WILSONVILLE
OREGON

PLANNING COMMISSION MEETING MINUTES

Draft PC Minutes were reviewed and approved at the June 8, 2022 PC Meeting.

May 11, 2022 at 6:00 PM
City Hall Council Chambers & Remote Video Conferencing

CALL TO ORDER - ROLL CALL

A regular meeting of the Wilsonville Planning Commission was held at City Hall beginning at 6:00 p.m. on Wednesday, May 11, 2022. Chair Heberlein called the meeting to order at 6:01 p.m., followed by roll call. Those present:

Planning Commission: Ronald Heberlein, Jennifer Willard, Kamran Mesbah, Aaron Woods, Breanne Tusinski, Olive Gallagher, and Andrew Karr

City Staff: Miranda Bateschell, Amanda Guile-Hinman, Kimberly Rybold, Matt Lorenzen, and Mandi Simmons

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was recited.

CITIZEN'S INPUT

This is an opportunity for visitors to address the Planning Commission on items not on the agenda. There was none.

ADMINISTRATIVE MATTERS

1.   Consideration of the April 13, 2022 Planning Commission Minutes

The April 13, 2022 Planning Commission Minutes were accepted as presented.

WORK SESSION

2.   Outreach Framework (Pauly)

Miranda Bateschell, Planning Director, noted Daniel Pauly was not available, so the project team would be presenting the Outreach Framework, which had taken form several years ago when she had presented findings from a survey report to the Commission. The demographics did not include much variety and a Commissioner had asked if the demographics represented the community at large. The answer was no, and the team set out to rectify that. The Town Center planning project employed a very robust outreach process, including surveys that requested demographic information. After determining which voices were missing in the process, Staff tried to go to them and get input to have a broader dialogue and more people involved who were often not heard from. On subsequent projects since then, the City has had very specific focus groups to do outreach with populations often not heard

from. Through its House Bill 2001 and housing variety work, the City received a specific grant for additional outreach to the Latinx community and had also launched the Diversity, Equity, and Inclusion (DEI) Committee to help with the City's more robust and inclusive outreach and engagement, among other duties. Through these different projects, the Planning Division had learned a lot of lessons, and had spent a lot of time and money for the Town Center project trying new things when some things did not work. Staff was still learning, and a lot of engagement still needed to be better, including sharing information and lessons learned with other City departments that do engagement. The project before Commission intended to be an inclusive outreach framework, capturing what had been learned, using consultants and doing additional research to determine what else could be done, and then capture that in a framework that could be replicated and used in different outreach efforts on multiple projects and different initiatives throughout various City departments.

Bill de la Cruz, De La Cruz Solutions, stated the consultant team would be sharing an early draft of a framework they had collaborated on with the City on some best practices and barriers to public engagement gleaned from City residents participating in focus groups. This was an opportunity to create a community engagement framework that could be used in any City department. The importance for community engagement was high and the diversity of voices was not always captured, so the team was hopeful the framework would provide the City with some clear tactics and strategies to gather those voices.

Pat Noyes, Pat Noyes & Associates, presented the Framework for Inclusive Engagement via PowerPoint, describing its purpose and benefits, and reviewing the features of effective engagement, the six-step process for engagement in public decision making, key considerations for designing the process, barriers to engagement, a menu of outreach activities, and next steps.
- Last night, the project team received valuable input from the DEI Committee on actions to address barriers to engagement, which was included in Attachment 2 on Page 32 of the meeting packet.

Four discussion questions presented for the Planning Commission's consideration and input were as follows: (Page 17 of the meeting packet)

 Framework for Inclusive Engagement (Attachment 1):
  1. Is there any portion of the framework you feel is incorrect or missing?
  2. What specific aspects of the framework could use further detail, guidance, and/or clarification?

 Barriers and Actions (Attachment 2):
  1. Are there any other barriers you would suggest adding to the Barriers and Actions outline?
  2. What additional ideas might you have to address listed barriers?

Comments and feedback from the Planning Commission were as follows with responses by the consultants to Commissioner questions as noted:
- A clarification was needed on Bullet 5, *Reduced long-term costs*, in the Benefits of Engaging the Public section (Page 19). Were these project specific, rework, or legal costs? The City could make projects more efficient with earlier community involvement and buy-in, in addition to reducing litigation costs. Expanding the scope of Bullet 5 was recommended. For instance, more public involvement would have saved the City litigation and rework costs for the bridge project over the waterway to Villebois.

- Under Principles for Effective Outreach (Page 20), a seventh bullet called, *Diverse and Representative,* could be added to the features of effective engagement. The overall goal was to make sure that engagement was diverse and representative of the community in its totality.
- What activities are the City of Wilsonville missing that other municipalities are using and not listed on Page 30?
  - Ms. Noyes noted Wilsonville had implemented a lot of good and progressive outreach activities and no fundamental activities were missing; however, the project team would evaluate and expand on the list of activities in the coming weeks. She believed that due to some particular nuances and applications, some variations could be added that have not been used in Wilsonville. (Page 30)
- In Identifying Key Stakeholders and Audiences (Page 24), Bullet 3 should be amended to state, "*How can we **identify and** engage the most affected community members from the beginning?*" since identifying the right stakeholders or the right affected community might be a challenge.
- Incorporating SMART into events could encourage citizens that could not physically attend meetings, as it was a free resource that encompassed the entire city. Event information could include how SMART could be used to get to meetings, for example.
- One important foundational piece was to have a clear definition of the terms "historically underrepresented groups" or "underrepresented communities" which was found throughout the document.
- A successful engagement would have as many stakeholders identified as part of the underrepresented group involved as possible and have some ambassadors or even community groups help reach out and encourage those apprehensive about participating to participate.
- Creating an open timeline and considering what the City was trying to accomplish and how the decision-making structure would drive the entire process was important.
- The City needed to identify who were the most affected community members.
  - It was important to work with the various organizations and communities that could help identify the key stakeholders and understand how to engage any unknown affected communities, because they might have closer relationships with them. Some individuals were apprehensive about being connected with anything government related.
  - Finding the best ways to access, identify, and engage with the underrepresented members of the community was also important.
- The draft framework looked intuitive and thorough, but needed more local flavor, adding more in-depth outreach activities specific to the city.
- Timing was not mentioned anywhere. There was a lot of skepticism and mistrust in the country right now around any kind of governmental or institutional organizations, as well as a feeling of being disenfranchised and questioning whether anyone's opinions mattered. When a person was asked to input in the process had a lot to do with whether they felt they could make a difference.
  - Therefore, the messaging and words used to get people excited and interested, and to feel that what they say is important need to convey that the City really does care and that their input matters. Making people feel that the City was creating an active and not a reactive process could be very useful to the City's success with public outreach.

- Ms. Noyes confirmed the timing involve when in the process the City would engage the public and clarified the intent was to engage from the very beginning with the definition of the problem.
- The public needed to know engagement was occurring at the beginning. The City needed to overcome the public's perception of power and control and ensure they knew the City valued their input and honestly needed them to be engaged from the beginning so the City could do a good job, rather than the City coming to them with a decision and just wanting feedback. This creates the perception that their input is powerless because a decision had already been made. The public should feel they could influence and input into something where their dreams could be reflected.
- The City's openness would be new to many citizens, especially the underserved communities, so it was important to consider the difficulty the City might encounter in getting those communities to participate.
  - Mr. de la Cruz agreed, adding that the framework's design was rooted in openly addressing any skepticism in a way that built transparency and trust, so the City was not only going through a process, but building community at the same time. Knowing that the Commission understood that was a key driver in terms of its leadership and the messaging.
- Being honest with people, verbalizing and acknowledging that the process was new, would be effective, as well as sharing that the new process was because the City recognized where outreach was not working and that certain communities had been left out.
- It was important to ask why the public doesn't show up for Community Input at Planning Commission's meetings. The actual verbal words chosen to present and communicate the framework to the community would be very important.
  - Mr. de la Cruz agreed the consistency of messaging was important. The project team had framed it as the City wanted to be responsive rather than reactive and to shift people's thinking and mindset about the process.
- In general, a rearguard defense approach for exclusive or top-down decision making had resulted in a general lack of healthy civic engagement in the community. In recommending the DEI Committee a couple years ago, the hope was that the DEI would start working on creating a broad civic discussion and engagement across the community. Expecting people to come to meetings was fine but having the Planning Commission go out and listen to the community had been mentioned several times.
- The project was headed in the right direction. Active engagement meant the timing of the engagement needed to be ahead of the issues coming up and building consensus on issues before a new project started, so that the community goals were well-discussed and there was some general unity around certain issues.
- Adding "representative" was preferred as a feature of effective engagement rather than "diverse and representative" as Wilsonville was not diverse. Unless, as part of diversity, the team started looking at those who are not in the community because they have been excluded. On occasion, there had been discussions about why certain minority groups were not seen as much in Wilsonville. Some long-term residents had said that perhaps minorities did not feel that Wilsonville

- was their kind of place, or it did not feel welcoming. That was a barrier. The City needed to understand why those groups were not here because diversity strengthened the community.
- Thirteen people were in the audience at a Task Force on Housing meetings and none provided input. After the sessions, they would tell Task Force members that they were not part of the community because they were homeless, and that the housing strategy was not doing anything for them. That was an excluded group. How could anyone know their perspective, because they did not feel they were a part of the Wilsonville community.
- The timeline would be an issue if the process took too long, making the goal unachievable. For example, the hearings and planning process for affordable housing taking a year would eliminate affordability because the developer was waiting a year to work and increasing costs would be added to the housing unit, rendering it unaffordable. It was prudent to streamline some City processes to not require hearings, as now seen in some of the Planning review processes, and minimize the time involved because it could be counterproductive to the goal.
- In Table 3, Application of Outreach Tools, engagement had not been checked for surveys and websites. Gamification of surveys and websites allowed participants to play with various metrics and design elements to come up with potential solutions, and that process was designed to show the unintended consequences of the participant's input, the assumptions that were made, and what was not workable. This approach created engagement because it created real problem solving, and some bigger cities were using it. While Wilsonville might not have the resources for that, both surveys and websites could be designed to create engagement.
- Adding a dashboard or infographic on the City's website was suggested to make any data and information about a particular project available, so the public could access and manipulate to check out the viability of different options. This would be a first step in identifying some input devices that could be used. The City had already started to collect a lot of the data that would go into a City dashboard.
- The biggest engagement barriers were predominantly time and awareness. While there were trust issues, the responses heard were, "I didn't know you wanted my feedback" and "Oh, I knew that, but I just didn't have time." How could the City compete with everybody else for citizens' limited resource of time?
  - Ideas included posting QR codes in the Boones Ferry Messenger and in each SMART bus and bus stop for people to scan while they were waiting to promote the City's need for feedback. People could do surveys and provide feedback right then.
  - Everyone was looking forward to in person community activities returning and the City could have a table where people could come up and ask questions of Planning Commissioners, for example. The QR code could also be available for people to scan and complete right away. Being at in-person events like the farmers market and Art in the Park would the Commissioners more accessible because they would be right alongside the citizens.
- Similar to the Library SMART bus, the Planning Commission could have a bus that visited targeted neighborhoods with specific information and encourage children, youth, and other residents to get involved in workshops, hands on projects, etc.
  - Having contests for kids was suggested, such as around what they would want their neighborhood to look like when they grew up.

- The Outreach Framework should be a living document to be updated as the City learned what methods of engagement did and did not work well after a major project, especially in specific parts of the community.
  - Mr. de la Cruz noted part of the approach to the process and the Framework was rooted in Ron Heifetz work on adaptive leadership, looking at the Framework from an adaptive perspective with the basic premise that not one person held the answer and yet, the answers were out within the community. How should the City push the conversation out in terms of being very inquisitive? Process of it was to implement, assess, and adapt, so the whole Framework was designed around the learning process where implemented steps were immediately assessed to see what hit or missed the mark and what needed to be changed. Right away, that process would be able to be tweaked until the sweet spot in each area was found, knowing they would always change because the diversity and importance of each project would change based on the communities impacted. One impact the process would have to shift the thinking about how to become more adaptive in approaching the work, especially around community engagement.
- Make sure the menu of outreach activities had been successful in the past, specifically within Wilsonville and its key demographics, such as the engagement ideas and events used with the Town Center Plan, so that when other engagement projects were needed, the City already knew what might work depending on the group it was trying to reach.
- One barrier to engagement was making sure the people were heard in the process. At various City meetings, there tended to be specific people who were comfortable being vocal and were willing to step up and provide comment. The framework should emphasize that a barrier to engagement was making sure people were comfortable speaking up and ensuring everyone had their time to speak without being dominated by those who were not afraid to speak up.
- Having consistent engagement throughout the process would be ideal. Getting people hooked at the start and finding a way to keep them involved throughout the process will result in those people having a deeper understanding of the issue, and they could help inform their neighbors and peers about what was happening. They could be a spokesperson and provide facts when they hear misinformation. It would also be a way to get some good feedback from the community.
- On Step 3 of the six-step process for engagement (Slide 6), "Brainstorm alternative solutions to the problem" seemed to imply that solutions had already been defined and now, new solutions were being sought. "Brainstorm ~~alternative~~ *potential* solutions to the problem" was suggested to avoid giving the impression that more or alternative solutions were also needed.
- Speaking at a meeting can be very intimidating and people need to feel that they are in a safe environment and feel comfortable telling someone that something really bothered them or that they were unaware of a particular item or topic. Creating a place where people could talk with a Planning Commissioner one-on-one was a good idea to allow people to share their ideas and concerns since they would never come to a meeting at City Hall.
  - Having the Commissioners more accessible to the public would make outreach easier in the long run.

Mr. de la Cruz appreciated the Commission's feedback and confirmed the project team had received the input they needed and would work with Staff to begin building out the Framework with the DEI Committee's and Commission's input.

Ms. Noyes added she had a lot of ideas on how to edit and include the Commission's input.

INFORMATIONAL

3. Town Center Infrastructure Funding Plan and Urban Renewal Strategic Plan Update (Rybold & Lorenzen)

Miranda Bateschell, Planning Director, noted most of the Commissions were involved in developing the Town Center Plan, which was a multi-year effort involving a lot of public engagement. A large portion of the goals and elements of the Plan related to the infrastructure required to create a more walkable, multi-modal accessibility framework and the community gathering places envisioned to foster community in Town Center. Several items had been implemented since the Town Center Plan was adopted, including adopting projects into the Transportation System Plan (TSP). The Infrastructure Funding Plan would address questions about building and funding the infrastructure projects that were needed. The other element before the Commission was the Urban Renewal Strategic Plan Update which was occurring at the same time.

Kimberly Rybold, Senior Planner, presented the Town Center Infrastructure Funding Plan and Urban Renewal Strategic Plan Update via PowerPoint, highlighting the information provided in the Staff report, reviewing the related implementation strategies from the Town Center Plan, the interrelationships between both Plan projects and the timelines expected for each Plan's completion.

Matt Lorenzen, Economic Development Manager, briefly explained how urban renewal worked and was used to finance projects within a defined area or urban renewal district. (Slide 3) He also highlighted the work of the Urban Renewal Task Force, which would discuss the potential for using urban renewal funding and creating a new district for funding infrastructure projects in Town Center.

Comments and feedback from the Planning Commission was as follows with responses to questions by Staff as noted:
- Had the Urban Renewal Task Force meetings yielded any information that would help the Commission understand what Staff was seeing and dealing with so far?
    - Mr. Lorenzen noted Commissioner Karr was the Planning Commission's liaison on the Urban Renewal Task Force. To date, the meetings involved a retrospect on the City's nearly historic urban renewal districts, the West Side and East Side Plans, which were both nearing their sunset days, as well as the Coffee Creek Industrial Area Urban Renewal Plan, which was in its infancy and would continue, and the Wilsonville Investment Now (WIN) Zone Program, an economic development incentive program.
        - The Task Force had studied project performance and lessons learned from the two plans winding down, and also considered the timing, which was critical for investments in urban renewal. The most recent meeting had focused on how the Coffee Creek and WIN plans might be modified in the future, and the third meeting on May 23rd would be the first opportunity to start looking into the future. In the two meetings held so far, at no

        prompting of Staff, some Task Force members had raised the Town Center as an area of high interest for urban renewal investment.

- Commissioner Karr stated he was a proponent of the City of Wilsonville's urban renewal because it was very well managed. The two plans coming to completion had been highly successful and had resulted in some incredible projects that allowed the City to have grown to its current size without much pain. The City had been very well managed in its capital improvement projects, and urban renewal had been a great funding source. He liked the fact that the Town Center infrastructure funding was in concert with urban renewal because it would be a primary source of funding, and he was pleased they were being considered together.
- The City had done a good job and some key learning had resulted from the sunsetting districts, where a lot of development had occurred.
- Commissioner Karr added a challenge that other cities faced with urban renewal was the incremental taxing restrictions on the city. The schools, fire department, and police who used funds from tax financing had been open to the success of the City's past urban renewal, and the City had their buy-off for more urban renewal projects. The State of Oregon was trying to squash Tax Increment Financing (TIF), but Wilsonville could be held up as a success on how TIF had permitted the city's growth without harming those that needed the tax revenue.
  - Mr. Lorenzen added urban renewal had been a topic of conversation historically among Oregon legislative bodies as a point of controversy. However, the Oregon Economic Development Association (OEDA) and its former sister organization had invested considerable energy and resources in building back stronger relationships with taxing districts which had previously not been big proponents of urban renewal, and they had been successful. There was not much energy to end urban renewal, which had not always been the case. In the last year or two, there had been good progress in mending relationships with some taxing districts.
- Mr. Lorenzen noted the work being done with the Urban Renewal Strategy dovetailed with the Planning and Engineering Divisions' work with the financing plan for infrastructure needs.
- Urban renewal was key to the Town Center's infrastructure development and infrastructure investments were needed as a catalyst to kick start the projects. Using a thoughtful process to clearly identify the highest project priorities to kick start the development would be important.
- The short, medium, and long timelines on the actions were good, but more work was needed to make sure which made the most sense to start the development.
- The estimated cost for infrastructure was $100 million, which was a huge number. Seeing a breakdown of the funding would be interesting, as well as how the project team saw the phasing of the infrastructure plans coming to fruition.
- The breakdown should include how much was expected to come from system development charges (SDCs), the federal government, urban renewal and any other funding mechanisms to get a better idea of what the Infrastructure Funding Plan would look like moving forward from a funding perspective.
  - Ms. Rybold responded as Staff moved into developing the strategies some of that information would be provided in the next meeting's packet.

  4.   City Council Action Minutes (April 4 & 18, 2022) (No staff presentation)

Miranda Bateschell, Planning Director, noted the announcement in Council's April 4th minutes that Amanda Guile-Hinman as the new City Attorney. She briefly highlighted Ms. Guile-Hinman prior history with the City, adding everyone was glad to have her back at the City.

The Commissioners welcomed Ms. Guile-Hinman and introduced themselves, briefly noting a fun fact about themselves.

5. 2022 PC Work Program (No staff presentation)

Miranda Bateschell, Planning Director, stated the renovation work at the front counter in City Hall was still ongoing, so she was uncertain whether the Commission would be meeting in person in July.

ADJOURNMENT

Commissioner Wood moved to adjourn the regular meeting of the Wilsonville Planning Commission at 7:40 p.m. Commissioner Willard seconded the motion, which passed unanimously.

Respectfully submitted,

By Paula Pinyerd of ABC Transcription Services, LLC. for
Mandi Simmons, Planning Administrative Assistant