and mitigations will be shared, safety topics will be brought up for open discussion, further feedback solicited, and hazard self-reporting further encouraged. The information discussed in these meetings will be documented.

5.3 Employee Safety Reporting Program (ESRP)

SMART's Employee Safety Reporting Program (ESRP) encourages employees who identify safety concerns in their day-to-day duties to report them to senior management in good faith without fear of retribution. There are many ways employees can report safety conditions:

- Report conditions directly to the dispatcher, who will add them to the daily Operations Log
- Report conditions anonymously via the suggestion box, a locked comment box in the driver area
- Report conditions through email to SMART@rideSMART.com
- Report conditions directly to any supervisor, manager, or director

Examples of information typically reported include:

- Safety concerns regarding the operating environment (for example, county or city road conditions or the condition of facilities or vehicles);
- Policies and procedures that are not working as intended (for example, insufficient time to complete pre-trip inspection);
- Events that may have gone unnoticed (for example, near misses); and
- Information about why a safety event occurred (for example, radio communication challenges).

The CSO reviews the dispatch daily Operations Log daily and checks the suggestion box on a weekly basis. Incidents and Accidents are reviewed as they occur. All Safety conditions are documented in the Safety Risk Register to be reviewed by the SMART Safety Committee. SMART's CSO, supported by the Safety Committee, will review and address each employee report, ensuring that hazards and their consequences are appropriately identified and resolved through SMART's Safety Risk Management process and that reported deficiencies and non-compliance with rules or procedures are managed through SMART's Safety Assurance process. SMART's CSO discusses actions taken to address reported safety conditions during the biennial All-Staff Meetings.

Additionally, if the reporting employee provided his or her name during the reporting process, the CSO, or designee follows up directly with the employee when SMART determines whether to take action and after any mitigations are implemented.

SMART encourages participation in the ESRP by protecting employees that report safety conditions in good faith. However, SMART may take disciplinary action if the report involves any of the following:

- Willful participation in illegal activity, such as assault or theft;
- Gross negligence, such as knowingly utilizing heavy equipment for purposes other than intended such that people or property are put at risk; or
- Deliberate or willful disregard of regulations or procedures, such as reporting to work under the influence of controlled substances.

Each observation is considered credible unless through assessment and investigation it is found not to be a risk. Employees are encouraged to report suspicious, or unsafe conditions to their immediate supervisor but also may report directly to the CSO.

6. Safety Risk Management (SRM)

6.1 Safety Risk Management Process

SMART uses the SRM process as a primary method to ensure the safety of our operations, passengers, employees, vehicles, and facilities. It is a process whereby hazards and their consequences are identified, assessed for potential safety risk, and resolved in a manner acceptable to SMART's leadership. SMART's SRM process allows us to carefully examine what could cause harm and determine whether we have taken sufficient precautions to minimize the harm, or if further mitigations are necessary.

SMART's Chief Safety Officer leads SMART's SRM process, working with SMART's Safety Committee to identify hazards and consequences, assess safety risks of potential consequences, and mitigate safety risks. The results of SMART's SRM process are documented in our Safety Risk Register and reference materials.

SMART's SRM process applies to all elements of our system including our operations and maintenance; facilities and vehicles; and personnel recruitment, training, and supervision.

In carrying out the SRM process, SMART uses the following terms:

- **Event** – Any accident, incident, or occurrence.
- **Hazard** – Any real or potential condition that can cause injury, illness, or death; damage to or loss of the facilities, equipment, rolling stock, or infrastructure belonging to SMART; or damage to the environment.
- **Risk** – Composite of predicted severity and likelihood of the potential effect of a hazard.
- **Risk Mitigation** – Method(s) to eliminate or reduce the effects of hazards.
- **Consequence** – An effect of a hazard involving injury, illness, death, or damage to SMART property or the environment.

6.2 Safety Hazard Identification

The safety hazard identification process offers SMART the ability to identify hazards and potential consequences in the operation and maintenance of our system. Hazards can be identified through a variety of sources, including:

- ESRP;
- Review of vehicle camera footage;
- Review of monthly performance data and safety performance targets;
- Observations from supervisors;
- Maintenance reports;
- Comments from customers, passengers, and third parties, including SMART's transit insurance pool and vendors;

- SMART Safety Committee, Drivers', and All-Staff Meetings;
 - Results of audits and inspections of vehicles and facilities;
 - Results of training assessments;
 - Investigations into safety events, incidents, and occurrences; and
 - Federal Transit Administration (FTA) and other oversight authorities (mandatory information source)

When a safety concern is observed by SMART's management or supervisory personnel, whatever the source, it is reported to SMART's Chief Safety Officer. Procedures for reporting hazards to SMART's Chief Safety Officer are reviewed during All-Staff Meetings and in the Safety Committee. SMART's Chief Safety Officer also receives employee reports from the ESRP, customer comments related to safety, and the dispatch daily Operations Log. SMART's Chief Safety Officer reviews these sources for hazards and documents them in SMART's Safety Risk Register.

SMART's Chief Safety Officer also may enter hazards into the Safety Risk Register based on their review of SMART's operations and maintenance, the results of audits and observations, and information received from FTA and other oversight authorities, as well as the National Transportation Safety Board.

SMART's Chief Safety Officer may conduct further analyses of hazards and consequences entered into the Safety Risk Register to collect information and identify additional consequences and to inform which hazards should be prioritized for safety risk assessment. In following up on identified hazards, SMART's Chief Safety Officer, or its delegates may:

- Reach out to the reporting party, if available, to gather all known information about the reported hazard;
- Conduct a walkthrough of the affected area, assessing the possible hazardous condition, generating visual documentation (photographs and/or video), and taking any measurements deemed necessary;
- Conduct interviews with employees in the area to gather potentially relevant information on the reported hazard;
- Review any documentation associated with the hazard (records, reports, procedures, inspections, technical documents, etc.);
- Contact other departments that may have association with or technical knowledge relevant to the reported hazard;
- Review any past reported hazards of a similar nature; and
- Evaluate tasks and/or processes associated with the reported hazard.

SMART's Chief Safety Officer will then prepare an agenda to discuss identified hazards and consequences with the Safety Committee. This agenda may include additional background on the hazards and consequences, such as the results of trend analyses, vehicle camera footage, vendor documentation, reports and observations, or information supplied by FTA or other oversight authorities. Any identified hazard that poses a real and immediate threat to life, property, or the environment must immediately be brought to the attention of the Accountable Executive and addressed through the SRM process (with or without the full Safety Committee) for safety risk assessment and mitigation.

This means that the Chief Safety Officer believes immediate intervention is necessary to preserve life, prevent major property destruction, or avoid harm to the environment that would constitute a violation

of Environmental Protection Agency or Oregon environmental protection standards. Otherwise, the Safety Committee will prioritize hazards for further SRM activity.

6.3 Safety Risk Assessment

SMART assesses safety risk associated with identified safety hazards using its safety risk assessment process. This includes an assessment of the likelihood and severity of the consequences of hazards, including existing mitigations, and prioritizing hazards based on safety risk.

The Chief Safety Officer and Safety Committee assess prioritized hazards using SMART's Safety Risk Matrix (Section 9.2). This matrix expresses assessed risk as a combination of one severity category and one likelihood level, also referred to as a hazard rating. For example, a risk may be assessed as "1A" or the combination of a Catastrophic (1) severity category and a Frequent (A) probability level.

This matrix also categorizes combined risks into levels, High, Medium, or Low, based on the likelihood of occurrence and severity of the outcome. For purposes of accepting risk:

- "High" hazard ratings will be considered unacceptable and require action from SMART to mitigate the safety risk,
- "Medium" hazard ratings will be considered undesirable and require SMART's Safety Committee to make a decision regarding their acceptability, and
- "Low" hazard ratings may be accepted by the Chief Safety Officer without additional review.

Using a categorization of High, Medium, or Low allows for hazards to be prioritized for mitigation based on their associated safety risk.

The Chief Safety Officer schedules safety risk assessment activities on the Safety Committee agenda and prepares a Safety Risk Assessment Package. This package is distributed at least one week in advance of the Safety Committee meeting. During the meeting, the Chief Safety Officer reviews the hazard and its consequence(s) and reviews available information distributed in the Safety Risk Assessment Package on severity and likelihood. The Chief Safety Officer may request support from members of the Safety Committee in obtaining additional information to support the safety risk assessment.

Once sufficient information has been obtained, the Chief Safety Officer will facilitate the completion of relevant sections of the Safety Risk Register, using the SMART Safety Risk Matrix, with the Safety Committee. The Chief Safety Officer will document the Safety Committee's safety risk assessment, including hazard rating and mitigation options for each assessed safety hazard in the Safety Risk Register. The Chief Safety Officer will maintain on file Safety Committee agendas, Safety Risk Assessment Packages, additional information collection, and completed Safety Risk Register sections for a period of three years from the date of generation.

6.4 Safety Risk Mitigation

SMART's Accountable Executive and Chief Safety Officer review current methods of safety risk mitigation and establish methods or procedures to mitigate or eliminate safety risk associated with specific hazards based on recommendations from the Safety Committee. SMART can reduce safety risk by reducing the

likelihood and/or severity of potential consequences of hazards.

Prioritization of safety risk mitigations is based on the results of safety risk assessments. SMART's Chief Safety Officer tracks and updates safety risk mitigation information in the Safety Risk Register and makes the Register available to the Safety Committee during meetings and to SMART staff upon request. In the Safety Risk Register, SMART's Chief Safety Officer will also document any specific measures or activities, such as reviews, observations, or audits, that will be conducted to monitor the effectiveness of mitigations once implemented.

7. Safety Assurance

Through our Safety Assurance process, SMART:

- Evaluates our compliance with operations and maintenance procedures to determine whether our existing rules and procedures are sufficient to control our safety risk;
- Assesses the effectiveness of safety risk mitigations to make sure the mitigations are appropriate and are implemented as intended;
- Investigates safety events to identify causal factors; and
- Analyzes information from safety reporting, including data about safety failures, defects, or conditions.

7.1.1 Safety Performance Monitoring and Measurement

SMART has many processes in place to monitor its entire transit system for compliance with operations and maintenance procedures, including:

- Safety audits and assessments,
- Informal inspections,
- ESRP,
- Investigation of safety occurrences,
- Daily data gathering and monitoring of data related to the delivery of service, and
- Regular vehicle inspections and preventative maintenance.

Results from the above processes are compared against recent performance trends quarterly and annually by the Chief Safety Officer to determine where action needs to be taken. The Chief Safety Officer enters any identified non-compliant or ineffective activities, including mitigations, back into the SRM process for reevaluation by the Safety Committee.

SMART monitors safety risk mitigations to determine if they have been implemented and are effective, appropriate, and working as intended. The Chief Safety Officer maintains a list of safety risk mitigations in the Safety Risk Register. The mechanism for monitoring safety risk mitigations varies depending on the mitigation.

The Chief Safety Officer establishes one or more mechanisms for monitoring safety risk mitigations as part of the mitigation implementation process and assigns monitoring activities to the appropriate director, manager, or supervisor. These monitoring mechanisms may include tracking a specific metric on daily,

weekly, or monthly logs or reports; conducting job performance observations; or other activities. The Chief Safety Officer will endeavor to make use of existing SMART processes and activities before assigning new information collection activities.

SMART's Chief Safety Officer and Safety Committee review the performance of individual safety risk mitigations during SMART Safety Committee meetings, based on the reporting schedule determined for each mitigation, and determine if a specific safety risk mitigation is not implemented or performing as intended. If the mitigation is not implemented or performing as intended, the Safety Committee will propose a course of action to modify the mitigation or take other action to manage the safety risk. The Chief Safety Officer will approve or modify this proposed course of action and oversee its execution. SMART's Chief Safety Officer and Safety Committee also monitor SMART's operations on a large scale to identify mitigations that may be ineffective, inappropriate, or not implemented as intended by:

- Reviewing results from accident, incident, and occurrence investigations;
- Monitoring employee safety reporting;
- Reviewing results of internal safety audits and inspections; and
- Analyzing operational and safety data to identify emerging safety concerns.

The Chief Safety Officer works with the Safety Committee and Accountable Executive to carry out and document all monitoring activities.

The Chief Safety Officer and Safety Committee routinely review safety data captured in employee safety reports, safety meeting minutes, customer complaints, and other safety communication channels. When necessary, the Chief Safety Officer and Safety Committee ensure that the concerns are investigated or analyzed through SMART's SRM process. The Chief Safety Officer and Safety Committee also review internal and external reviews, including audits and assessments, with findings concerning SMART's safety performance, compliance with operations and maintenance procedures, or the effectiveness of safety risk mitigations.

7.1.2 Accident Review Board

SMART maintains an Accident Review Board for conducting safety investigations of events (accidents, incidents, and occurrences, as defined by FTA) to find causal and contributing factors and review the existing mitigations in place at the time of the event.

SMART's Accident Review Board consists of five members that represent equally management and the union, and these positions are held by both employees of operations and maintenance. The Chief Safety Officer chairs the board. SMART's Accident Review Board determines whether:

- The accident was preventable or non-preventable;
- Personnel require retraining;
- The causal factor(s) indicate(s) that a safety hazard contributed to or was present during the event; and
- The accident appears to involve underlying organizational causal factors beyond just individual employee behavior.

7.1.3 SMART Safety Committee:

The SMART Safety Committee consists of an equal number of management representatives (4) and frontline employee representatives (4), selected by the labor organization representing the plurality of the frontline transit workforce employed by the City of Wilsonville (SEIU).

In general, the committee meets quarterly. Committee members serve two-year terms to maintain a stable process in reviewing safety data, creating performance targets, and plan approval.

Any safety hazards reported will be jointly evaluated by the SMART Safety Committee and the Chief Safety Officer during the quarterly meeting.

The Safety Committee will establish performance targets for the risk reduction program to improve safety by reducing the number and rates of accidents, injuries, and assaults on transit workers based on data submitted to the national transit database (NTD). Based on NTD data, the committee will work to reduce vehicular and pedestrian accidents involving buses that include measures to reduce visibility impairments for bus operators that contribute to accidents, including retrofits to buses in revenue service and specifications for future procurements that reduce visibility impairments. The committee will also work to mitigate assaults on transit workers, including the deployment of assault mitigation infrastructure and technology on buses, including barriers to restrict the unwanted entry of individuals and objects into the workstations of bus operators when a risk analysis performed by the Safety Committee determines that such barriers or other measures would reduce assaults on transit workers and injuries to transit workers.

8. Safety Promotion

8.1 Competencies and Training

SMART's comprehensive safety training program applies to all SMART employees directly responsible for safety, including:

- Bus vehicle operators,
- Dispatchers,
- Maintenance technicians, and
- Managers and supervisors.

SMART dedicates resources to conduct a comprehensive safety training program, as well as training on SMS roles and responsibilities. The scope of the safety training, including annual refresher training, is appropriate to each employee's individual safety-related job responsibilities and their role in the SMS. Basic training requirements for SMART employees, including frequencies and refresher training, are documented in SMART's Training Program. Safety-related skill training includes the following:

- New-hire bus vehicle operator classroom and hands-on skill training,
- Bus vehicle operator refresher training,
- Bus vehicle operator retraining (recertification or return to work),
- Classroom and on-the-job training for dispatchers,

- Classroom and on-the-job training for operations supervisors and managers, and
- Accident investigation training for operations supervisors and managers.

Vehicle maintenance safety-related skill training includes the following:

- Ongoing vehicle maintenance technician skill training,
- Ongoing skill training for vehicle maintenance supervisors,
- Accident investigation training for vehicle maintenance supervisors,
- Ongoing hazardous material training for vehicle maintenance technicians and supervisors, and
- Training provided by vendors.

8.2 Safety Communication

SMART's Chief Safety Officer and Training Supervisor coordinate SMART's safety communication activities for the SMS. SMART's activities focus on the three categories of communication activity established in 49 CFR Part 673 (Part 673):

- **Communicating safety and safety performance information throughout the agency:**
SMART communicates information on safety and safety performance through staff memos and during All-Staff Meetings. Information typically conveyed during these meetings includes safety performance statistics, lessons learned from recent occurrences, upcoming events that may impact SMART's service or safety performance, and updates regarding SMS implementation. SMART also requests information from drivers during these meetings, which is recorded in meeting minutes. Finally, SMART's Training Supervisor posts safety bulletins and flyers within the driver area, advertising safety messages and promoting awareness of safety issues.
- **Communicating information on hazards and safety risks relevant to employees' roles and responsibilities throughout the agency:**
As part of new-hire training, SMART distributes safety policies and procedures to all employees. SMART provides training on these policies and procedures and discusses them during safety talks between supervisors and bus operators and vehicle technicians. For newly emerging issues or safety events at the agency, SMART's Chief Safety Officer issues bulletins or messages to employees that are reinforced by supervisors in one-on-one or group discussions with employees.
- **Informing employees of safety actions taken in response to reports submitted through the ESRP:**
SMART provides targeted communications to inform employees of safety actions taken in response to reports submitted through the ESRP, including handouts and flyers, safety talks, updates to bulletin boards, and one-on-one discussions between employees and supervisors.

9. Exhibits

SMART Safety Committee Roster November 2025

Employee Name	Position	Representative
Vince Espinosa	Driver	SEIU Representative
Karen Kovalik	Driver	SEIU Representative
Jeanette Patton	Dispatcher	SEIU Representative
Naylene Funck	Driver	SEIU Representative
Diana Kotler	Transit Operations Manager	City Representative
Launa Monken	SEIU Representative	SEIU Representative
Scott Simonton	Fleet Services Manager	City Representative
Andrea Villagrana	Human Resources Manager	City Representative

9.1 Safety Risk Matrix

Likelihood of Occurrence of the Consequence					
Qualitative Definition	Meaning:	Value			
Frequent	Likely to Occur Frequently ($>10^{-1}$)	A			
Probable	Likely to Occur Several Times ($<10^{-1}$ but $>10^{-3}$)	B			
Occasional	Likely to Occur Sometime ($<10^{-3}$ but $>10^{-6}$)	C			
Remote	Very Unlikely to Occur ($<10^{-6}$ but $>10^{-8}$)	D			
Improbable	It is almost inconceivable that the event will occur ($<10^{-8}$)	E			
Severity of the Consequence					
Definition Category	Meaning	Value			
Catastrophic	Could result in one or more of the following: death, permanent total disability, irreversible significant environmental impact or monetary loss equal to or exceeding \$10M.	1			
Critical	Could result in one or more of the following: permanent partial disability, injuries or occupational illness that may result in hospitalization of at least three personnel, significant reversible environmental impact, or monetary loss equal to or exceeding \$1M but less than \$10M.	2			
Marginal	Could result in one or more of the following: injury or occupational illness resulting in one or more lost workday(s), reversible moderate environmental impact, or monetary loss equal to or exceeding \$100K but less than \$1M.	3			
Negligible	Could result in one or more of the following: injury or occupational illness not resulting in a lost workday, minimal environmental impact, or monetary loss less than \$100K.	4			
Risk Assessment Matrix					
Likelihood	Severity				
	1 (Catastrophic)	2 (Critical)	3 (Marginal)	4 (Negligible)	
A (Frequent)	1A	2A	3A	4A	
B (Probable)	1B	2B	3B	4B	
C (Occasional)	1C	2C	3C	4C	
D (Remote)	1D	2D	3D	4D	
E (Improbable)	1E	2E	3E	4E	
Risk Assessment Matrix Color Code					
	Unacceptable under the existing circumstances.		Acceptable based upon mitigations.		Acceptable with senior management approval.



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: December 1, 2025	Subject: Resolution No. 3227 Authorizing City Manager to execute a construction contract with R.A. Gray Construction to provide services for the Elligsen Reservoir & Level C Reservoir Fall Protection & Security Improvement (CIP 1152 & 1153) Staff Member: Martin Montalvo, Public Works Operations Manager Department: Public Works	
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: Staff recommend Council adopt the Consent Agenda.		
Recommended Language for Motion: I move to adopt the Consent Agenda.		
Project / Issue Relates To:		
☐ Council Goals/Priorities:	☐ Adopted Master Plan(s):	☒ Not Applicable

ISSUE BEFORE COUNCIL:

City of Wilsonville Resolution approving the public bid process and awarding a construction contract to R.A. Gray Construction, in the amount of \$617,888.00 for services for the Elligsen Reservoir and C Level Fall Protection and Security Improvements projects (CIP 1152 & 1153).

EXECUTIVE SUMMARY:

In 2018, Congress passed the American Water Infrastructure Act (AWIA). AWIA required community water systems serving more than 3,300 people to develop a Risk and Resilience Assessment (RRA) and Emergency Response Plan (ERP). The RRA required the City to identify targeted security and safety improvements at its critical water infrastructure and implement improvements. The City completed its RRA in 2022, identifying improvements to be implemented at both the Elligsen (B Level) and C Level reservoir sites. The improvements include perimeter fencing, an audible access control system, and video surveillance. The City also identified safety improvements needed for the existing fall arrest system on one of the reservoir tanks which has been incorporated into the project.

EXPECTED RESULTS:

By executing this construction contract, the City will implement improvements identified through the AWIA assessment. Additionally, installation of the fall arrest system for one of the reservoirs will bring that facility into compliance with current industry safety standards.

TIMELINE: March 31, 2026, is the current project completion deadline.

CURRENT YEAR BUDGET IMPACTS: The current budget for capital improvement project (CIP) #1152-Fall Protection Improvements and CIP #1153- Security Improvements have a combined budget of \$417,226.00. Project cost is \$617,888.00 requiring a budget amendment for the outstanding balance of \$326,621.00 that will be submitted in the next fiscal quarter. The budget amendment will cover additional construction and design services costs.

COMMUNITY INVOLVEMENT PROCESS:

N/A

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

By executing the contract, the City will be able to assure security and safety at two of its reservoir locations.

ALTERNATIVES:

Reject the Construction Contract as proposed and delay the improvements.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Resolution No. 3227
 - A. Construction Contract for the Elligsen Reservoir & Level C Reservoir Fall Protection & Security Improvement (CIP 1152 & 1153)

RESOLUTION NO. 3227

A RESOLUTION OF THE CITY OF WILSONVILLE AUTHORIZING THE CITY MANAGER TO EXECUTE A CONSTRUCTION CONTRACT WITH R.A. GRAY CONSTRUCTION TO CONSTRUCT THE ELLIGSEN RESERVOIR & LEVEL C RESERVOIR FALL PROTECTION & SECURITY IMPROVEMENT PROJECTS (CIP 1152 & 1153).

WHEREAS, the City of Wilsonville (City) serves as the water supplier for the Wilsonville community; and

WHEREAS, the City conducted a Risk and Resiliency Assessment of its critical water infrastructure and subsequently identified needed security and safety improvements; and

WHEREAS, the City wishes to ensure the safety of its water supply system.

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

Section 1. The procurement process for the Project duly followed Oregon Contracting Rules, and R.A. Gray Construction was determined to be the lowest responsive bidder.

Section 2. The City of Wilsonville, acting as the Local Contract Review Board, authorizes the City Manager to enter into and execute, on behalf of the City of Wilsonville, a construction contract with R.A. Gray Construction for a not-to-exceed amount of \$617,888.00.

Section 3. Effective Date. This Resolution is effective upon adoption.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 1st day of December 2025 and filed with the Wilsonville City Recorder this date.

Shawn O'Neil, Mayor

ATTEST:

Kimberly Veliz, MMC, City Recorder

SUMMARY OF VOTES:

Mayor O'Neil

Council President Berry

Councilor Cunningham

Councilor Shevlin

Councilor Scull

EXHIBIT:

- A. Construction Contract for the Elligsen Reservoir & Level C Reservoir Fall Protection & Security Improvement (CIP 1152 & 1153)

CITY OF WILSONVILLE CONSTRUCTION CONTRACT

This Construction Contract (“Contract”) for the Elligsen Reservoir and Level C Reservoir Fall Protection and Security Improvements Project (“Project”) is made and entered into on _____ (“Effective Date”) by and between the **City of Wilsonville**, a municipal corporation of the State of Oregon (hereinafter referred to as the “City”), and **R.A. Gray Construction, LLC**, an Oregon limited liability company (hereinafter referred to as “Contractor”).

RECITALS

WHEREAS, the City issued a formal Invitation to Bid for the Project described herein; and

WHEREAS, Contractor represents that Contractor is qualified to perform the services described in the Invitation to Bid on the basis of specialized experience and technical expertise; and

WHEREAS, after reviewing all bids submitted in accordance with the Invitation to Bid, the City has determined this Contract shall be awarded to Contractor; and

WHEREAS, Contractor is prepared to perform this Contract in accordance with all the terms and conditions as set forth below, as the City does hereinafter require.

NOW, THEREFORE, in consideration of these mutual promises and the terms and conditions set forth herein, the parties agree as follows:

AGREEMENT

Section 1. Contract Documents

This Contract includes and incorporates by reference all of the foregoing Recitals, all of the following additional “Contract Documents,” and any and all terms and conditions set forth in such Contract Documents: Specifications and Contract Documents for the Elligsen Reservoir and Level C Reservoir Fall Protection and Security Improvements invitation to bid, dated October 10, 2025, including Plans and Details bound separately; Contractor’s Bid submitted in response thereto; 2017 City of Wilsonville Public Works Standards; City of Wilsonville Special Provisions; Project Specific Special Provisions; Oregon Department of Transportation 2018 Oregon Standard Specifications for Construction; Special Provisions to ODOT Standards; 2010 ADA Standards for Accessible Design, as amended; 2004 Americans with Disabilities Act Accessibility Guidelines (“ADAAG”), as amended (if applicable); and the provisions of Oregon Revised Statutes (ORS) 279C, as more particularly set forth in this Contract. Contractor must be familiar with all of the foregoing and comply with them. Any conflict or inconsistency between the Contract Documents shall be called to the attention of the City by Contractor before proceeding with affected work. All Contract Documents should be read in concert and Contractor is required to bring any perceived inconsistencies to the attention of the City before executing this Contract. In the event a provision of this Contract conflicts with standards or requirements contained in

any of the foregoing Contract Documents, the provision that is more favorable to the City, as determined by the City, will apply.

Section 2. Scope of Work

Contractor will perform the construction work by furnishing all materials, labor, and equipment for the fall protection & security improvements to the Elligsen Reservoir & Level C Reservoir, as more particularly described herein and in the other Contract Documents for the Project (the “Work”). Contractor shall diligently perform the Work according to the requirements and deliverable dates identified in the Scope of Work and Contract Documents.

Section 3. Term

The term of this Contract shall be from the Effective Date until all Work required to be performed hereunder is completed and accepted, or no later than March 31, 2026, whichever occurs first, unless earlier terminated in accordance herewith or an extension of time is agreed to, in writing, by the City. All Work must be at Substantial Completion by no later than March 11, 2026, and at Final Completion by March 31, 2026. See **Section 25** for the definitions of Substantial Completion and Final Completion.

Section 4. Contractor’s Work

4.1. All written documents, drawings, and plans submitted by Contractor in conjunction with the Work shall bear the signature, stamp, or initials of Contractor’s authorized Project Manager. Any documents submitted by Contractor that do not bear the signature, stamp, or initials of Contractor’s authorized Project Manager, will not be relied upon by the City. Interpretation of plans and answers to questions regarding the Work given by Contractor’s Project Manager may be verbal or in writing, and may be relied upon by the City, whether given verbally or in writing. If requested by the City to be in writing, Contractor’s Project Manager will provide such written documentation.

4.2. The existence of this Contract between the City and Contractor shall not be construed as the City’s promise or assurance that Contractor will be retained for future services beyond the Work described herein.

4.3. Contractor shall maintain the confidentiality of any confidential information that is exempt from disclosure under state or federal law to which Contractor may have access by reason of this Contract. Contractor warrants that Contractor’s employees assigned to perform any of the Work provided in this Contract shall be clearly instructed to maintain this confidentiality. All agreements with respect to confidentiality shall survive the termination or expiration of this Contract.

Section 5. Contract Sum, Retainage, and Payment

5.1. Except as otherwise set forth in this **Section 5**, the City agrees to pay Contractor on a time and materials basis, guaranteed not to exceed **Six Hundred Seventeen Thousand Eight Hundred Eighty-Eight Dollars (\$617,888)**, for performance of the Work (“Contract Sum”). Any compensation in excess of the Contract Sum will require an express written Change Order between the City and Contractor. Contractor’s unit pricing is more particularly described in the Contract Documents.

5.2. During the course of Contractor's performance, if the City, through its Project Manager, specifically requests Contractor to provide additional services beyond the Scope of Work described in the Contract Documents, Contractor shall provide such additional services and bill the City a reasonable agreed upon fee, pursuant to a written Change Order, executed in compliance with the provisions of **Section 26**.

5.3. Contractor will be paid for Work for which an itemized invoice is received by the City within thirty (30) days of receipt, unless the City disputes such invoice, less a five percent (5%) withholding for retainage. Retainage shall be as outlined in the Contract Documents and as specified under ORS 279C.550 to 279C.570. If the City disputes an invoice, the undisputed portion of the invoice will be paid by the City within the above timeframe, less the retainage. The City will set forth its reasons for the disputed claim amount and make good faith efforts to resolve the invoice dispute with Contractor as promptly as is reasonably possible. Final payment will be held until completion of the final walkthrough, as described in **Section 25**.

5.4. The Contractor will be responsible for the direct payment of required fees payable to governmental agencies, including, but not limited to, plan checking, land use, zoning, permitting, and all other similar fees resulting from this Project that are not specifically otherwise provided for in the Contract Documents.

5.5. Contractor's Contract Sum is all-inclusive and includes, but is not limited to, all work-related costs, expenses, salaries or wages, plus fringe benefits and contributions, including payroll taxes, workers' compensation insurance, liability insurance, profit, pension benefits, and all other contributions and benefits, office expenses, travel expenses, mileage, and all other indirect and overhead charges, including, but not limited to, the Oregon Corporate Activity Tax (CAT).

5.6. Contract provisions regarding payment policies, progress payments, interest, etc. are as outlined in the Contract Documents and in ORS 279C.570.

Section 6. Prevailing Wages

This is a Contract for a Public Works Project, subject to ORS 279C.800 to 279C.870. Therefore, not less than the current applicable state prevailing wage must be paid on this Project. Wage rates for this Project are those published by the Oregon Bureau of Labor and Industries (BOLI), entitled "Prevailing Wage Rates for Public Works Contracts," effective July 5, 2025, and all subsequent amendments. The BOLI prevailing wage rate for public works contracts can be found at the following website: <http://www.oregon.gov/boli/employers/pages/prevailing-wage-rates.aspx>. Because this is a public works contract subject to payment of prevailing wages, each worker in each trade or occupation employed in the performance of the Work, either by Contractor, a subcontractor, or other person doing or contracting to do, or contracting for the whole or any part of the Work, must be paid not less than the applicable state prevailing wage for an hour's work in the same trade or occupation in the locality where such labor is performed, in accordance with ORS 279C.838 and 279C.840, if applicable. Contractor must comply with all public contracting wages required by law. If applicable, Contractor and any subcontractor, or their sureties, shall file a certificate of rate of wage as required by ORS 279C.845. If the City determines at any time that the prevailing rate of wages has not been or is not being paid as required herein, it may retain from the moneys due to Contractor an amount sufficient to make up the difference between the wages actually paid and the prevailing rate of wages and may also cancel the Contract for breach. Contractor shall be liable to the workers affected for failure to pay the required rate of wage, including

all fringe benefits under ORS 279C.840(5). If applicable, Contractor must include a contract provision in compliance with this paragraph in every subcontract and shall require each subcontractor to include it in subcontract(s).

See **Contractor's Responsibilities** below and other Contract Documents for additional requirements and responsibilities regarding compliance with wage and hour laws and regulations.

Section 7. Filing of Certified Statement

As required in ORS 279C.845(7), the City will retain twenty-five percent (25%) of any amount earned by Contractor under the Contract until Contractor has filed the certified statements required in ORS 279C.845(1). The City will pay to Contractor the amount withheld within fourteen (14) days after Contractor files the required certified statements. As required in ORS 279C.845(8), Contractor shall retain twenty-five percent (25%) of any amount earned by a first-tier subcontractor on the Project until the first-tier subcontractor has filed with the City the certified statements required in ORS 279C.845(1). Before paying any amount withheld, Contractor shall verify that the first-tier subcontractor has filed the certified statement. Within fourteen (14) days after the first-tier subcontractor files the required certified statement, Contractor shall pay the first-tier subcontractor any amount withheld. Contractor shall require all other subcontractors to file certified statements regarding payment of prevailing wage rates with the City.

Section 8. Reports to Department of Revenue

When a public contract is awarded to a nonresident bidder and the contract sum exceeds **Ten Thousand Dollars (\$10,000)**, Contractor shall promptly report to the Department of Revenue, on forms to be provided by the Department, the total contract sum, terms of payment, length of contract, and such other information as the Department may require, before the City will make final payment on the Contract.

Section 9. City's Rights and Responsibilities

9.1. The City will designate a Project Manager to facilitate day-to-day communication between Contractor and the City, including timely receipt and processing of invoices, requests for information, and general coordination of City staff to support the Project.

9.2. If applicable, the City will pay the required Bureau of Labor and Industries fee of one/tenth of one percent (0.1%) of the Contract Sum, or as required by statute.

9.3. The City reserves the right to reject any bid or to refuse delivery of materials or services at or from any manufacturer, supplier, or contractor with which the City has reasonable grounds to believe is or may be operating in violation of any local, state, or federal law or which is the subject of pending litigation.

9.4. If Contractor fails, neglects, or refuses to make prompt payment of any claim for labor or services furnished to Contractor or a subcontractor by any person in connection with the Contract as such claim becomes due, the City may, but shall not be obligated to, pay such claim to the person furnishing the labor or services and charge the amount of the payment against funds due or to become due Contractor by reason of the Contract. The payment of a claim in the manner authorized hereby shall not relieve Contractor or its surety from the obligation with respect to any unpaid claim. If the City is

unable to determine the validity of any claim for labor or services furnished, the City may withhold from any current payment due Contractor an amount equal to said claim until its validity is determined, and the claim, if valid, is paid by Contractor or the City. There shall be no final acceptance of the Work under the Contract until all such claims have been resolved.

9.5. Award of this Contract is subject to budget appropriation. Funds are approved for Fiscal Year 2025-26. If not completed within this fiscal year, funds may not be appropriated for the next fiscal year. The City also reserves the right to terminate this Contract early, as described in **Section 22**.

Section 10. City's Project Manager

The City's Project Manager is Martin Montalvo. The City shall give Contractor prompt written notice of any re-designation of its Project Manager.

Section 11. Contractor's Project Manager

Contractor's Project Manager is AJ Michaud. In the event that Contractor's Project Manager is changed, Contractor shall give the City prompt written notification of such re-designation. Recognizing the need for consistency and knowledge in the administration of the Project, Contractor's Project Manager will not be changed without the written consent of the City, which consent shall not be unreasonably withheld. In the event the City receives any communication from Contractor that is not from Contractor's Project Manager, the City may request verification by Contractor's Project Manager, which verification must be promptly furnished.

Section 12. Project Information

Except for confidential information designated by the City as information not to be shared, Contractor agrees to share Project information with, and to fully cooperate with, those corporations, firms, contractors, public utilities, governmental entities, and persons involved in the Project. No information, news, or press releases related to the Project, whether made to representatives of newspapers, magazines, or television and radio stations, shall be made without the written authorization of the City's Project Manager.

Section 13. Duty to Inform

If at any time during the performance of this Contract, Contractor becomes aware of actual or potential problems, faults, environmental concerns, or defects in the Project, Contract Documents, or Work, or any portion thereof; or of any nonconformance with federal, state, or local laws, rules, or regulations; or if Contractor has any objection to any decision or order made by the City with respect to such laws, rules, or regulations, Contractor shall give prompt written notice thereof to the City's Project Manager. Any delay or failure on the part of the City to provide a written response to Contractor shall neither constitute agreement with nor acquiescence to Contractor's statement or claim, nor constitute a waiver of any of the City's rights.

Section 14. Subcontractors and Assignments

14.1. Contractor shall not subcontract with others for any of the Work prescribed herein, assign this Contract, or assign any of Contractor's rights acquired hereunder without obtaining prior written

approval from the City, which approval may be granted or denied in the City's sole discretion. Any attempted assignment of this Contract without the written consent of the City will be void. Some Work may be performed by persons other than Contractor, provided Contractor advises the City of the names of such subcontractors and the services which they intend to provide, and the City specifically agrees, in writing, to such subcontracting. Contractor acknowledges such services will be provided to the City pursuant to a subcontract(s) between Contractor and subcontractor(s) and no privity of contract exists between the City and the subcontractor(s). In all cases, processing and payment of billings from subcontractors is solely the responsibility of Contractor. References to "subcontractor" in this Contract mean a subcontractor at any tier.

14.2. Contractor shall defend, indemnify, and hold the City harmless against any liability, cost, or damage arising out of Contractor's use of such subcontractor(s) and subcontractor's negligent acts, errors, or omissions. Unless otherwise agreed to, in writing, by the City, Contractor shall require that all of Contractor's subcontractors also comply with and be subject to the provisions of **Section 15**, below, and meet the same insurance requirements of Contractor under this Contract.

14.3. The City has the right to enter into other agreements for the Project, to be coordinated with this Contract. Contractor must cooperate with the City and other firms, engineers, or subcontractors on the Project so that all portions of the Project may be completed in the least possible time and within normal working hours. Contractor must furnish other engineers, subcontractors, and affected public utilities, whose designs are fitted into Contractor's design, detail drawings giving full information so that conflicts can be avoided.

Section 15. Contractor's Responsibilities

In addition to the obligations and responsibilities set forth in ORS 279C or any of the Contract Documents, Contractor agrees to the following terms and conditions:

15.1. Except as otherwise provided under ORS 30.265, the performance under this Contract is at Contractor's sole risk. All damages or loss to Work, equipment, or materials incurred during the performance of the Work shall be at Contractor's sole risk. Any injury to persons or property incurred during the performance of the Work shall be at Contractor's sole risk. The service or services to be rendered under the Contract are those of an independent contractor who is not an officer, employee, or agent of the City, as those terms are used in ORS 30.265. Notwithstanding the Oregon Tort Claims Act or provisions of any other contract, Contractor is acting as and assumes liability of an independent contractor as to claims between the City and Contractor. Contractor is solely liable for any workers' compensation coverage, social security, unemployment insurance or retirement payments, and federal or state taxes due as a result of payments under the Contract. Any subcontractor hired by Contractor shall be similarly responsible. Contractor shall be liable to the City for any failure of any subcontractor(s) to comply with the terms of the Contract.

15.2. Contractor is an independent contractor for all purposes and shall be entitled to no compensation other than the Contract Sum provided for under **Section 5** of this Contract. Contractor will be solely responsible for determining the manner and means of accomplishing the end result of Contractor's Work. The City does not have the right to control or interfere with the manner or method of accomplishing said Work. The City, however, will have the right to specify and control the results of Contractor's Work so such Work meets the requirements of the Project.

15.3. Contractor must make prompt payment for any claims for labor, materials, or services furnished to Contractor by any person in connection with this Contract as such claims become due. Contractor shall not permit any liens or claims to be filed or prosecuted against the City on account of any labor or material furnished to or on behalf of Contractor. If Contractor fails, neglects, or refuses to make prompt payment of any such claim, the City may pay such claim to the person furnishing the labor, materials, or services, and offset the amount of the payment against funds due, or to become due, to Contractor under this Contract. The City may also recover any such amounts directly from Contractor.

15.4. Contractor must comply with all Oregon and federal wage and hour laws, including BOLI wage requirements, if applicable. Contractor shall make all required workers' compensation and medical care payments on time. Contractor shall be fully responsible for payment of all employee withholdings required by law, including, but not limited to, taxes, including payroll, income, Social Security (FICA), and Medicaid. Contractor shall also be fully responsible for payment of salaries, benefits, taxes, and all other charges due on account of any employees. Contractor shall pay all contributions or amounts due the Industrial Accident Fund from Contractor or subcontractor incurred in the performance of this Contract. Contractor shall pay to the Department of Revenue all sums withheld from employees pursuant to ORS 316.167. All costs incident to the hiring of subcontractors or employees shall be Contractor's responsibility. Contractor shall defend, indemnify, and hold the City harmless from claims for payment of all such expenses.

15.5. No person shall be discriminated against by Contractor or any subcontractor in the performance of this Contract on the basis of sex, gender, race, color, creed, religion, marital status, age, disability, sexual orientation, gender identity, or national origin. Any violation of this provision shall be grounds for cancellation, termination, or suspension of the Contract, in whole or in part, by the City. Contractor shall comply with all federal, state, and local laws, regulations, executive orders, and ordinances applicable to the Contract or to the implementation of the Project. Without limiting the generality of the foregoing, Contractor expressly agrees to comply with the following laws, regulations, and executive orders to the extent they are applicable to the Contract or the implementation of the Project: (a) all applicable requirements of state civil rights and rehabilitation statutes, rules, and regulations; (b) Titles VI and VII of the Civil Rights Act of 1964, as amended; (c) Sections 503 and 504 of the Rehabilitation Act of 1973, as amended; (d) the Americans with Disabilities Act of 1990, as amended, and ORS 659A.142; (e) Executive Order 11246, as amended; (f) the Health Insurance Portability and Accountability Act of 1996; (g) the Age Discrimination in Employment Act of 1967, as amended, and the Age Discrimination Act of 1975, as amended; (h) the Vietnam Era Veterans' Readjustment Assistance Act of 1974, as amended; (i) all regulations and administrative rules established pursuant to the foregoing laws; and (j) all other applicable requirements of federal civil rights and rehabilitation statutes, rules, and regulations.

15.6. Contractor certifies that Contractor has not discriminated against minority, women, or small business enterprises in obtaining any subcontract.

15.7. Pursuant with ORS 279C.505(2), by execution of this Contract, Contractor agrees to have an employee drug testing program in place at the time of executing the Contract, acknowledges that such a program will be maintained throughout the Contract period, including any extensions, and shall demonstrate to the City that such drug testing program is in place. The failure of Contractor to have, or to maintain, such a drug-testing program is grounds for immediate termination of the Contract. Contractor shall require any subcontractor providing labor for the Project to also comply with this drug testing program requirement.

15.8. Contractor agrees that the City shall not be liable, either directly or indirectly, in any dispute arising out of the substance or procedure of Contractor's drug testing program. Nothing in this drug testing provision shall be construed as requiring Contractor to violate any legal, including constitutional, rights of any employee, including, but not limited to, selection of which employees to test and the manner of such testing. The City shall not be liable for Contractor's negligence in establishing or implementing, or failure to establish or implement, a drug testing policy or for any damage or injury caused by Contractor's employees acting under the influence of drugs while performing Work covered by the Contract. These are Contractor's sole responsibilities, and nothing in this provision is intended to create any third-party beneficiary rights against the City.

15.9. Contractor is solely responsible for ensuring that any subcontractor selection and substitution is in accordance with all legal requirements. The City shall not be liable, either directly or indirectly, in any dispute arising out of Contractor's actions with regard to subcontractor selection and/or substitution.

15.10. Contractor shall make payment promptly, as due, to all parties supplying to such Contractor labor or material for the prosecution of the Work provided for in the Contract Documents and shall be responsible for payment to such persons supplying labor or material to any subcontractor.

15.11. By execution of this Contract, as required by ORS 305.385(6), Contractor certifies under penalty of perjury that to the best of Contractor's knowledge, Contractor is not in violation of any tax laws described in ORS 305.380(4).

15.12. Contractor agrees that if Contractor or a first-tier subcontractor fails, neglects, or refuses to make payment to a person furnishing labor or materials in connection with this Contract within thirty (30) days after receiving payment from the City or a contractor, Contractor or the first-tier subcontractor shall owe the person the amount due plus interest charges commencing at the end of the ten (10) day period within which payment is due under ORS 279C.580(3)(a) and ending upon final payment, unless payment is subject to a good faith dispute as defined in ORS 279C.580. The rate of interest on the amount due shall be calculated in accordance with ORS 279C.515(2). The amount of interest may not be waived.

15.13. Contractor agrees that if Contractor or a subcontractor fails, neglects, or refuses to make payment to a person furnishing labor or materials in connection with this Contract, the person may file a complaint with the Construction Contractors Board, unless payment is subject to a good faith dispute as defined in ORS 279C.580.

15.14. Contractor shall make payment promptly, as due, to any party furnishing medical, surgical, hospital, or other needed care and attention, incident to sickness or injury, to the employees of Contractor, of all sums which Contractor agreed to pay or collected or deducted from the wages of employees pursuant to any law, contract, or agreement for the purpose of providing payment for such service.

15.15. Contractor and all subcontractors shall comply with the provisions of ORS 279C.540 pertaining to maximum hours, holidays, and overtime. With certain exceptions listed below, Contractor shall not require or permit any person to work more than ten (10) hours in any one (1) day, or forty (40) hours in any one (1) week, except in case of necessity, emergency, or where public policy requires it, and in such cases the person shall be paid at least time and a half for:

15.15.1. All overtime in excess of eight (8) hours in any one (1) day or forty (40) hours in any one (1) week when the work week is five (5) consecutive days, Monday through Friday; or

15.15.2. All overtime in excess of ten (10) hours in any one (1) day or forty (40) hours in any one (1) week when the work week is four (4) consecutive days, Monday through Friday; and

15.15.3. All work performed on the days specified in ORS 279C.540(1)(b) for public improvement contracts.

15.16. Contractor and all subcontractors shall comply with the provisions of ORS 279C.545 pertaining to time limitation on claims for overtime and requirements for posting circulars containing said provisions.

15.17. For personal/professional service contracts, as designated under ORS 279A.055, instead of 15.15.1, 15.15.2, and 15.15.3 above, a laborer shall be paid at least time and a half for all overtime worked in excess of forty (40) hours in any one (1) week, except for individuals under these contracts who are excluded under ORS 653.010 to 653.261 or under 29 USC §§ 201 to 209 from receiving overtime.

15.18. Contractor shall follow all other exceptions, pursuant to ORS 279B.235 (for non-public improvement contracts) and ORS 279C.540 (for public improvement contracts), including contracts involving a collective bargaining agreement, contracts for services, and contracts for fire prevention or suppression.

15.19. Contractor must give notice to employees who work on a public contract, in writing, either at the time of hire or before commencement of Work on the Contract, or by posting a notice in a location frequented by employees, of the number of hours per day and days per week that the employees may be required to work.

15.20. The hourly rate of wage to be paid by any Contractor or subcontractor to employed workers or other persons doing or contracting to do all or part of the work contemplated by a public contract shall be not less than the applicable wage required by law.

15.21. Contractor, its subcontractors, and all employers working under the Contract are subject employers under the Oregon Workers' Compensation Law and shall comply with ORS 656.017 and provide the required workers' compensation coverage, unless otherwise exempt under ORS 656.126. Contractor shall ensure that each of its subcontractors complies with these requirements.

15.22. In the performance of this Contract, Contractor shall comply with all applicable federal, state, and local laws, municipal codes, regulations, rules, and ordinances, including, but not limited to, those dealing with public contracts (ORS Chapter 279C) and with the prevention of environmental pollution and the preservation of natural resources (and avoidance of natural resource damages) in the performance of the Contract, including, but not limited to, ORS 279C.525. To the extent that known environmental and natural resource risks are specifically noted, shown, or specified in the Contract Documents or on the construction drawings, such risks are allocated to Contractor pursuant with

ORS 279C.525(8)(a). If new or amended statutes, ordinances, rules, or regulations are adopted, or Contractor encounters a condition not referred to in this Contract, not caused by Contractor, and that was not discoverable by reasonable site inspection which requires compliance with federal, state, or local laws, codes, or regulations dealing with the preservation of the environment, both the City and Contractor shall have all the rights and obligations set forth in ORS 279C.525.

15.23. Contractor shall be liable for any fine imposed against Contractor, the City, or the 'Project' as a result of a violation of any laws or permitting requirements by Contractor, or any of its subcontractors or their subcontractors, or any suppliers.

15.24. Pursuant to ORS 279B.055, Contractor shall use recyclable products to the maximum extent economically feasible, and in full conformance with the Contract Document Specifications, in the performance of the Work.

15.25. Contractor must maintain a City of Wilsonville or Metro business license at all times while performing Work under this Contract.

15.26. Contractor must maintain and provide proof of a statutory public works bond throughout the term of this Contract.

Section 16. Subcontractor Requirements

16.1. If subcontractors are permitted, Contractor's relations with subcontractors shall comply with ORS 279C.580. Pursuant with ORS 279C.580(3), each subcontract for property or services that Contractor enters into with a first-tier subcontractor, including a material supplier, for the purpose of performing a construction contract, shall include:

16.1.1. A payment clause that obligates Contractor to pay the first-tier subcontractor for satisfactory performance under the subcontract within ten (10) days out of such amounts as are paid to Contractor by the City under the public improvement contract; and

16.1.2. An interest penalty clause that obligates Contractor, if payment is not made within thirty (30) days after receipt of payment from the City, to pay to the first-tier subcontractor an interest penalty on amounts due in the case of each payment not made in accordance with the payment clause outlined in **Subsection 16.1.1** above. A contractor or first-tier subcontractor may not be obligated to pay an interest penalty if the only reason that the contractor or first-tier subcontractor did not make payment when payment was due is that the contractor or first-tier subcontractor did not receive payment from the City or Contractor when payment was due. The interest penalty period shall begin on the day after the required payment date and end on the date on which payment of the amount due is made and shall be computed at the rate specified in ORS 279C.515(2).

16.2. Contractor shall include in each subcontract, as a condition of performance of such contract, a provision requiring the first-tier subcontractor to include a payment clause and interest penalty clause, conforming to the standards set forth in **Subsections 16.1.1 and 16.1.2** above, in each of its subcontracts and requiring that the same clauses be included in any of the first-tier subcontractors' subcontracts with a lower-tier subcontractor or supplier.

16.3. Contractor shall certify that all subcontractors, as described in ORS 701.005(2), will be registered with the Construction Contractors Board or licensed by the State Landscape Contractors Board in accordance with ORS 701.035 or 701.026, respectively, before the subcontractors commence Work under the Contract.

16.4. In no event shall any subcontract be awarded to any person or entity debarred, suspended, or disqualified from federal, state, or municipal contracting.

16.5. Contractor shall include this Contract by reference in any subcontract and require subcontractors to perform in strict compliance with this Contract.

Section 17. Environmental Laws

17.1. Although the City is not aware of any of the following, before beginning construction, Contractor shall determine if there is any asbestos, lead paint, or other hazardous materials that will be removed or disturbed as a part of the Project. If disturbance or removal is required, Contractor will advise the City, in writing, and will provide the City with a detailed written supplemental Scope of Work concerning how such disturbance or removal will be accomplished and how materials, if any, will be disposed of, all in accordance with State and Federal environmental laws. Work required due to the finding of any such hazardous materials will require a written Change Order.

17.2. In compliance with the provisions of ORS 279C.525, the following is a list of federal, state, and local agencies, of which the City has knowledge, that have enacted ordinances or regulations dealing with the prevention of environmental pollution and the preservation of natural resources that may affect the performance of the Contract:

FEDERAL AGENCIES:

Forest Service
Defense, Department of
Environmental Protection Agency
Bureau of Sport Fisheries and Wildlife
Bureau of Land Management
Bureau of Reclamation
Occupational Safety and Health Administration
Coast Guard

Agriculture, Department of
Soil Conservation Service
Army Corps of Engineers
Interior, Department of
Bureau of Outdoor Recreation
Bureau of Indian Affairs
Labor, Department of
Transportation, Department of
Federal Highway Administration

STATE AGENCIES:

Environmental Quality, Department of
Forestry, Department of
Human Resources, Department of
Soil and Water Conservation Commission
State Land Board

Agriculture, Department of
Fish and Wildlife, Department of
Geology and Mineral Industries, Department of
Land Conservation and Development Commission
National Marine Fisheries Service (NMFS)
State Engineer
Water Resources Board

LOCAL AGENCIES:

County Courts
Port Districts
County Service Districts
Water Districts

City Council
County Commissioners, Board of
Metropolitan Service Districts
Sanitary Districts
Fire Protection Districts

This list may not be all-inclusive, and it is the responsibility of Contractor to know all applicable laws and to comply with them in the performance of this Contract.

17.3. Pursuant with ORS 279C.510(1), if this Contract calls for demolition work, Contractor shall salvage or recycle construction and demolition debris, if feasible and cost-effective.

17.4. Pursuant with ORS 279C.510(2), if this Contract calls for lawn or landscape maintenance, Contractor shall compost or mulch yard waste material at an approved site, if feasible and cost-effective.

17.5. Contractor shall be responsible for the immediate clean-up, remediation, reporting, and payment of fines, if any, related to the release of any hazardous substance or material by Contractor or any subcontractor.

Section 18. Indemnity

18.1. Indemnification. Contractor acknowledges responsibility for liability arising out of the performance of this Contract, and shall defend, indemnify, and hold the City harmless from any and all liability, settlements, loss, costs, and expenses in connection with any action, suit, or claim resulting or allegedly resulting from Contractor's negligent acts, omissions, errors, or willful or reckless misconduct pursuant to this Contract, or from Contractor's failure to perform its responsibilities as set forth in this Contract. The review, approval, or acceptance by the City, its Project Manager, or any City employee of documents or other work performed, prepared, or submitted by Contractor shall not be considered a negligent act, error, omission, or willful misconduct on the part of the City, and none of the foregoing shall relieve Contractor of its responsibility to perform in full conformity with the City's requirements, as set forth in this Contract, and to indemnify the City as provided above and to reimburse the City for any and all costs and damages suffered by the City as a result of Contractor's negligent performance of this Contract, failure of performance hereunder, violation of state or federal laws, or failure to adhere to the standards of performance and care described in **Subsection 18.2**. Contractor shall defend the City (using legal counsel reasonably acceptable to the City) against any claim that alleges negligent acts, omissions, errors, or willful or reckless misconduct by Contractor. As used herein, the term "Contractor" applies to Contractor and its own agents, employees, and suppliers, and to all of Contractor's subcontractors, including their agents, employees, and suppliers.

18.2. Standard of Care. In the performance of the Work, Contractor agrees to use at least that degree of care and skill exercised under similar circumstances by reputable members of Contractor's profession practicing in the Portland metropolitan area. Contractor will re-perform any Work not meeting this standard without additional compensation. Contractor's re-performance of any Work, even if done at the City's request, shall not be considered as a limitation or waiver by the City of any other remedies or claims it may have arising out of Contractor's failure to perform in accordance with the applicable standard of care of this Contract or within the prescribed timeframe.

Section 19. Insurance

19.1. Insurance Requirements. Contractor must maintain insurance coverage acceptable to the City in full force and effect throughout the term of this Contract. Such insurance shall cover all risks arising directly or indirectly out of Contractor's activities or Work hereunder. Any and all agents or subcontractors with which Contractor contracts for any portion of the Work must have insurance that conforms to the insurance requirements in this Contract. Additionally, if a subcontractor is an engineer, architect, or other professional, Contractor must require the subcontractor to carry Professional Errors and Omissions insurance and must provide to the City proof of such coverage. The amount of insurance

carried is in no way a limitation on Contractor's liability hereunder. The policy or policies maintained by Contractor shall provide at least the following minimum limits and coverages at all times during performance of this Contract:

19.1.1. Commercial General Liability Insurance. Contractor and all subcontractors shall obtain, at each of their own expense, and keep in effect during the term of this Contract, comprehensive Commercial General Liability Insurance covering Bodily Injury and Property Damage, written on an "occurrence" form policy. This coverage shall include broad form Contractual Liability insurance for the indemnities provided under this Contract and shall be for the following minimum insurance coverage amounts: The coverage shall be in the amount of **Two Million Dollars (\$2,000,000)** for each occurrence and **Three Million Dollars (\$3,000,000)** general aggregate and shall include Products-Completed Operations Aggregate in the minimum amount of **Two Million Dollars (\$2,000,000)** per occurrence, Fire Damage (any one fire) in the minimum amount of **Fifty Thousand Dollars (\$50,000)**, and Medical Expense (any one person) in the minimum amount of **Ten Thousand Dollars (\$10,000)**. All of the foregoing coverages must be carried and maintained at all times during this Contract.

19.1.2. Business Automobile Liability Insurance. If Contractor or any subcontractors will be using a motor vehicle in the performance of the Work herein, Contractor shall provide the City a certificate indicating that Contractor and its subcontractors have business automobile liability coverage for all owned, hired, and non-owned vehicles. The Combined Single Limit per occurrence shall not be less than **Two Million Dollars (\$2,000,000)**.

19.1.3. Pollution Liability Coverage. Contractor shall carry sudden and accidental and gradual release pollution liability coverage that will cover, among other things, any spillage of paints, fuels, oils, lubricants, de-icing, anti-freeze or other hazardous materials, or disturbance of any hazardous materials, as that term is defined under Oregon law, during the performance of this Contract. Contractor will be fully responsible for the cost of any clean-up of any released materials or disturbance, in accordance with Oregon Department of Environmental Quality ("DEQ") and Federal Environmental Protection Agency ("EPA") clean-up requirements. The coverage shall be in the amount of **Two Million Dollars (\$2,000,000)** for each occurrence and **Two Million Dollars (\$2,000,000)** general aggregate.

19.1.4. Workers' Compensation Insurance. Contractor, its subcontractors, and all employers providing work, labor, or materials under this Contract that are subject employers under the Oregon Workers' Compensation Law shall comply with ORS 656.017, which requires them to provide workers' compensation coverage that satisfies Oregon law for all their subject workers under ORS 656.126. Out-of-state employers must provide Oregon workers' compensation coverage for their workers who work at a single location within Oregon for more than thirty (30) days in a calendar year. Contractors who perform work without the assistance or labor of any employee need not obtain such coverage. This shall include Employer's Liability Insurance with coverage limits of not less than **Five Hundred Thousand Dollars (\$500,000)** each accident.

19.1.5. Insurance Carrier Rating. Coverages provided by Contractor and its subcontractors must be underwritten by an insurance company deemed acceptable by the City, with an AM Best Rating of A or better. The City reserves the right to reject all or any insurance carrier(s) with a financial rating that is unacceptable to the City.

19.1.6. Additional Insured and Termination Endorsements. The City will be named as an additional insured with respect to Contractor's liabilities hereunder in insurance coverages. Additional Insured coverage under Contractor's Commercial General Liability, Automobile Liability, Pollution Liability, and Excess Liability Policies, as applicable, will be provided by endorsement. Additional insured coverage shall be for both ongoing operations via ISO Form CG 2010 or its equivalent, and products and completed operations via ISO Form CG 2037 or its equivalent. Coverage shall be Primary and Non-Contributory. Waiver of Subrogation endorsement via ISO Form CG 2404 or its equivalent shall be provided. The following is included as additional insured: "The City of Wilsonville, its elected and appointed officials, officers, agents, employees, and volunteers." An endorsement shall also be provided requiring the insurance carrier to give the City at least thirty (30) days' written notification of any termination or major modification of the insurance policies required hereunder. Contractor must be an additional insured on the insurance policies obtained by its subcontractors performing any of the Work contemplated under this Contract.

19.1.7. Certificates of Insurance. As evidence of the insurance coverage required by this Contract, Contractor shall furnish a Certificate of Insurance to the City. This Contract shall not be effective until the required certificates and the Additional Insured Endorsements have been received and approved by the City. Contractor agrees that it will not terminate or change its coverage during the term of this Contract without giving the City at least thirty (30) days' prior advance notice and Contractor will obtain an endorsement from its insurance carrier, in favor of the City, requiring the carrier to notify the City of any termination or change in insurance coverage, as provided above.

19.2. Primary Coverage. The coverage provided by these policies shall be primary, and any other insurance carried by the City is excess. Contractor shall be responsible for any deductible amounts payable under all policies of insurance. If insurance policies are "Claims Made" policies, Contractor will be required to maintain such policies in full force and effect throughout any warranty period.

Section 20. Bonding Requirements

20.1. Payment and Performance Bonds. Contractor shall obtain a Payment Bond and a Performance Bond, each in a form acceptable to the City and from a surety acceptable to the City, and each in the full amount of the Contract Sum.

20.2. Maintenance/Warranty Bond. Contractor shall maintain a two (2) year Maintenance/Warranty Bond, in a form acceptable to the City and from a surety acceptable to the City, in the amount of ten percent (10%) of the Contract Sum.

20.3. Public Works Bond. Pursuant to ORS 279C.830(2), in addition to the Payment and Performance bonds, before starting work on this Contract or any subcontract hereunder, Contractor and all subcontractors, unless exempt under ORS 279C.836(4), (7), (8), or (9), must have on file with the Construction Contractors Board a public works bond with a corporate surety authorized to do business in the State of Oregon in the minimum amount of **Thirty Thousand Dollars (\$30,000)**. The bond must provide that the Contractor or subcontractor will pay claims ordered by the Bureau of Labor and Industries to workers performing labor upon public works projects. The bond must be a continuing obligation, and the surety's liability for the aggregate of claims that may be payable from the bond may

not exceed the penal sum of the bond. The bond must remain in effect continuously until depleted by claims paid under ORS 279C.836, unless the surety sooner cancels the bond. Contractor further certifies that Contractor will include in every subcontract a provision requiring a subcontractor to have a public works bond filed with the Construction Contractors Board before starting work on the Project, unless exempt under ORS 279C.836(4), (7), (8), or (9).

20.4. Bond Claims. Any notice of claim on a payment or performance bond or public works bond shall comply with the requirements of ORS 279C.605.

Section 21. Warranty

21.1. In addition to, and not in lieu of, any other warranties provided by various manufacturers and suppliers, Contractor fully warrants all Work and materials for a period of two (2) years from the date of Final Acceptance of the Work and shall make all necessary repairs and replacements to remedy, in a manner satisfactory to the City's Project Manager and at no cost to the City, any and all defects, breaks, or failures of the Work or materials occurring within two (2) years following the date of completion due to faulty or inadequate materials or workmanship. Repair of damage or disturbances to other improvements under, within, or adjacent to the Work, whether or not caused by settling, washing, or slipping, when such damage or disturbance is caused, in whole or in part, from activities of Contractor in performing Contractor's duties and obligations under this Contract, is also covered by the warranty when such defects or damage occur within the warranty period. The two (2) year warranty period shall, with relation to such required repair, be extended two (2) years from the date of completion of such repair.

21.2. If Contractor, after written notice, fails within ten (10) days to proceed to comply with the terms of this Section, the City may have the defects corrected, and Contractor and Contractor's surety shall be liable for all expense incurred. In case of an emergency where, in the opinion of the City's Project Manager, delay would cause serious loss or damage, repairs may be made without notice being given to Contractor, and Contractor or Contractor's surety shall pay the cost of repairs. Failure of the City's Project Manager to act in case of an emergency shall not relieve Contractor or Contractor's surety from liability and payment of all such costs.

21.3. Current State Law (ORS 12.135) provides for a ten (10) year period, from the time of Substantial Completion, as defined in ORS 12.135(4)(b), for the City to file a claim for repairs of defective Work due to Contractor's improper use of materials and/or workmanship, and Contractor agrees it is bound thereby.

Section 22. Early Termination; Default

22.1. This Contract may be terminated prior to the expiration of the agreed upon terms:

22.1.1. By mutual written consent of the parties;

22.1.2. By the City, for any reason, and within its sole discretion, effective upon delivery of written notice to Contractor by mail or in person. The City retains the right to elect whether or not to proceed with actual construction of the Project; or

22.1.3. By the City if Contractor breaches this Contract and fails to cure the breach within ten (10) days of receipt of written notice of the breach from the City.

22.2. If the City terminates this Contract in whole or in part, due to default or failure of Contractor to perform Work in accordance with the Contract, the City may procure, upon reasonable terms and in a reasonable manner, services similar to those so terminated. In addition to any other remedies the City may have, both at law and in equity, for breach of contract, Contractor shall be liable for all costs and damages incurred by the City as a result of the default by Contractor, including, but not limited to, all costs incurred by the City in procuring services from others as needed to complete this Contract. This Contract shall be in full force to the extent not terminated by written notice from the City to Contractor. In the event of a default, the City will provide Contractor with written notice of the default and a period of ten (10) days to cure the default. If Contractor notifies the City that it wishes to cure the default but cannot, in good faith, do so within the ten (10) day cure period provided, then the City may elect, in its sole discretion, to extend the cure period to an agreed upon time period, which agreed upon extension must be in writing and signed by the parties prior to the expiration of the cure period. Unless a written, signed extension has been fully executed by the parties, if Contractor fails to cure prior to expiration of the cure period, the Contract is automatically terminated.

22.3. If the City terminates this Contract for its own convenience not due to any default by Contractor, payment of Contractor shall be prorated to, and include the day of, termination and shall be in full satisfaction of all claims by Contractor against the City under this Contract.

22.4. Termination under any provision of this Section shall not affect any right, obligation, or liability of Contractor or the City that accrued prior to such termination. Contractor shall surrender to the City items of work or portions thereof, referred to in **Section 29**, for which Contractor has received payment or the City has made payment.

Section 23. Survival

Termination under **Section 22** shall not affect any right, obligation, or liability of Contractor or the City that accrued prior to such termination. In particular, **Sections 4.3, 14.2, 15.1, 15.4, 15.8, 15.9, 15.23, 17.5, 18, 20, 21, 22.2, 25, 27, 28, 29, 30, and 31** will survive the expiration of the term of this Contract, or termination of this Contract under **Section 22**. Contractor shall surrender to the City items of Work, or portions thereof, for which Consultant has received payment or the City has made payment.

Section 24. Suspension of Work

The City may suspend, delay, or interrupt all or any part of the Work for such time as the City deems appropriate for its own convenience by giving written notice thereof to Contractor. An adjustment in the time of performance or method of compensation shall be negotiated as a result of such delay or suspension, unless the reason for the delay was within Contractor's control. The City shall not be responsible for Work performed by any subcontractors after notice of suspension is given by the City to Contractor.

Section 25. Substantial Completion, Final Completion, and Liquidated Damages

25.1. Contractor's Project Manager and the City's Project Manager shall conduct a final inspection of the Project when Contractor believes the Work is substantially complete and create a

project corrections list (“Punch List”) of items to be completed before final payment will be made. Substantial Completion means that the Work is completed and the installed security systems are fully functional with only minor Punch List items remaining that do not significantly impact the installed security systems. Unless otherwise agreed to, in writing, by both parties, the Punch List items will be completed twenty (20) days thereof, and then a final walk-through will occur to confirm all Punch List items have been completed. Final payment will occur upon completion of all Punch List items (“Final Completion”) as determined by final acceptance by the City (“Final Acceptance”). Substantial Completion must occur on or before March 11, 2026, or liquidated damages will apply. The parties agree that delay damages can be significant but are often difficult to quantify and costly to litigate; therefore the Contractor and the City agree that the sums set forth below in **Subsections 25.3 and 25.4** shall apply as liquidated damages for every day the Project is not completed beyond the Substantial Completion and Final Completion dates.

25.2. The City and Contractor recognize that time is of the essence of this Contract and that the City will suffer financial loss and public detriment if the Work is not substantially completed within the time specified in the paragraph above, plus any extensions thereof granted, in writing, by the City. Both parties also recognize the delays, expenses, and difficulties involved in proving in a legal proceeding the actual loss suffered by the City if the Work is not substantially completed on time. Accordingly, instead of requiring any such proof, the City and Contractor agree that, as liquidated damages for delay (but not as a penalty), Contractor shall pay the City the amounts listed below for each and every day that expires after the time specified for Substantial and Final Completion.

25.3. Liquidated damages shall apply against Contractor and accrue to the City at the rate of **Eight Hundred Fifty-One Dollars (\$851.00)** for each day that expires after the time specified for Substantial Completion of all Work until the Work reaches Substantial Completion.

25.4. If Contractor shall neglect, fail, or refuse to complete the remaining Work on the Punch List by the Final Completion date of March 31, 2026, or any written extension thereof granted by the City, Contractor shall pay the City **Eight Hundred Fifty-One Dollars (\$851.00)** for each day that expires after the time specified above for the Work to reach Final Completion and be ready for final payment. Retainage will not be released before Final Completion is established.

25.5. The parties further agree that this amount of liquidated damages is a reasonable forecast of just compensation for the harm caused by any breach and that this harm is one which is impossible or very difficult to estimate. In addition to the liquidated damages above, Contractor shall reimburse the City for all costs incurred by the City for engineering, inspection, and project management services required beyond the time specified for Substantial Completion. Contractor shall also reimburse the City for all costs incurred for inspection and project management services required due to Punch List items not completed within the time allotted for Final Completion. If Contractor fails to reimburse the City directly, the City will deduct the cost from Contractor’s final pay request.

25.6. Contractor will not be responsible for liquidated damages or be deemed to be in default by reason of delays in performance due to circumstances beyond Contractor’s reasonable control, including, but not limited to, strikes, lockouts, severe acts of nature, or actions of unrelated third parties not under Contractor’s direction and control that would preclude any reasonable Contractor from performing the Work (“Force Majeure”). In the case of the happening of any Force Majeure event, the time for completion of the Work will be extended accordingly and proportionately by the City, in writing.

Poor weather conditions, unless extreme, lack of labor, supplies, materials, or the cost of any of the foregoing shall not be deemed a Force Majeure event.

Section 26. Contract Modification; Change Orders

Any modification of the provisions of this Contract shall not be enforceable or binding unless reduced to writing and signed by both the City and Contractor. A modification is a written document, contemporaneously executed by the City and Contractor, which increases or decreases the cost to the City over the agreed Contract Sum in **Section 5** of this Contract, or changes or modifies the Work described in the Contract Documents or the time for performance. In the event Contractor receives any communication of whatsoever nature from the City, which communication Contractor contends gives rise to any modification of this Contract, Contractor shall, within five (5) days after receipt, make a written request for modification to the City's Project Manager in the form of a Change Order. Contractor's failure to submit such written request for modification in the form of a Change Order shall be the basis for refusal by the City to treat said communication as a basis for modification or to allow such modification. In connection with any modification to this Contract affecting any change in price, Contractor shall submit a complete breakdown of labor, material, equipment, and other costs. If Contractor incurs additional costs or devotes additional time on Project tasks, the City shall be responsible for payment of only those additional costs for which it has agreed to pay under a signed Change Order. To be enforceable, the Change Order must describe with particularity the nature of the change, any delay in time the Change Order will cause, or any increase or decrease in the Contract Sum. The Change Order must be signed and dated by both Contractor and the City before the Change Order may be implemented.

Section 27. Dispute Resolution

In the event of a dispute concerning performance of this Contract, the parties agree to meet to negotiate the problem. If such negotiation fails, the parties will mediate the dispute using a professional mediator, and the parties will split the cost. If the dispute cannot be resolved in either of the foregoing ways within thirty (30) days, either party may file suit in Clackamas County Circuit Court. In the alternative, at the City's election, the parties may follow the dispute resolution procedures found in the Special Provisions.

Section 28. Access to Records

The City shall have access, upon request, to such books, documents, receipts, papers, and records of Contractor as are directly pertinent to this Contract for the purpose of making audit, examination, excerpts, and transcripts during the term of this Contract and for a period of four (4) years after termination of the Contract, unless the City specifically requests an extension. This clause shall survive the expiration, completion, or termination of this Contract.

Section 29. Property of the City

All documents, reports, and research gathered or prepared by Contractor under this Contract, including, but not limited to, spreadsheets, charts, graphs, drawings, tracings, maps, surveying records, mylars, modeling, data generation, papers, diaries, inspection reports, photographs, and any originals or certified copies of the original work forms, if any, shall be the exclusive property of the City and shall be delivered to the City prior to final payment. Any statutory or common law rights to such property held by

Contractor as creator of such work shall be conveyed to the City upon request without additional compensation.

Section 30. Notices

Any notice required or permitted under this Contract shall be in writing and shall be given when actually delivered in person or forty-eight (48) hours after having been deposited in the United States mail as certified or registered mail, addressed to the addresses set forth below, or to such other address as one party may indicate by written notice to the other party.

To City: City of Wilsonville
Attn: Martin Montalvo, Public Works Operations Manager
29799 SW Town Center Loop East
Wilsonville, OR 97070

To Contractor: R.A. Gray Construction, LLC
Attn: AJ Michaud
12705 SW Herman Rd
Tualatin, OR 97062

Mailing: PO Box 1000
Sherwood, OR 97140

Section 31. Miscellaneous Provisions

31.1. Integration. This Contract contains the entire and integrated agreement between the parties and supersedes all prior written or oral discussions, representations, or agreements. In case of conflict among these or any other documents, the provisions of this Contract shall control, and the terms most favorable to the City, within the City's sole discretion, will apply.

31.2. Legal Effect and Assignment. This Contract shall be binding upon and inure to the benefit of the parties hereto and their respective heirs, personal representatives, successors, and assigns. This Contract may be enforced by an action at law or in equity.

31.3. No Assignment. Contractor may not assign this Contract, nor delegate the performance of any obligations hereunder, unless agreed to in advance and in writing by the City.

31.4. Adherence to Law. This Contract shall be subject to, and Contractor shall adhere to, all applicable federal, state, and local laws (including the Wilsonville Code and Public Works Standards), including, but not limited to, laws, rules, regulations, and policies concerning employer and employee relationships, workers' compensation, and minimum and prevailing wage requirements. Any certificates, licenses, or permits that Contractor is required by law to obtain or maintain in order to perform the Work described in this Contract shall be obtained and maintained throughout the term of the Contract.

31.5. Governing Law. This Contract shall be construed in accordance with and governed by the laws of the State of Oregon, regardless of any conflicts of laws. All contractual provisions required by ORS Chapters 279A, 279B, 279C, and related Oregon Administrative Rules to be included in public

agreements are hereby incorporated by reference and shall become a part of this Contract as if fully set forth herein.

31.6. Jurisdiction. Jurisdiction and venue for any dispute will be in Clackamas County Circuit Court.

31.7. Legal Action/Attorney Fees. If a suit, action, or other proceeding of any nature whatsoever (including any proceeding under the U.S. Bankruptcy Code) is instituted in connection with any controversy arising out of this Contract or to interpret or enforce any rights or obligations hereunder, the prevailing party shall be entitled to recover attorney, paralegal, accountant, and other expert fees and all other fees, costs, and expenses actually incurred and reasonably necessary in connection therewith, as determined by the court or body at trial or on any appeal or review, in addition to all other amounts provided by law. If the City is required to seek legal assistance to enforce any term of this Contract, such fees shall include all of the above fees, whether or not a proceeding is initiated. Payment of all such fees shall also apply to any administrative proceeding, trial, and/or any appeal or petition for review.

31.8. Nonwaiver. Failure by either party at any time to require performance by the other party of any of the provisions of this Contract shall in no way affect the party's rights hereunder to enforce the same, nor shall any waiver by the party of the breach hereof be held to be a waiver of any succeeding breach or a waiver of this nonwaiver clause.

31.9. Severability. If any provision of this Contract is found to be void or unenforceable to any extent, it is the intent of the parties that the rest of the Contract shall remain in full force and effect, to the greatest extent allowed by law.

31.10. Modification. This Contract may not be modified except by written instrument executed by Contractor and the City.

31.11. Time of the Essence. Time is expressly made of the essence in the performance of this Contract.

31.12. Calculation of Time. Except where the reference is to business days, all periods of time referred to herein shall include Saturdays, Sundays, and legal holidays in the State of Oregon, except that if the last day of any period falls on any Saturday, Sunday, or legal holiday observed by the City, the period shall be extended to include the next day which is not a Saturday, Sunday, or legal holiday. Where the reference is to business days, periods of time referred to herein shall exclude Saturdays, Sundays, and legal holidays observed by the City. Whenever a time period is set forth in days in this Contract, the first day from which the designated period of time begins to run shall not be included.

31.13. Headings. Any titles of the sections of this Contract are inserted for convenience of reference only and shall be disregarded in construing or interpreting any of its provisions.

31.14. Number, Gender and Captions. In construing this Contract, it is understood that, if the context so requires, the singular pronoun shall be taken to mean and include the plural, the masculine, the feminine and the neuter, and that, generally, all grammatical changes shall be made, assumed, and implied to individuals and/or corporations and partnerships. All captions and paragraph headings used herein are intended solely for convenience of reference and shall in no way limit any of the provisions of this Contract.

31.15. Good Faith and Reasonableness. The parties intend that the obligations of good faith and fair dealing apply to this Contract generally and that no negative inferences be drawn by the absence of an explicit obligation to be reasonable in any portion of this Contract. The obligation to be reasonable shall only be negated if arbitrariness is clearly and explicitly permitted as to the specific item in question, such as in the case of where this Contract gives the City “sole discretion” or the City is allowed to make a decision in its “sole judgment.”

31.16. Other Necessary Acts. Each party shall execute and deliver to the other all such further instruments and documents as may be reasonably necessary to carry out this Contract in order to provide and secure to the other parties the full and complete enjoyment of rights and privileges hereunder.

31.17. Interpretation. As a further condition of this Contract, the City and Contractor acknowledge that this Contract shall be deemed and construed to have been prepared mutually by each party, and it shall be expressly agreed that any uncertainty or ambiguity existing therein shall not be construed against any party. In the event that any party shall take an action, whether judicial or otherwise, to enforce or interpret any of the terms of the contract, the prevailing party shall be entitled to recover from the other party all expenses which it may reasonably incur in taking such action, including attorney fees and costs, whether incurred in a court of law or otherwise.

31.18. Defined Terms. Capitalized terms not otherwise defined herein shall have the meaning given to them in the Specifications and Contract Documents.

31.19. Entire Agreement. This Contract, all documents attached to this Contract, and all Contract Documents and laws and regulations incorporated by reference herein, represent the entire agreement between the parties.

31.20. Counterparts. This Contract may be executed in one or more counterparts, each of which shall constitute an original Contract but all of which together shall constitute one and the same instrument.

31.21. Authority. Each party signing on behalf of Contractor and the City hereby warrants actual authority to bind their respective party.

The Contractor and the City hereby agree to all provisions of this Contract.

CONTRACTOR:

R.A. GRAY CONSTRUCTION, LLC

By: _____

Name: _____

As Its: _____

EIN/Tax I.D. No. _____

CITY:

CITY OF WILSONVILLE

By: _____

Name: _____

As Its: _____

APPROVED AS TO FORM:

By: _____

Name: _____

City of Wilsonville Legal Counsel

#26429-0

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CITY COUNCIL MINUTES

November 17, 2025, at 7:00 PM

Wilsonville City Hall & Remote Video Conferencing

CALL TO ORDER

1. Roll Call
2. Pledge of Allegiance

A regular meeting of the Wilsonville City Council was held at the Wilsonville City Hall beginning at 7:00 p.m. on Monday, November 17, 2025. The Mayor called the meeting to order at 7:00 p.m., followed by the roll call and the Pledge of Allegiance.

PRESENT

Mayor O'Neil
 Council President Berry
 Councilor Shevlin
 Councilor Cunningham
 Councilor Scull

STAFF PRESENT:

Amanda Guile-Hinman, City Attorney
 Andrea Villagrana, Human Resource Manager
 Bill Evans, Communications & Marketing Manager
 Bryan Cosgrove, City Manager
 Jeanna Troha, Assistant City Manager
 Kimberly Veliz, City Recorder
 Shasta Sasser, Library Director
 Zoe Mombert, Assistant to the City Manager

3. Motion to approve the following order of the agenda.

Motion: Moved to approve the following order of the Agenda.

Motion made by Councilor Berry, Seconded by Councilor Shevlin.

Voting Yea:

Mayor O’Neil, Council President Berry, Councilor Shevlin, Councilor Cunningham, Councilor Scull

Vote: Motion carried 5-0.

MAYOR'S BUSINESS

4. Upcoming Meetings (*Link to City Calendar: <https://www.wilsonvilleoregon.gov/calendar>*)

Thanksgiving

- The Mayor took a moment to talk about current economic times in the spirit of the holiday. The Mayor reported he heard from friends, family members, and neighbors at all income levels that times are tough right now. Prices are high, there’s uncertainty in the economy, and those who have been relying on extra food assistance through SNAP and other programs have been experiencing additional strain.
- The Mayor added that it was even more important to come together as a Wilsonville community this year in support of those in the most need. This Thanksgiving, as we give thanks for the meals on our table, the Mayor asked the audience to please consider seniors, families with children, those who may be houseless, and others on a fixed income who may be struggling.
- Some ways to get involved and support neighbors included:
 - Donating or volunteering with Wilsonville Community Sharing.
 - Contributing a new, unwrapped toy for a child or a stocking for a senior to the Wilsonville Community Center through December 8, 2025. Toys would be donated to local families with the help of the Wilsonville Family Empowerment Center; stockings will be given to homebound seniors through Clackamas County Compassion in Action.
 - In addition, many local nonprofits and businesses hosted their own food drives, toy drives, and other ways to get involved in the spirit of giving.

Clackamas State of the County

- On Wednesday, November 5, 2025, Councilor Cunningham, Councilor Shevlin, and the Mayor attended the Clackamas County State of the County. The Board of Commissioners shared updates on the county’s priorities, including transportation, childcare, and addiction recovery efforts. The Mayor was proud to say that Wilsonville got more shout-outs than any other city, a reflection of leadership and reinforcement that even though the City of Wilsonville was physically on the edge of the metro region, Wilsonville issues were regional issues.

Clackamas County Coordinating Committee (C4)

- On November 6, 2025, the Mayor attended the Clackamas County Coordinating Committee, C4, with Councilor Shevlin. This C4 meeting was different than usual, participants heard from City of Canby staff about their housing, transit, and economic development work. While Canby was different from Wilsonville in many respects, both cities shared similarities as well and it was valuable to hear how they approach issues.

Veteran's Day

- November 11, 2025, was Veteran's Day, a time to reflect and honor those who have served our country. Originally called Armistice Day to commemorate the signing of the Treaty of Versailles ending the First World War at 11:00 a.m. on November 11, 1918, it was expanded after World War II to honor all veterans.
- The Mayor was honored to speak at a Veteran's Day Ceremony in Town Center Park that included a memorial wreath presentation, the playing of Taps, and other ceremonial events. Councilor Shevlin was thanked for joining the Mayor for the wreath ceremony, and special thanks to David Penaflor, President of the Oregon Trail Chapter of the Korean War Veteran's Association, and the entire Korean War Veterans' Association, for their partnership to put on this event.

Diversity, Equity and Inclusion (DEI) Committee Fundraiser

- Pride Pin Fundraiser on November 19, 2025, at Lux Sucre with 10% of sales to fund the Pride Pin to be given away at the City's 2026 Pride Celebration.
-

Transgender Day of Remembrance

- November 20, 2025, was Transgender Day of Remembrance, a day to memorialize those who have been murdered because of transphobia. The day was founded to draw attention to the continued violence directed toward transgender people.

Leaf Drop-Off Day

- The City, in partnership with Republic Services, was hosting the annual leaf drop-off day on November 22, 2025, at the City Hall Parking lot, 29799 SW Town Center Loop E. Leaf collection improves roadway safety, prevents flooding, and improves aquatic habitat.
- Wilsonville residents were invited to drop leaves off, no other yard debris. Participants were asked to bag their leaves in large paper bags, available from local hardware stores, rather than plastic trash bags as the paper was recyclable and made handling easier for Republic Services staff. City Public Works staff would be on hand to assist residents.
- In lieu of a fee, the City encourages participants to bring a cash or check donation for Wilsonville Community Sharing to provide last-minute support for those in need before Thanksgiving.

Holiday Closures

- All City offices, including the Library, Community Center, and SMART Transit service, will be closed on Thursday, November 27, 2025, and Friday, November 28, 2025, in observance of Thanksgiving. SMART service will resume on Saturday, November 29, 2025.

Small Business Saturday Proclamation

- Small Business Saturday was set to take place on November 29, 2025. The annual celebration was part of a nationwide campaign aimed at encouraging residents to support local businesses by shopping locally. Situated between the major shopping holidays of Black Friday and Cyber Monday, Small Business Saturday served a different purpose. It reminded all of the importance of spending dollars locally, emphasizing that each dollar spent in a Wilsonville shop, restaurant, or service business stays closer to home. Local enterprises are vital to the community as they

create jobs, sponsor youth sports and community events, and actively participate in food and toy drives. They contribute to making Wilsonville a vibrant and welcoming place. The Mayor urged everyone to not only support local businesses on Small Business Saturday but throughout the holiday season and beyond, reinforcing the invaluable role these businesses play in sustaining the community's character and economy.

City Council Meeting

- The next City Council meeting was scheduled for Monday, December 1, 2025.

COMMUNICATIONS

5. Community Enhancement Project Update: Book Bike (*Friends of the Library*)

Shasta Sasser, Library Director along with Friends of the Library President Alan Steiger presented an update on the Book Bike project, which was funded through a Metro Community Enhancement grant.

The Library Director explained that the Book Bike was designed as a vehicle for outreach, allowing the Library to bring services to the community in a bikeable city. The project faced some challenges, including having to switch vendors midway, but was completed successfully.

Friends of the Library President Steiger detailed the budget for the project, which came in at \$11,598, slightly under the original budget of \$12,190. The Metro grant provided \$6,250, with the Friends of the Library covering the remainder. Additionally, the Friends committed \$3,000 for a storage shed for the bike.

The Library Director shared that the bike included features such as a table for a laptop, brochure holders, a chalkboard, and e-assist for navigating hills. Seven staff members were trained to properly ride the bike. Since its delivery in June 2025 the Book Bike had appeared at numerous community events including Party in the Park, Autumn Park apartments, Harvest Fest, the emergency preparedness fair, day cares, and the farmer's market.

Council members expressed appreciation for the project and asked about ways to support the Friends of the Library. It was explained that the Friends of the Library operated at the bookstore in the library, which was their sole fundraising effort, and that the group accepted donations of books, DVDs, CDs, and puzzles.

CITIZEN INPUT AND COMMUNITY ANNOUNCEMENTS

This is an opportunity for visitors to address the City Council on any matter concerning City's Business or any matter over which the Council has control. It is also the time to address items not on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizen input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

The following individuals provided public comments:

Eric Winters	Carl (Jay) Bidro	Susan Reep	Kyle Bunch
Brad Williams	Jeff Zundell	Andrew Engel	

COUNCILOR COMMENTS, LIAISON REPORTS AND MEETING ANNOUNCEMENTS

6. Council President Berry

Council President Berry shared she had been recovering from knee replacement surgery. The Council President then reported on the following meetings and events:

- Town Center Focus Group on November 14, 2025
- Tourism Promotion Committee on November 5, 2025

7. Councilor Cunningham

Councilor Cunningham reported on the following meetings and events:

- State of the Clackamas County Address on November 5, 2025
- Town Center Focus Group on November 14, 2025

In closing, Councilor Cunningham shared that Clackamas County resident Devon Dobek who went missing while hunting was found deceased. The Councilor then invited the audience to participate in a moment of silence to honor Devon Dobek.

8. Councilor Shevlin

Councilor Shevlin thanked the Public Works Department for their work keeping streets safe during the fall and winter months. The Councilor then reported on the following:

- State of the Clackamas County Address on November 5, 2025
- Clackamas County Coordinating Committee (C4) meeting on November 6, 2025
- Wilsonville Rotary Veteran's Breakfast on November 8, 2025
- Veterans Memorial Ceremony on November 11, 2025
- Charbonneau Emergency Management and Incident Command Drill on November 12, 2025

9. Councilor Scull

Councilor Scull reported that his primary focus had been participating in orientation sessions with City staff. Councilor Scull also reported meeting with consultant Richard Meyers from GMP HR regarding the city manager hiring process and would continue his onboarding with visits to the Library, Public Works, and Police Department.

Councilor Scull expressed appreciation to staff for their professionalism and dedication and thanked the many residents who served on the City's advisory boards, commissions, and committees.

In closing, Councilor Scull wished everyone a safe and happy Thanksgiving.

Councilor Scull submitted his written report which has been added to the record.

CONSENT AGENDA

The City Attorney read the title of the Consent Agenda items into the record.

10. Resolution No. 3224

A Resolution Of The City Of Wilsonville Authorizing The City Manager To Execute Modification No. 2 To The Tri-County Metropolitan Transportation District Of Oregon (TriMet) Subrecipient Agreement For Fiscal Years 2026 And 2027.

11. Minutes of November 3, 2025, City Council Meeting.

Motion: Moved to approve the Consent Agenda.

Motion made by Councilor Berry, Seconded by Councilor Scull.

Voting Yea:

Mayor O'Neil, Council President Berry, Councilor Shevlin, Councilor Cunningham, Councilor Scull

Vote: Motion carried 5-0.

NEW BUSINESS

12. Resolution No. 3226

A Resolution Adopting Hiring Standards, Criteria, And Policy Directives For The Employment Of A Public Officer.

Andrea Villagrana, Human Resource Manager shared that in the City Council packet there was a staff report and resolution to approve the adopting hiring standards, criteria, and policy directives for the employment of a public officer.

The Mayor read the title of Resolution No. 3226 into the record.

Motion: Moved to adopt Resolution No. 3226.

Motion made by Councilor Berry , Seconded by Councilor Shevlin.

Voting Yea:

Mayor O'Neil, Council President Berry, Councilor Shevlin, Councilor Cunningham, Councilor Scull

Vote: Motion carried 5-0.

CONTINUING BUSINESS

There was none.

PUBLIC HEARING

13. **Ordinance No. 900** -1st Reading (*Legislative Non-Land Use Public Hearing*)

An Ordinance Of The City Of Wilsonville Implementing An Administrative Warrants Process By Amending Chapter 1 Of The Wilsonville Code To Add Sections 1.100 Through 1.180.

The City Attorney read the title of Ordinance No. 900 into the record on first reading.

The Mayor provided the public hearing format and opened the public hearing at 8:04 p.m.

Amanda Guile-Hinman, City Attorney provided the staff report and PowerPoint, which has been made a part of the record.

The Mayor invited public testimony, seeing none the Mayor closed the public hearing on Ordinance No. 900 at 8:11 p.m.

The Mayor then requested a motion on Ordinance No. 900.

Motion: Moved to adopt Ordinance No. 900 on first reading.

Motion made by Councilor Berry, Seconded by Councilor Scull.

The Mayor and Councilor Shevlin voiced their support for Ordinance No. 900.

Voting Yea:

Mayor O'Neil, Council President Berry, Councilor Shevlin, Councilor Cunningham, Councilor Scull

Vote: Motion carried 5-0.

CITY MANAGER'S BUSINESS

Bryan Cosgrove, City Manager, reported that the Town Center Urban Renewal questionnaire had been live for about a week with 223 unique responses. The City Manager explained that the results would be presented at a City Council meeting in December 2025, along with a summary of the focus group findings.

The City Manager shared the City Charter required a Manager Pro Tem whenever the City Manager position becomes vacant. Based on the current recruitment schedule, the City would not hire a new City Manager before the current City Manager's retirement at the end of 2025. Therefore, the current City Manager expressed his willingness to serve as City Manager Pro Tem for a limited duration while the recruitment process continued.

The City Manager explained internal budget preparations began in December 2025, with department meetings occurring in January-February. 2026. Given the timing of the recruitment, and its impact on the internal budget development process, City Manager Cosgrove offered to serve as the interim City Manager through March 31, 2026 (or until a new City Manager is hired, whichever is first), to provide continuity of operations and stability during a time of change.

Council expressed support for this arrangement therefore Andrea Villagrana, Human Resource Manager, was directed to draft a short-term employment contract for Council's review and approval to be brought forth on December 15, 2025, City Council meeting.

LEGAL BUSINESS

There was none.

ADJOURN

The Mayor adjourned the meeting at 8:16 p.m.

Respectfully submitted,

Kimberly Veliz, City Recorder

ATTEST:

Shawn O'Neil, Mayor



CITY COUNCIL MEETING STAFF REPORT

Meeting Date: December 1, 2025		Subject: Ordinance No. 900 (Second Reading) An Ordinance of the City of Wilsonville Implementing an Administrative Warrants Process by Amending Chapter 1 of the Wilsonville Code to Add Sections 1.100 through 1.180 Staff Member: Amanda Guile-Hinman, City Attorney Tobin Montalbo, Legal Intern Department: Legal	
Action Required		Advisory Board/Commission Recommendation	
☒ Motion ☒ Public Hearing Date: November 17, 2025 ☒ Ordinance 1 st Reading Date: November 17, 2025 ☒ Ordinance 2 nd Reading Date: December 1, 2025 ☐ Resolution ☐ Information or Direction ☐ Information Only ☐ Council Direction ☐ Consent Agenda		☐ Approval ☐ Denial ☐ None Forwarded ☒ Not Applicable	
		Comments: N/A	
Staff Recommendation: Adopt, on second reading, Ordinance No. 900.			
Recommended Language for Motion: I move to adopt Ordinance No. 900 on second reading.			
Project / Issue Relates To:			
☒ Council Goals/Priorities: 2025-27 Council Goal No. 2: Public Safety; Strategy 2.5	☐ Adopted Master Plan(s):	☐ Not Applicable	

ISSUE BEFORE COUNCIL:

Consider proposed code provisions regarding administrative warrants (proposed Wilsonville Code Sections 1.100 through 1.180).

Staff Report – Ordinance No. 900, Administrative Warrants

EXECUTIVE SUMMARY:

Ordinance No. 900, and Exhibit A attached thereto, create a process for City staff to seek, obtain, and execute administrative warrants in Municipal Court.

An administrative warrant would grant City employees right of entry to private property for purposes such as engineering, public works, building inspections, and general nuisance inspection, investigation, removal, or abatement.

Clackamas County currently has a process in place to issue administrative warrants, which the Sheriff's Office utilizes in certain motor vehicle towing situations. However, this process is only available for law enforcement officers and county staff when there is cause to believe that a violation of County Code is occurring.

Currently, there is no process for staff to obtain administrative warrants to enter premises where probable cause exists of violations of provision(s) of the Wilsonville Code. For example, staff may receive a report from a community member about possible Wilsonville Code violations involving the removal of trees and development activity along the Willamette River embankment in a property owner's backyard, and staff may not have the legal ability to enter the site to confirm whether significant damage to protected areas is occurring.

An administrative warrant process for staff would have the following benefits:

- Allow for a clear and consistent process to investigate potential Wilsonville Code violations. Currently, staff may not enter into private property unless through an agreement with the property owner, or by seeking litigation (which can both time-consuming, lead to delayed responses to emergent situations, and costly).
- Provide staff with a tool in conducting required periodic inspections when owner/occupant consent is withheld.
- Fill the current gap between the County process and City needs for inspection, investigation, removal, and abatement of Wilsonville Code violations.

Below are highlights of the proposed Wilsonville Code provisions in Exhibit A to Ordinance No. 900.

- Grant the Municipal Court Judge authority to issue administrative warrants upon application by staff.
 - o A warrant shall be issued only upon reasonable suspicion of a Wilsonville Code violation, supported by affidavit.
 - o Cause for warrant shall be deemed to exist upon reasonable belief of a nonconformity with a health, public protection or safety ordinance or rule, or if an investigation is reasonably believed to be necessary in order to verify the condition of the location.
- Allow staff to seek, obtain, and execute administrative warrants in Municipal Court.
 - o In executing the warrant, the authorized person will make a reasonable effort to present credentials, authority, and purpose of the warrant to an occupant, unless at the time the location is unoccupied or believed to be abandoned.

- A warrant must be executed within ten (10) Business Days of issuance and returned to the Municipal Judge who issued it within ten (10) Business Days from its execution date, unless granted an extension by the same Judge.

Staff presented to the Council on this project at work session held on September 15 and November 3, 2025. Council generally indicated support for staff to move forward with draft code language to create an administrative warrant process. Staff made one clarification, including the word “probable” before “cause” in the provisions. This revision makes clear that the Municipal Judge will only issue an administrative warrant if probable cause exists.

EXPECTED RESULTS:

Adoption of an administrative warrant process will provide City officials with an additional tool when likely violations of the Wilsonville Code are occurring on private property. Administrative warrants will allow City staff, when other options are exhausted, to access sites to determine whether a violation is occurring, and to potentially stop or limit the occurrence of further damage to public infrastructure and preserved and sensitive areas. Adoption of this proposed code update will close existing gaps and promote the City’s ability to address code enforcement and public safety needs efficiently.

TIMELINE:

Council consideration of Ordinance No. 900, on first reading, at the Council’s November 17, 2025 Council meeting, and, on second reading, at its December 1, 2025 meeting. While the administrative warrant process, if adopted, will go into effect 30 days after adoption, this tool is part of the larger planned update to the City’s code enforcement processes, which is set to come before Council in 2026.

CURRENT YEAR BUDGET IMPACTS:

Since staff anticipates that administrative warrants will be utilized in rare circumstances, any potential budget impacts through time billed by the Municipal Judge and staff time to prepare the necessary documents, will be nominal.

With regard to the larger project of updating the Wilsonville Code provisions governing code enforcement, staff anticipates proposing code language that allows the City to seek reimbursement of costs to the City related to compliance/abatement processes.

COMMUNITY INVOLVEMENT PROCESS:

The Administrative Warrant information is provided on the City’s Public Safety – Code Enforcement project page on Let’s Talk, Wilsonville! There was not any community input provided at November 17, 2025 public hearing.

POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:

An administrative warrant process will improve the ability of City staff to respond to and mitigate violations of City Code in a timely manner. Establishing an administrative warrants process will provide Wilsonville staff with a clear, lawful and consistent process to gain right of entry when

necessary to enforce code requirements or conduct inspections.

ALTERNATIVES:

Continue to rely solely on the Clackamas County administrative warrant process, which is only available to the Sheriff's Office for violation of County Code.

CITY MANAGER COMMENT:

N/A

ATTACHMENTS:

1. Ordinance No. 900
 - A. Proposed City Administrative Warrant Code Provisions – 1.100 through 1.180

ORDINANCE NO. 900**AN ORDINANCE OF THE CITY OF WILSONVILLE IMPLEMENTING AN ADMINISTRATIVE WARRANTS PROCESS BY AMENDING CHAPTER 1 OF THE WILSONVILLE CODE TO ADD SECTIONS 1.100 THROUGH 1.180.**

WHEREAS, the City Council identified Public Safety in its 2025-27 Council Goals; and

WHEREAS, within the Public Safety Goal, Council set Strategy 2.5 to consider an administrative warrant process; and

WHEREAS, City Council desires an improvement of public safety measures, including an improvement of the ability of City officials to respond to and prevent the occurrence of damage to public infrastructure and preserved and sensitive areas; and

WHEREAS, a gap in Wilsonville Code exists in the lack of an administrative warrant process for City employees who may need right of entry for different purposes, such as engineering, public works, building inspections and general nuisance inspection, investigation, removal, and abatement; and

WHEREAS, City Council has determined that an administrative warrant process should be implemented.

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

Section 1. Findings. The above-stated recitals and the staff report accompanying this Ordinance are incorporated as the City Council's findings to support the consideration and adoption of this Ordinance.

Section 2. Chapter 1 of the Wilsonville Code is hereby amended to add Sections 1.100 through 1.180 as set forth in **Exhibit A** attached hereto and incorporated by reference herein.

Section 3. Effective Date. This Ordinance shall be declared to be in full force and effect thirty (30) days from the date of final passage and approval.

SUBMITTED by the Wilsonville City Council at a regular meeting thereof this 17th day of November 2025, and scheduled the second reading on December 1, 2025 commencing at the hour of 7:00 p.m. at the Wilsonville City Hall, 29799 SW Town Center Loop East, Wilsonville, Oregon.

Kimberly Veliz, MMC, City Recorder

ENACTED by the City Council on the ____ day of ____, 2025, by the following votes:

Yes: ____ No: ____

Kimberly Veliz, City Recorder

DATED and signed by the Mayor this ____ day of ____, 2025

Shawn O'Neil, Mayor

SUMMARY OF VOTES:

Mayor O'Neil

Council President Berry

Councilor Cunningham

Councilor Shevlin

Councilor Scull

EXHIBITS:

A. Wilsonville Code Sections 1.100 through 1.180

Exhibit A to Ordinance No. 900

Administrative Warrants

1.100 – Definitions.

For purposes of this Section, the following terms are defined as follows:

- (1) “Business Days” means days of the week excluding Saturdays, Sundays, and holidays observed by the City.
- (2) “City” means the City of Wilsonville, Oregon.
- (3) “City Manager” means the City of Wilsonville City Manager or designee.
- (4) “Code” or “Wilsonville Code” means the Code of Ordinances of the City of Wilsonville, Oregon.
- (5) “Municipal Judge” means the judicial officer described in Section 22 of the City of Wilsonville Charter and Section 2.140 of the Wilsonville Code or designee.
- (6) “ORS” means the Oregon Revised Statutes.

1.110 – Authorizing Municipal Judge.

The Municipal Judge is hereby authorized to issue administrative search warrants upon application by the City Manager, acting in the course of their official duties, whenever an inspection, investigation, removal, or Code violation abatement within any place is required or authorized by any City ordinance or regulation. An administrative warrant is an order, in writing, in the name of the City, signed by the Municipal Judge directed to the City Manager commanding the City Manager to conduct any inspection, investigation, removal, or abatement required or authorized by any provision of law. An administrative warrant shall not be deemed a warrant of arrest within the meaning of ORS Chapter 133.

1.120– Right of Entry.

- (1) The City Manager may enter property, including the interior of structures, at all reasonable times whenever an inspection is necessary to enforce any regulations of this Code, or whenever the City Manager has probable cause to believe that there exists in any structure or upon any property any condition which constitutes a violation of provisions of this Code.
- (2) In the case of entry into areas of property that are plainly enclosed to create privacy and prevent access by unauthorized persons, the following steps shall be taken.

- (a) The City Manager shall first make a reasonable attempt to locate the owner or other persons having charge or control of the property, present proper credentials and request entry.
- (b) If entry is refused or if the owner or other persons having charge or control of the property cannot be located, the City Manager may attempt to obtain entry by obtaining a warrant pursuant to this Section.

1.130 – Grounds for Issuance.

- (1) A warrant for inspection, investigation, removal or abatement purposes shall be issued only upon probable cause, supported by affidavit, particularly describing:
 - (a) The applicant's status in applying for the warrant hereunder;
 - (b) The Wilsonville Code provision, ordinance, or regulation requiring or authorizing the inspection, investigation, removal, or abatement;
 - (c) The location, building, and/or structure to be inspected, investigated, or entered;
 - (d) The purpose for which the inspection, investigation, removal, or abatement is to be made, including the basis upon which probable cause exists to inspect;
 - (e) The basis upon which probable cause exists to inspect, investigate, remove, or abate the violation; and
 - (f) In the case of removal or abatement, a statement of the general types and estimated quantity of items to be removed or conditions to be abated.
 - (g) In addition, the affidavit shall contain either a statement that entry has been sought and refused, that the property is unoccupied or not in the possession of any person or at the time reasonably believed to be unoccupied, or facts or circumstances reasonably showing that the purposes of the inspection, investigation, removal, or abatement might be frustrated if entry were sought without a warrant.
- (2) Probable cause shall be deemed to exist if:
 - (a) Reasonable legislative or administrative standards for conducting a routine, periodic, or area inspection or for removing and abating violations are satisfied with respect to any building or structure or upon any property; or
 - (b) An investigation is reasonably believed to be necessary in order to discover or verify the condition of the property for conformity with regulations; or

- (c) There is probable cause to believe that a violation exists for which removal or abatement is required or authorized by this Chapter.

1.140 – Procedure for Issuing Administrative Warrant.

- (1) Before issuing any warrant, the Municipal Judge may examine under oath the applicant and any other witness and must be satisfied of the existence of grounds for granting such application.
- (2) If the Municipal Judge is satisfied that probable cause for the inspection exists, the Municipal Judge shall issue a warrant particularly describing:
 - (a) The name and title of the person or persons authorized to execute the warrant;
 - (b) The property to be entered; and
 - (c) The purpose and any limitations of the inspection, investigation, or abatement.

The warrant shall contain a directive that it be executed on any day of the week between the hours of 8:00 a.m. and 6:00 p.m., or where the Municipal Judge has specially determined upon a showing that it cannot be effectively executed between those hours, that it be executed at any additional or other time of the day or night.

1.150 – Execution of Administrative Warrant.

- (1) Except as provided in subsection 2 of this Section, in executing a warrant on occupied property, the person authorized to execute the warrant shall, before entry, make a reasonable effort to present credentials, authority and purpose to an occupant or person in possession of the location designated in the warrant and show the warrant or a copy thereof upon request.
- (2) In executing a warrant on unoccupied property, the person authorized to execute the warrant need not inform anyone of the person's authority and purpose, as prescribed in Subsection 1 of this Section, but may promptly enter the designated location if it is at the time unoccupied or not in the possession of any person or at the time reasonably believed to be in such condition. A copy of the warrant shall be left in a conspicuous place if the property is unoccupied.
- (3) If any items are seized as specified by the warrant, a list of property taken shall be left in a conspicuous place.
- (4) A peace officer may be requested to assist in the execution of the administrative warrant.

- (5) An inspection pursuant to an administrative warrant shall not be made by means of forcible entry, except that the judge may, by an endorsement on the face of the warrant, expressly authorize execution of the warrant by forcible entry where the affidavit, or a supplemental affidavit after the warrant has once been issued, contains information sufficient to satisfy the judge that there are reasonable grounds to believe that any of the following situations exists:
- a. A probable violation of any of the provisions of this code which, if such violation in fact existed, would represent an immediate threat to health or safety; or
 - b. Where prior attempts to serve a warrant or obtain consent have met with refusal of the owner or occupant of the place described in the warrant; or
 - c. Where reasonable attempts have been made to secure the cooperation of the owner of the property described in the warrant, which property is unoccupied and entry cannot be gained except with such owner's cooperation or by force, and such cooperation has been refused or is not obtainable after reasonable efforts.
- (6) A warrant must be executed within ten (10) Business Days of its issue and returned to the Municipal Judge by whom it was issued within ten (10) Business Days from its date of execution, unless such Municipal Judge before the expiration of such time, by endorsement thereon, extends the time for five (5) Business Days. When the warrant is returned to the Municipal Judge, it must include a list of any and all items seized in the execution of the warrant. After the expiration of the time prescribed by this subsection, the warrant, unless executed, is void.

1.160 – Execution of Warrant by Forcible Entry.

- (1) In execution of a properly endorsed administrative warrant by forcible entry, any city official acting under the warrant shall be accompanied by a peace officer who shall execute the warrant as to the manner of gaining entry, and who shall stand by during the inspection to prevent any interference therewith.
- (2) In the execution of an administrative warrant by forcible entry the officer has the same power and authority, in all respects, to break open any door or window, to use all necessary and proper means to overcome any forcible resistance made to the officer or to call any other person to the officer's aid that the officer has in the execution or service of a warrant of arrest.

1.170 – Disposal of Seized Property.

The City Manager may cause any items removed pursuant to an abatement warrant to be disposed of in an approved manner whenever the City Manager, in their sole discretion, finds that the fair and reasonable value of the items at resale would be less than the cost of storing and

selling the items. In making the above determination, the City Manager may include in the costs of sale the reasonable cost of removing the items to a place of storage, of storing the items for resale, of holding the resale including reasonable staff allowances and all other reasonable and necessary costs of holding the sale.

1.180 – Severability.

The provisions of these Sections 1.100 through 1.170 are severable, and if any part of these Sections 1.100 through 1.170 should be held void by any court of competent jurisdiction, such invalidity shall not affect the remainder of Sections 1.100 through 1.170, and the remainder of Sections 1.100 through 1.170 shall remain in full force and effect.