

**Study Session**

**SS**

**Milwaukie City Council**

**COUNCIL STUDY SESSION**

Zoom Video Conference  
www.milwaukieoregon.gov

**REVISED AGENDA****OCTOBER 13, 2020****(Revised October 9, 2020)**

**Video Meeting:** due to the governor’s “Stay Home, Stay Healthy” order, the City Council will hold this meeting through Zoom video meetings. The public is invited to watch live on the [city’s YouTube channel](#), Comcast Cable channel 30 in city limits, or by joining the Zoom webinar (visit <https://www.milwaukieoregon.gov/citycouncil/city-council-study-session-110> for details). **This meeting will be broadcast live.** (Broadcast information updated; **this meeting will be broadcast live**).

**Written comments** may be submitted by email to [ocr@milwaukieoregon.gov](mailto:ocr@milwaukieoregon.gov). Council may take limited verbal comments. **To speak during the meeting**, see the Zoom webinar login information (see meeting page link above).

**Note:** agenda item times are estimates and are subject to change.

**Page #**

- |  |           |
|--|-----------|
| <b>1. Council Goal: Housing - Update (5:15 p.m.)</b><br>Staff: Leila Aman, Community Development Director  | <b>1</b>  |
| <b>2. Council Goal: Community Engagement - Update (6:15 p.m.)</b><br>Staff: Kelly Brooks, Assistant City Manager, and<br>Jason Wachs, Community Engagement Coordinator | <b>13</b> |
| <b>3. Adjourn (7:15 p.m.)</b>  |           |

**Meeting Accessibility Services and Americans with Disabilities Act (ADA) Notice**

The city is committed to providing equal access to public meetings. To request listening and mobility assistance services contact the Office of the City Recorder at least 48 hours before the meeting by email at [ocr@milwaukieoregon.gov](mailto:ocr@milwaukieoregon.gov) or phone at 503-786-7502. To request Spanish language translation services email [espanol@milwaukieoregon.gov](mailto:espanol@milwaukieoregon.gov) at least 48 hours before the meeting. Staff will do their best to respond in a timely manner and to accommodate requests. Most Council meetings are broadcast live on the [city’s YouTube channel](#) and Comcast Channel 30 in city limits.

**Servicios de Accesibilidad para Reuniones y Aviso de la Ley de Estadounidenses con Discapacidades (ADA)**

La ciudad se compromete a proporcionar igualdad de acceso para reuniones públicas. Para solicitar servicios de asistencia auditiva y de movilidad, favor de comunicarse a la Oficina del Registro de la Ciudad con un mínimo de 48 horas antes de la reunión por correo electrónico a [ocr@milwaukieoregon.gov](mailto:ocr@milwaukieoregon.gov) o llame al 503-786-7502. Para solicitar servicios de traducción al español, envíe un correo electrónico a [espanol@milwaukieoregon.gov](mailto:espanol@milwaukieoregon.gov) al menos 48 horas antes de la reunión. El personal hará todo lo posible para responder de manera oportuna y atender las solicitudes. La mayoría de las reuniones del Consejo de la Ciudad se transmiten en vivo en el [canal de YouTube de la ciudad](#) y el Canal 30 de Comcast dentro de los límites de la ciudad.

**Executive Sessions**

The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.

**COUNCIL STAFF REPORT**

**To:** Mayor and City Council  
Ann Ober, City Manager

**From:** Leila Aman, Community Development Director

**Subject:** **Milwaukie Housing Affordability Strategy Update**

**Date Written:** Oct. 2, 2020

**ACTION REQUESTED**

Council is asked to receive an update on the Milwaukie Housing Affordability Strategy (MHAS), provide feedback, discuss the status of the city's housing emergency and renter protections, and to ask clarifying questions, if any.

**HISTORY OF PRIOR ACTIONS AND DISCUSSIONS**

**July 17, 2018:** The MHAS was adopted by [Resolution 62-2018](#)

**December 18, 2018:** Staff updated Council on MHAS implementation.

**September 3, 2019:** Staff updated Council on MHAS implementation.

**ANALYSIS**

Progress has been made on both the short and long-term actions outlined in MHAS. A list of MHAS work completed to date is provided in Attachment 1: MHAS Matrix. Listed below are some highlights from the last year.

**Goal 1: Develop New Affordable Units.**

*Action 1.1 Explore program(s) for affordable housing through the existing construction excise tax (CET).*

- The CET Affordable Housing Grant Program provides grants to developers building new housing units that will provide affordable housing to people earning between 80-120% of the area median income (AMI) for a period of at least five years. Over the last year, staff convened a community-based CET Oversight Group (CETOG) to gather input on selection criteria, marketing, and outreach for the program. Staff used this input to develop program criteria, administrative procedures, a program website, program guidelines, application materials, and a grant agreement. These materials are currently in the process of being completed.
- Staff are currently working on developing an inspection and compliance monitoring process. It was originally anticipated that the county would provide compliance monitoring, but the county is no longer able to provide that support. Staff are working with Northwest Housing Alternatives (NHA) to develop an inspection and compliance monitoring process. Once this process is finalized, the CET Affordable Housing Grant Program will be officially launched.

***Action 1.3 Explore incentivizing the development of affordable units through a local property tax exemption or other form of tax alleviation.***

- The city implemented a vertical housing tax abatement program in 2017. The first project to receive the vertical housing tax was certified this year and a second project has received preliminary approval.
- Staff researched and facilitated informational discussions for the adoption of local tax exemption for non-profit organizations that provide affordable housing.

***Actions 1.4 Create an internal culture that is friendly to developers.***

- Staff is preparing a streamlined permitting process for affordable housing.
- Community development staff regularly provide input on land use applications when appropriate.
- Building and planning staff regularly meet and often beat review timelines and take a proactive customer-first approach to service.

***Action 1.6 Develop public lands policy that supports the goal of increasing affordable housing while improving workforce development opportunities for construction workers.***

- In negotiations for the Coho Point at Kellogg Creek Project, the city ensured that 10% of the units, or a total of 23 bedrooms, would be designated for income restricted housing at 80% of the AMI.
- Staff are continuing to explore public-private partnerships to build affordable housing on city owned properties including Coho Point, the Sparrow Street site, and eventually the Harrison and Main lot.

***Action 1.8 Explore right-sizing parking requirements for ADU's, cottage clusters, tiny homes, etc.***

- Council took action to remove off-street parking and owner-occupancy requirements as required by Oregon House Bill 2001.
- Staff are working on developing a housing code that will further explore residential parking requirements.

***Action 1.9 Explore incentivizing/encouraging Accessory Dwelling Unit (ADU) and cottage cluster development. ADUs can provide an income stream for existing homeowners, increase the supply of affordable housing, and increase opportunities for residents to remain in their neighborhoods as their needs change.***

- Staff are managing the ADU System Development Charge (SDC) Waiver Pilot Program.

***Action 1.14.1 Be prepared to move forward with code/zoning changes that the housing element of the comprehensive plan will recommend in 2019.***

- The City had a consultant in place when the plan was adopted and is actively advancing this work. Staff expect to bring draft code work to City Council in June of 2020.

**Goal 2. Preventing Displacement and Keep Affordable Units Affordable**

***Action 2.2 Partner with nonprofit organizations and housing agencies to fund the purchase of existing, affordable multifamily housing to preserve it long term.***

- Staff have been actively meeting with non-profit developers and continue to engage with the Housing Authority of Clackamas County (HACC) and other partners on issues related to affordable housing.

***Action 2.3 Consider developing an affordable housing trust fund or partnering with the County's efforts.***

- The city will use the CET fund to help offset development fees for new construction and building rehabilitation through a grant program that will require units to remain affordable for a minimum of five years.

***Action 2.5 Adopt policies to mitigate the impact of rental displacement. Explore a relocation assistance ordinance or similar type of tenant assistance policy.***

- Council approved the renewal of the city's renter protection measures to prevent displacement for no-cause evictions.
- Staff shared eviction moratorium information with renters and provided email updates to local businesses registered as landlords. Staff also updated resources listed on the city's housing and COVID-19 pandemic resources webpages.
- The city partnered with NHA to provide low-income renters with emergency housing grants during the pandemic.

***Action 2.8 Partner with Clackamas Housing Authority to support new affordable units for Milwaukie renters.***

- The city assisted HACC in communicating information about the Hillside Park and Manor Master Plan project.

**Goal 3. Connect People to Existing Affordable Housing**

***Action 3.4 Develop a marketing campaign to educate and engage the community on housing affordability, density, and development realities in order to develop community capacity.***

- The city hired a consultant team to assist with implementation of upcoming housing code amendments and community engagement policies as part of the Comprehensive Plan implementation work.

**Next Steps**

Over the next few years, staff will continue to implement the ADU Waiver Program and the Vertical Housing Tax Abatement Program. In addition, staff will focus on the following activities:

- Finalize, launch, and administer the CET Affordable Housing Grant Program;
- Develop a compliance and monitoring process for city-sponsored income restricted housing;
- Implement an expedited permitting program for qualified affordable housing projects;
- Clarify code language to include transitional housing as a Community Service Use, and review Milwaukie Municipal Code Title 11 to address emergency housing;
- Implement a new residential housing code;
- Begin work on the Sparrow Street site by selecting a development partner and initiating site planning and remediation;

- Explore opportunities to leverage city-owned sites for demonstration projects after the new housing code is adopted;
- Execute the affordability covenant for the Coho Point project; and
- Explore new community outreach opportunities to engage with renters, homeowners, the development community, non-profits, and the county.

### Data Update

As the city moves forward with its housing work, staff will rely on data from multiple sources to better understand Milwaukie’s housing market.

### Income

Income data for setting income limits for affordable housing is based on the U.S. Department of Housing and Urban Development (HUD) Area Median Family Income (MFI) for the Portland-Vancouver-Hillsboro, OR-WA Metropolitan Statistical Area (MSA). Income limits in Milwaukie are set based on this measure of MFI. MFI from HUD is also what the city uses for its low-income utility assistance program, the CET, and the Home Energy Score program.

Table 1. Median Family Income 2010-2020

	2010	2015	2020
HUD Area Median Family Income	\$71,200	\$73,900	\$92,100

In comparison to the regional data in Table 1, Milwaukie’s area median household income (MHI) was \$63,421 in 2018 (derived from the last available Census data for Milwaukie on Income over the Past 12 months from the 2018: American Community Survey (ACS) 5-year Estimates). This income measure is different than MFI and is based on the income of the head of household and all other individuals 15 years old and older in the household, whether they are related to the head of household or not. While it does not provide a direct comparison, it does present a better picture of what Milwaukians earn relative to the region.

Table 2. Median Household Income 2010-2018 Milwaukie (ACS 5-Year Estimates, U.S. Census)

Census	2010	2015	2018
Median Household Income	\$53,207	\$ 52,011	\$ 63,421

### Housing Costs

Housing costs are rising in Milwaukie. Table 3 below provides home value data from both the U.S. Census Bureau and the real estate listing company Zillow to provide some understanding of housing costs. Census data is self-reported whereas Zillow data is based on sales information collected by Zillow. Neither measure provides an analysis of housing costs, but it does provide information on how property values have changed over the last ten years.

Table 3. City of Milwaukie Home Values (Values are in Thousands)

Home Values	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Zillow	\$226	\$210	\$190	\$216	\$244	\$262	\$303	\$338	\$359	\$368	\$381

U.S. Census	\$247k	\$243	\$233	\$229	\$229	228	\$245	\$269	\$291	NA	NA
-------------	--------	-------	-------	-------	-------	-----	-------	-------	-------	----	----

### Vacancy Rates

Table 4 below shows regional rental vacancy rates using Census data. Table 5 uses Multifamily NW Apartment Reports for rental vacancy rates specific to Milwaukie. Vacancy rates are one measure used to indicate whether or not a housing shortage exists. A general rule of thumb is that anything below 5% is usually considered a tight market and indicates a shortage of supply. A shortage in supply can impact pricing because demand is high.

Table 4. Regional (MSA) Vacancy Rate Data 2015-2020 (Current Population Survey and American Housing Survey, U.S. Census)

Census MSA Vacancy	Quarter 1	Quarter 2	Quarter 3	Quarter 4	Yearly Average
2015	2.7	3.5	5.1	2.4	3.4
2016	6.6	4.9	5.6	3.1	5.1
2017	3.9	6.7	6.2	2.6	4.9
2018	3.6	4.8	4.5	2.4	3.8
2019	5.6	4.1	4.7	3.2	4.4
2020	5.2	3.5	NA	NA	NA

Table 5. Regional Vacancy Rate Data 2015-2020 (MultiFamily NW Apartment Reports)

Multifamily NW Rental Vacancy	Spring	Fall	Yearly Average
2015	1.9	2.3	2.1
2016	3.5	3.8	3.7
2017	3.7	4.2	4
2018	4.1	3	3.6
2019	4.2	3.5	3.9
2020	3.7		NA

### Housing Emergency and Renter Protections

The housing emergency and renter protection measures have been effective and Council has renewed them every six months since April 2016. The housing emergency ordinance states that Council will terminate a housing emergency by resolution when the emergency no longer exists or when the threat of an emergency has passed. At the same time, Council passed a renter protection measure to provide tenants with 90-days' notice to find and secure new housing for no cause evictions. Since these measures were adopted, Council has adopted the renter protection measures enacted by the state through Senate Bill 608, which put into place a 30-60

day notice requirement for no cause evictions. The city's renter protection measure has also been considered by Council every six months since its adoption. Both measures also contain a provision for reconsideration whenever the region's vacancy rate rises above 4%.

Because these measures are up for reconsideration on December 1, staff are presenting this data and MHAS work to Council for discussion and to solicit feedback on goals for next year and further direction on the housing emergency and renter protection measures.

Questions for Council:

1. Are there other MHAS priorities you would like to discuss for the next year?
2. Is there additional data that Council would like for staff to share at the update in December?

#### **BUDGET IMPACT**

None.

#### **WORKLOAD IMPACT**

The community development director and housing and economic development assistant have prioritized implementation of MHAS as part of their workplans.

#### **CLIMATE IMPACT**

None.

#### **STAFF RECOMMENDATION**

None. The report is for discussion only.

#### **ATTACHMENTS**

1. MHAS Matrix

<b>Milwaukie Housing Affordability Strategy</b>			
<b>Number</b>	<b>Goals and Actions</b>	<b>Status</b>	<b>Description of Work To Date</b>
<b>Goal 1 - Develop New Affordable Units</b>			
1.1	Explore program(s) for affordable housing through the existing construction excise tax (CET).	In progress	Staff have developed a grant program for the CET affordable housing funds.
1.1.1	Create an oversight committee for the establishment of the CET programming and create criteria for distributing the funds.	Completed	A CET Oversight Group was formed, met, and created requirements for how to distribute affordable housing grant program funding.
1.1.2	Develop a work plan for the programming and establish criteria for distribution (keep in mind regional initiatives and leverage opportunities).	In progress	Criteria has been established and staff have developed draft documentation for the implementation of the program. As the program is launching, staff's marketing strategy will include outreach to the City of Milwaukie, housing developers, the Chamber of Commerce, and historically underserved individuals and organizations.
1.1.3	Develop the marketing plan for the CET fund distribution.	In progress	The marketing plan for the program will include direct outreach to local and regional housing developers, the Chamber of Commerce, and staff will coordinate with the City of Milwaukie Equity Manager to share information with historically underserved organizations and individuals. Staff will also promote the program on the city website, through Social Media, and the Pilot.
1.2	Explore the development of a community land trust (CLT) or another model that supports creative financing for a project (E.g., co-op model, communal living, etc.).	Ongoing	Staff explore options for land banking, and facilitate relationships with land trusts and other non profits.
1.2.1	In addition to other actions, partner with banks to have rent payments demonstrate responsibility that supports qualification for down payment loan assistance. (Community reinvestment act points could be leveraged.)		
1.2.2	Further explore the co-op model or one that allows a first right of refusal for renters, and look at policies or incentives that the City could implement to encourage this action.	In progress	This will be something we explore with Sparrow.
1.2.3	Establish an inventory of foreclosed, short-sale homes and multi-family development to encourage the CLT platform or other model and market to mission driven developers as a pilot project.		A link to foreclosed homes through Zillow is accessible through the housing affordability homeowner resources webpage.
1.3	Explore incentivizing the development of affordable units through a local property tax exemption or other form of tax alleviation.	Ongoing	The Vertical Housing Tax Zone program is completed and a nonprofit low income tax exemption program has been explored.
1.3.1	Explore a partnership with the Clackamas County Housing and Homelessness Task Force.	Completed	The Task Force met and their final report is out.
1.3.2	Hold education sessions with other taxing districts to leverage their support.	Ongoing	Staff arranged and held informative meetings about Nonprofit Low Income Housing Tax Exemption with taxing districts.
1.3.3	Study the revenue impact and evaluate creative ways to replace the foregone revenue.		
1.4	Create an internal culture that is friendly to developers by exploring ways to streamline permitting and planning. Developers need to know that Milwaukie understands and values their contribution to the City. Milwaukie should nurture a development-friendly culture and treat developers as partners in providing housing, not as adversaries.	Ongoing	Development services provide high quality customer service, and staff often go above and beyond. We are developing procedures to expedite permitting for affordable housing projects.
1.4.1	Assign project managers to provide a consistent point of contact to coordinate among internal and external agencies, and to take ownership of a project to facilitate the development process.	Ongoing	Key projects have a project manager assigned who provides concierge service to help facilitate the development process.
1.4.2	Charge consistent and predictable permit fees. Public-accessible information helps housing providers make informed decisions about their projects, while unforeseen changes can interrupt financing and delay the process.	Ongoing	Fees are on Web and linked to housing developer tools webpage.

Number	Goals and Actions	Status	Description of Work To Date
1.4.3	Provide a predictable review process while early feedback to avoid costly delays and duplication, for City transparency for community members and assists them in engaging and providing input.	Ongoing	Processes are accessible on the Building Department webpages and are also linked to housing developer tools page.
1.4.4	Identify zoning code fixes that could alleviate the time and cost of development.	In progress	Phase 1 of the Comprehensive Plan Implementation addresses housing in single family neighborhoods. Code conflicts, including updating the City's cottage cluster code, will be updated providing a clearer path for more housing types to be developed in Milwaukie.
1.4.5	Explore how other cities in the region are streamlining their processes.	Completed	Staff researched processes at the Cities of Portland, Bend and Salem, and Marion County for their expedited permitting processes.
1.5	Engage with the development community to model the potential impact of incentives, such as changes to zoning or the structure of development fees.	Ongoing	The City has implemented a number of programs and policies to support affordable housing development. Housing code updates will also support this goal.
1.5.1	Continue to develop public-private partnerships to reduce the impact of development fees with the expectation of additional affordable housing development (e.g., development agreements for shared cost).	In progress	The CET Exemption passed by City Council this year will be used for the Coho Point public-private project and provides a first opportunity to test the impact of forgoing revenue to leverage income restricted housing.
1.5.2	Structure incentives to encourage universal design and age-friendly housing.	In progress	The CET Affordable Housing grant program criteria includes prioritizing funding to underserved populations. Grants will be allowed for new construction and rehabilitation of existing structures that may include improvements needed for age-friendly and universal design projects.
1.5.3	Incentivize sustainable design (energy efficiency measures) to reduce the cost of utilities to the tenants.	Ongoing	The City has engaged with PGE, is continuing to promote Path to Net Zero through density bonuses in Downtown and the Home Energy Score program was adopted this last year.
1.5.4	Explore a transportation impact fee exemption. Exempting or reducing affordable housing units from transportation impact fees can reduce the cost of development.		
1.6	Develop public lands policy that supports the goal of increasing affordable housing while improving workforce development opportunities for construction workers. A predictable public lands policy that supports affordable housing preservation and creation is an effective way to leverage land as a city-owned resource. Public lands policies can establish a minimum percentage of sales revenues to be dedicated to affordable housing programs, minimum percentage of affordable housing units to be created on formerly publicly-owned lands, and other public interest objectives like wage standards and diversity goals.		
1.6.1	Partner with Clackamas Workforce Partnership to leverage employees and recent high school graduates to explore the field of construction and the trades.		Staff met with the Clackamas Workforce Partnership this last year to begin conversations on the need for childcare, affordable childcare and more qualified childcare providers within the City.
1.6.2	When negotiating public-private lands, consider developing a policy to reach a certain percentage of units of varying sizes that are affordable.	Ongoing	Goals are set for each site in advance with City Council who can set specific goals for the individual project.
1.6.3	Continue to find opportunities to land bank and perform necessary due diligence in property negotiations.	Ongoing	Staff secured a grant from the state to develop a remedial action plan for the Sparrow site.
1.7	Partner with architects and builders to create base development plans. Develop template and pre-approved development plans that reflect the community's housing vision and reduce the time, expense, and risk of building housing. Milwaukie can work with architects and builders to create base plans that an owner can use to get a head start on the design process or replicate easily with less time spent designing and less time for City staff to review.		
1.7.1	Market/promote the designs of the Cottage Cluster Feasibility Analysis.	Completed	This study was completed. While there were multiple lessons learned the code was not ultimately adopted. Cottage cluster zoning will be addressed in the implementation of the housing code for the comprehensive plan.

Number	Goals and Actions	Status	Description of Work To Date
1.7.2	Research the Portland infill program and the design templates they created for skinny homes; consider a competition to encourage the design fields to develop prototypes specific to the character of Milwaukie neighborhoods.	In progress	Middle housing types such as skinny homes, duplexes, triplexes, four plex's and cottage clusters are being explored through the housing code update.
1.8	Explore right-sizing parking requirements for ADU's, cottage clusters, tiny homes, etc. Thoughtful, right-sized off-street parking requirements for affordable housing can increase the financial feasibility of desired housing types. Parking maximums may also be appropriate in certain areas. Parking should be reduced for affordable units within the area of a major transit stop, to be defined based upon frequency of service, connectivity, and other factors.	In progress	The parking code in single-dwelling neighborhoods will be examined as part of the housing code update.
1.9	Explore incentivizing/encouraging ADU and cottage cluster development. ADUs can provide an income stream for existing homeowners, increase the supply of affordable housing, and increase opportunities for residents to remain in their neighborhoods as their needs change. Milwaukie can reduce the barriers and costs associated with ADU development in exchange for provisions around use.	In progress	The ADU Waiver Pilot put into place by Council, effective on July 1, 2020 and housing code work in progress.
1.9.1	Implement the recommendations of the cottage cluster code audit.	In progress	This is being explored through the housing code work.
1.9.2	Explore what other cities have implemented and what our Housing Strategies Report (under the housing assessment) recommended for easing the development requirements for ADU's, etc.	Completed	The ADU Waiver Pilot put into place by Council, effective on July 1, 2020 and housing code work is in progress.
1.9.3	Partner with community banks or credit unions to create a loan product with favorable terms, like lower interest rates and lower fees (e.g., Network for Oregon Affordable Housing).		
1.9.4	Provide community-approved template plans (in Goal 1.7)		
1.9.5	Waive SDC fees.	Partially	Council authorized fee waivers for 10 ADUs. While not a waiver, Bancroft financing is an option that can allow property owners to finance their system development charges over a 10 year period, or at the desire of the property owner for a period of less than 10 years, subject to an appropriate interest rate.
1.9.6	Revise the zoning code and other development standards to facilitate creation of ADUs.	In progress	This is being explored through the housing code work.
1.9.7	Market the results of the Cottage Cluster Feasibility Study and seek to implement one or two cottage cluster developments.	Completed	This study was completed. While there were multiple lessons learned the code was not ultimately adopted. Cottage cluster zoning will be addressed in the implementation of the housing code for the comprehensive plan.
1.10	Explore lean construction methods to bring down the cost of housing development and market those cost reducing methods to developers.		
1.10.1	Research traditional construction costs against adding additional elements and sustainability efforts (cross-reference with the Climate Action Plan results) and consider programming/incentives to assist.	Ongoing	Staff have met with mass timber producers and viewed designs from PSU students.
1.11	Engage Metro's Equitable Housing Program to pursue a general obligation bond for affordable housing.	Completed	Metro Housing Bond was passed in 2019.
1.11.1	Continue to attend committee meetings to discuss how Milwaukie could use funds from a general obligation bond.	Completed	There are no committee meetings. Staff have attended Notice of Funding Award meetings.
1.11.2	Continue to communicate with Clackamas County Housing Authority to advocate for Milwaukie's needs.	Ongoing	Staff maintain relationships with key staff at the County.
1.12	Develop and maintain a database of available properties (all zones) to market to developers.	Ongoing	Staff publish information on opportunity sites and access CoStar and Clackamas Maps website to search for available properties.
1.12.1	Develop a website to promote the opportunity sites and explain the constraints and opportunities of the sites.	Ongoing	Staff publish information on opportunity sites and access CoStar and Clackamas Maps website to search for available properties. <a href="https://www.milwaukieoregon.gov/communitydevelopment/opportunity-sites">https://www.milwaukieoregon.gov/communitydevelopment/opportunity-sites</a>

Number	Goals and Actions	Status	Description of Work To Date
1.13	Partner and support Clackamas County's affordable housing development and rehabilitation projects in Milwaukie	Ongoing	Staff provide support to the HACC on Hillside to provide an efficient path through the land use process. Staff also track funding opportunities.
1.13.1	Attend the Clackamas County Housing and Houselessness Task force and advocate for Milwaukie needs.	Completed	The group has completed meeting.
1.13.2	Partner with Clackamas County on the rehabilitation of the Hillside Manor and the development of the master plan of the Hillside Manor.	Ongoing	The Hillside Master Plan is completed. The City is awaiting the land use application.
1.13.3	Seek opportunities to leverage grants or programming to support additional resident services or supportive housing services.	Ongoing	City Council allocated \$25,000 in funding for rental assistance. Staff hope to leverage that funding for reimbursement from CARES.
1.14	Seek to adopt new or modify existing land use policies to meet developer and community needs (coincides with the development of the housing element of the comprehensive plan or the Housing Strategies Report).	In progress	Housing code changes are currently being managed through the Comprehensive Plan Implementation.
1.14.1	Be prepared to move forward with code/zoning changes that the housing element of the comprehensive plan will recommend in 2019.	In progress	The City is working with a consultant team and has put together a Comprehensive Plan Implementation Committee to complete this work.
2.1	Hire Housing Coordinator to help implement this strategy and to serve as a liaison to homeowners, renters, and rental housing providers. Have the coordinator provide information about existing programs to ensure that people understand their rights and responsibilities and have access to resources	Completed	Housing and Economic Development Assistant has been hired and is working on program implementation, and administration of compliance of established programs.
2.2	Partner with nonprofit organizations and housing agencies to fund the purchase of existing, affordable multifamily housing to preserve it long term. (Leverage Clackamas County Housing Authority's existing program and develop a stronger relationship with financiers).	Ongoing	The City continues to establish relationships with community land trusts and non profit developers.
2.3	Consider developing an affordable housing trust fund or partnering with the County's efforts. Existing and potentially new impact fees or construction excise taxes on residential, commercial, and industrial development can capitalize a dedicated affordable housing trust fund to support housing affordability programs in a variety of ways depending on local need.	In progress	City Council enacted a Construction Excise Tax program to support affordable housing.
2.4	Support and promote programs that provide financial assistance for seniors and low-income homeowners to remain in their homes. While homeownership may provide stability for many families, many residents may need additional support to ensure that their homes meet their needs over time and remain an affordable, safe option.	Completed	There are aging in place resources and homeowner resources on the housing affordability web page providing this information.
2.5	Adopt policies to mitigate the impact of rental displacement. Explore a relocation assistance ordinance or similar type of tenant assistance policy. Involuntary displacement can be a traumatic, disruptive event for families, and additional information and support can ease the impact on Milwaukie households.	Completed	City Council approved renter protections and declared a housing emergency. The City has not adopted a tenant relocation ordinance.
2.5.1	Research and make policy recommendations related to other city's relocation assistance policies or other similar tools.	Completed	City Council heard a presentation during a work session meeting from the City of Portland Housing Bureau.
2.5.2	Conduct more targeted policy outreach to impacted stakeholders.		
2.6	Assist in eviction prevention by supporting Clackamas County's landlord-tenant mediation services.	Completed	Renter resources and COVID resources for moratorium information are published on city webpages.
2.6.1	Partner with the county mediation services to connect tenants and landlords through mediation services.	Completed	Renter and homeowner and COVID resources for residential eviction and foreclosure moratorium are published on city webpages.
2.6.2	Connect with organizations that provide training and resources for landlords and tenants and help to market their programs.	Completed	Web housing resources provide information for tenants and landlords.
2.6.3	Explore monitoring and developing habitability standards that will be enforced through a property-owner database.	In progress	Staff are developing a compliance and monitoring process.

Number	Goals and Actions	Status	Description of Work To Date
2.6.4	Explore a rental database to monitor available rentals and market rents.	Completed	Web housing resources provide information for tenants and landlords.
2.7	Research and market low-cost loans to property owners for maintenance, weatherization, and seismic upgrades.	Completed	Web housing resources provide information for homeowners.
2.7.1	Support and promote rehabilitation loans for multifamily buildings.	In progress	CET affordable housing grant program will allow funding to be used towards multi-unit developments that support housing for residents earning 80% AMI or less.
2.7.2	Partner with agencies to provide low-income renters with emergency housing grants; leverage any existing programs at the county, regional, or state level.	Completed	City council allocated \$25,0000 in funding for rental assistance.
2.7.3	Develop and market a financial resource guide for tenants and property owners.	Completed	Web housing resources provide information for tenants and landlords.
2.7.4	Consider developing a renter emergency fund. For households without a financial cushion, unexpected expenses can be the difference between staying in their homes or missing rent payments or sacrificing other important things, like childcare, food, and medicine.	In progress	The City does not have a standing emergency fund, but emergency rent assistance in the form of a grant for direct rent assistance payments has been provided to a non-profit partner to distribute to households in need.
2.7.5	Promote, when possible, career and technical trades to property owners and residents to help them learn the trades to maintain their own homes and understand the employment landscape potential.		
2.8	Partner with Clackamas Housing Authority to support new affordable units for Milwaukie renters.	Ongoing	The City has worked with the County for the development and engagement of the Hillside Master Plan and are awaiting the land use application.
2.9	Build community among rental housing providers. Renting out housing can be confusing, intimidating, and risky. Rental housing providers can build community among themselves, support each other, share information and best practices, and mentor new and small rental property providers to provide better services to the community and maintain the supply of rental units. Milwaukie can connect housing providers to existing networks and services, and provide support for these groups to enhance their efforts.		
2.10	Create an internal culture that is friendly to rental housing providers. Rental-housing providers need to know that Milwaukie understands and values their contribution to the city.	Ongoing	Staff continue to build relationships with developers and property owners.
2.10.1	Provide consistent and reliable permit and license fees that are predictable.	Ongoing	Information is updated on the City's webpage and information is shared with customers as requested.
2.10.2	Send packets of information to rental housing providers who receive or renew a business license or permit.		
2.11	Build stronger alignment with the workforce development system. Through partnership with Clackamas Workforce Partnership, WorkSource Clackamas, and the greater workforce system, community members will have access to both appropriate job placement and opportunities for skill building reinforcing the goal of stabilizing households living in Milwaukie to prevent displacement.	Ongoing	Staff met with Clackamas Workforce Partnership this last year. There is limited capacity with staff currently. Information for workforce training is accessible through the Economic Development webpage.
3.1	Partner with nonprofits and employers to provide first-time homebuyer education and support.	Completed	Web housing resources provide information for renters and homeowners through the housing resources webpages.
3.2	Support and promote programs to certify renters and reduce their move-in costs.	Completed	Web housing resources provide information for renters and includes a link to the Rent Well tenant education course.

Number	Goals and Actions	Status	Description of Work To Date
3.2.1	Support and promote programs that streamline the rental application process. The high cost of rental applications is a barrier to many households. Encouraging the use of programs that streamline the application process by matching prospective tenants to all appropriate and available housing options using a single application and fee reduces the cost for tenants.	Completed	Web housing resources provide information for renters and includes a link to One App.
3.3	Support and promote programs that streamline the rental application process. The high cost of rental applications is a barrier to many households. Encouraging the use of programs that streamline the application process by matching prospective tenants to all appropriate and available housing options using a single application and fee reduces the cost for tenants.	Completed	Web housing resources provide information for renters and includes a link to One App, Northwest Housing Alternative's Home Base, and Rent Well.
3.3.1	Research and promote program(s) that provide a one-stop application and fee process for renters (e.g. OneApp fee).	Completed	Web housing resources provide information for renters and includes a link to One App
3.4	Develop a marketing campaign to educate and engage the community on housing affordability, density, and development realities in order to develop community capacity.	Ongoing	The City is marketing incentive-based tools and programs. Outreach this year will be related to housing code work with the Comprehensive Plan implementation.
3.5	Develop a financing and resource database.	Completed	Web housing resources are accessible. The resources could use more work for financing database.
3.6	Partner with Oregon IDA Initiative to help Milwaukie residents build financial management skills and build assets.	Completed	Web housing resources provide information for renters and includes a link to One App.

## Scott Stauffer

---

**From:** Scott Stauffer  
**Sent:** Tuesday, October 13, 2020 6:27 PM  
**To:** Scott Stauffer  
**Subject:** 10/13 SS Zoom Chat Log - Housing

Zoom Webinar Chat — □ ×

From Daryl Winand PMAR Deputy Director ... to All panelists:  
Thank you for sharing. Happy Coming Out Day!

From Daryl Winand PMAR Deput... to All panelists: 05:36 PM  
Are we speaking of housing that is affordable vs. subsidized housing and are these efforts for both rental and ownership?

From Council Pres.... to All panelists and attendees: 05:47 PM  
MHAS:  
<https://www.milwaukieoregon.gov/resolution-62-2018-adopting-milwaukie-housing-affordability-strategy-mhas>

From Daryl Winand PMAR Dep... to All panelists: 05:54 PM  
Proud Ground is another land trust provider.

From Daryl Winand PMAR Deputy Director... to All panelists:  
Lelia, let's talk soon. The Portland Metro Association of Realtors can provide you with additional data to assist in your efforts.  
dwinand@pmar.org

### SCOTT STAUFFER, CMC

City Recorder

he • him • his

p: 503.786.7502 f: 503.786.7540

City of Milwaukie

10722 SE Main St • Milwaukie, OR 97222

**COUNCIL STAFF REPORT**

**To:** Mayor and City Council  
Ann Ober, City Manager

**Reviewed:** Jordan Imlah, Communication Program Manager, and  
Brenna Cruz, Event Coordinator

**From:** Jason Wachs, Community Engagement Coordinator, and  
Kelly Brooks, Assistant City Manager

**Subject:** **Community Engagement Goal Update**

**Date Written:** Oct. 1, 2020

**ACTION REQUESTED**

Council is asked to review and discuss the accomplishments of the Council's 2019-2020 Community Engagement Goal.

**HISTORY OF PRIOR ACTIONS AND DISCUSSIONS**

[January 12, 2019](#): Council discussed what three goals it would like to set for the year ahead.

[March 12, 2019](#): Council discussed retaining the existing goals of Housing Affordability and Climate action. Council also discussed whether or not to retain Milwaukie Bay Park or adopt Community Engagement as the third goal.

[April 2, 2019](#): Council adopted three goals for 2019/20. Housing Affordability, Climate Action and Community Engagement.

[June 4, 2019](#): Council discussed draft goals, strategies, and tactics for the 2019-20 community engagement goal.

[December 10, 2019](#): Council discussed revised tactics to achieve the community engagement goal including the evaluation, standardization, and support of community engagement events.

[February 4, 2020](#): Council received the results of the annual community survey, which included questions about the city's community engagement work.

[May 19, 2020](#): Council participated in the International Association for Public Participation's (IAP2) Training for Decision Makers.

[August 18, 2020](#): Council revised goals to eliminate community engagement and adopt Diversity, Equity, Inclusion and Justice.

**ANALYSIS**

On April 2, 2019, City Council adopted a Community Engagement goal to focus the attention of city staff on expanding our existing outreach and becoming an engagement leader for local governments.

To accomplish that goal, in December 2019, Council supported pursuing the following three strategies. This report is to provide an overview for the goal's accomplishments, as well to discuss items that will continue past the goal's completion.

**Strategy 1:** Use IAP2 principles to standardize and enhance outreach across all departments. Clarify expectations and establish roles and responsibilities for engagement between city staff and consultants. Ensure city staff have access to engagement resources and receive training on best practices.

- Five staff members from community development, public works, planning, and the city manager's office participated in IAP2's Foundations in Public Participation training in November 2019. These staff members then formed an Engagement Task Force, which met monthly beginning in December 2019. Participation in the task force now includes all city departments including police and library staff. Post goal, meetings now occur on an ad hoc basis. The task force's most notable accomplishments include:
  - Development of a comprehensive **Community Engagement Guide, which was completed in May 2020** and is available for all staff as a resource. The guide is intended to be a living document that is updated/revised as the city's engagement strategies evolve.
  - Development of a **Community Engagement Staff Roles and Responsibilities** roster to clarify engagement-related responsibilities to better facilitate communication and coordination across departments.

**Strategy 2:** Support signature events to ensure quality, safety, and continued success.

- The city created and hired a new events coordinator position, who started in March 2020. The pandemic required the city to cancel or postpone the majority of its 2020 in-person events so the new events coordinator has assisted on other high priority needs including the city's pandemic response and emergency management. In alignment with our goal shift, the events staff person's duties have been modified to also include emergency management responsibilities for the city.
- Milwaukie completed its first Leadership Academy from Fall 2019 to Spring 2020. A group of thirty participants were selected to participate in the class. Participants toured several city facilities and learned from various city departments and community volunteers about how their local government works. The success of the first class has resulted in a second Leadership Academy that will be held from Oct. 2020 through April 2021.
- Council was provided with a Fall and Winter events update on Oct. 6, so this strategy will not be detailed further in this report.

**Strategy 3:** Evaluate existing outreach efforts to determine how well they are meeting the city's equity and inclusion goals set forth in the community vision. Use results to determine how best to allocate city resources between neighborhood district associations (NDAs), boards, committees and commissions, or other venues (online, survey, etc.).

- **Data needed to evaluate existing outreach efforts is not yet available, but will be supported through the new diversity, equity, and inclusion goal.** - The evaluation of existing outreach efforts revealed that a more formal effort to collect data was needed before the city is able to understand how well our current efforts are performing. Previous efforts to collect the data that is needed to evaluate outreach efforts include:

- The 2020 Milwaukie Community Survey incorporated some new questions related to community engagement that will be useful going forward as the new questions are consistently included in the survey, which will allow trends to be analyzed.
- Data, including some demographic information, has been collected for certain projects, but the data collected is not consistent across all projects and is only useful in the short-term. Evaluating existing outreach efforts comprehensively is not possible due to these inconsistencies.

The next step is to better align the coordination and collection of engagement data using new tools to do so. This strategy is critical to both the engagement and equity goals and will continue with the equity goal. These efforts include:

- Enhance online engagement through a subscription to an all-in-one solution using Bang the Table, which will be discussed further in this report.
  - Continue to improve the consistency of data that is collected and shared across all departments.
  - Continue to engage with historically underrepresented/underserved groups and evaluate all engagement efforts using an equity lens.
- **Allocation of resources shifted to online engagement in 2020.** - The COVID-19 pandemic and the inability to hold in-person engagement activities safely has greatly heightened the need to do more robust online engagement. To do so the city has focused on the following since March 2020:
    - Ensuring that all NDAs, boards, committees, and commissions are able to meet virtually until in-person meetings are able to resume as determined by statewide guidelines. This has been accomplished by using city resources to provide online meeting capabilities and staff support with Zoom being the preferred platform.
    - The next step to greatly enhance the city’s online engagement is the subscription to an all-in-one solution for online engagement activities. The chosen platform to do so is called Bang the Table. These activities will be managed and supported through a city-branded website called “Engage Milwaukie,” which should be available in November 2020.
  - The Center for Public Service at Portland State University (PSU) Community Engagement Evaluation (completed in July 2020) included the following key recommendations:

**Data collection and sharing:**

- **Create an infrastructure to develop and maintain citywide engagement data** – Currently, OnBoard, a cloud-based subscription to track board, commission, and committee members is being used to track data by topic, but it has limitations. Engage Milwaukie will allow community members to engage with the city online in a variety of ways and also manage their engagement by following specific projects and subscribing. This will allow the city to better track engagement data.
- **Develop information collection guidelines for evaluating community engagement activities** – Evaluation is included in the engagement guide, but it is general. The Engage Milwaukie website will collect valuable demographic

information not previously collected by the city. This should help staff evaluate how inclusive our online engagement efforts are in order to better tailor our strategies over time, with the goal of reaching our entire community. The collection of similar demographic data can then also be applied to engagement activities that aren't held online in order to maintain consistency in the data that is collected across projects.

### **Engagement and outreach:**

- **Further strengthen the relationship with the Neighborhood District Associations (NDAs)** – The primary focus for most of 2020 has been to keep the NDAs meeting regularly using Zoom, which has been achieved. The city will continue to support the NDAs and look for opportunities to strengthen this relationship.
- **Engage Milwaukie youth** – The city is currently focusing on incorporating youth into several boards, committees, and commissions. Once this process has been completed, an evaluation will take place to determine what further youth engagement is needed. Youth have also served as volunteers for the city's signature events for the past several years and that will continue when in-person events can safely resume.
- **Develop training materials, networking opportunities, and online resources for boards, commissions, and committees** – Staff liaisons to these groups meet regularly as convened by the city recorder, which has improved communication and helped to standardize operating procedures. OnBoard is effective at tracking membership in these groups. Discussions continue to highlight more training and networking opportunities, but the COVID-19 pandemic has put all in-person efforts on-hold.
- **Develop strategies for equitable engagement** – Engagement work completed to date will be greatly enhanced and improved by viewing it through a more rigorous equity lens, which is one of the most important aspects of this work.

### **BUDGET IMPACT**

The city is in the process of purchasing a subscription to a cloud-based engagement tool called Engage Milwaukie, with services/support provided by a company called Bang the Table. The subscription is estimated to cost \$12,500 per year. Additional costs associated with the set-up and management of the platform are absorbed by existing budgets.

### **WORKLOAD IMPACT**

Where noted, the engagement work described in this report has been absorbed into the current staff workload, with much of it being accomplished by the city manager's strategic engagement team and the community engagement coordinator. When hired, the equity program manager will also become a part of this team to assure the equity goal remains at the forefront of this work. The development of more enhanced online engagement tools through Bang the Table will be administered by the city's web team to maintain consistency. Nine additional staff members across various departments will serve as project administrators, which will be determined prior to the development of the site.

**CLIMATE IMPACT**

Increasing the city's capabilities for robust online engagement will decrease the number of vehicle trips necessitated by in-person efforts.

**STAFF RECOMMENDATION & ALTERNATIVES**

Not applicable.

**ATTACHMENTS**

1. Community Engagement Guide for Staff
2. PSU Community Engagement Evaluation

# Community



# Engagement

# Guide



# Contents

**Why, when and how to use this guide** – Pages 3-6

**Get the conversation started - Purpose and outcomes exercise** – Page 7

**Select level of participation** – Pages 8-9

**Design the plan** – Pages 10-15

- Project team roles and responsibilities (Do I need a consultant?) – Page 10-11
- Baseline Data and Information – Page 11
- Budgeting and Finance – Page 11
- Techniques Based on Selected Level of Participation – Pages 11-13
- Communications Plan – Page 13
- Schedule – Page 13
- Operational Details – Page 13-14
- Comment Management, Analysis, and Response – Page 14
- Plan for Evaluation – Pages 14-15

**Resources** – Pages 16-54

1. Audience - Organizations/interest areas to consider when developing stakeholder lists – Pages 16-18
2. Techniques – Pages 19-32
3. City Events Staff Resource Guide – Pages 33-37
4. Working with Public Engagement Consultants – Tips for Local Officials (Created by the Institute for Local Government) – Pages 38-41
5. Example Community Engagement Plans/Case Studies – Pages 41-56
  - Inform/Consult
    - South Downtown (SoDo) – 41-44
    - Linwood Ave. SAFE Project (Public Involvement and Communications Plan) – Pages 45-50
  - Involve/Collaborate
    - City Hall Blue Ribbon Committee & Public Engagement Outline – Pages 51-53
    - Community Vision and Action Plan (Project Schedule) – Page 54
6. Other Engagement Examples and Resources – Pages 54 - 56
  - Lake Road Open House Event Plan (Feb. 27, 2020) – Pages 54-56

# Why, when, and how to use this guide

## 1. Why does the city have a community engagement guide?

The City of Milwaukie is dedicated to building meaningful relationships with a variety of audiences throughout the city and using various tools and techniques to reach the community.

When effectively delivered, community engagement can lead to better outcomes for all with the following benefits:

### Community

- Improved community participation in City Council's decisions
- A better informed and resourced community with improved understanding of policies, projects, goals and decisions
- Enhanced feeling of inclusion
- Reduced feeling of real (or perceived) alienation and marginalization, along with the disenchantment associated with it. Remember, even those whose opinions are not accepted have expressed their right to be heard and informed about the basis of the decision.
- Improved levels of satisfaction and ownership of both problems and solutions
- Appreciation of local knowledge systems and expertise
- Empowerment for social change

### City Staff/City Council

- More informed decision-making through an understanding of community values, needs and aspirations
- Help planning and prioritizing of city services to meet community expectations
- More opportunities to help the community understand issues, alternatives, opportunities and solutions
- Builds positive image and confidence in City Council's ability to deliver on city services
- Gain early buy-in on potentially complicated issues while strengthening community trust
- Proactive discovery of unforeseen issues and problems

## 2. When should this guide be used?

It's not easy to determine the communication and outreach needed for individual projects, programs, policies, services, and events that make their way through the city decision-making process. Who needs to know and be involved? How do we tell them? That is where this guide comes in.

A community engagement plan is required for all city policies, programs, projects, services, and events that have an impact on the public for the purposes of:

- Designing or implementing a new policy, program, project or service
- Evaluating, changing or ending an existing policy, program, project or service
- Fulfilling a legislated or regulated requirement
- Responding to a community-initiated request

Please keep in mind, a community engagement plan is needed for all of the activities listed above whether it is planned and delivered by city staff, contractors or volunteers, but not every project or decision requires large-scale engagement. It is important to assess the need for engagement and choose appropriate engagement strategies, based on project and stakeholder needs. Even when engagement is not required for your project, there are many opportunities for accepting community input and informing the public.

Other questions to consider when deciding if a community engagement plan is needed:

- Has the decision(s) already been made or will community input be used to influence the decision? If the decision(s) is already made or will be made regardless of input, community engagement may only include informing the public at the most basic level rather than a large-scale engagement strategy.
- Have promises been made to community members or other stakeholders about their ability to give input about the project? If so, city staff should do everything they can to keep those promises and maintain trust with the community.

### 3. How to use this guide?

Here is a general idea of how to get started if you are just beginning the process of assessing your engagement goals and creating an engagement plan. This guide can also be used at each step of the process so please refer to it as needed.

- Complete the “Get the conversation started – Purpose and outcomes exercise.”** Be sure to talk it over with your team and record your shared views for each step.
- Complete the “Select level of participation” section and record the results.** You can do this as a team or individually and then compare the results at the end. Keep in mind that this step and step #1 are meant to get the conversation started so that you can develop the plan and have an idea of where your project or program lies on the IAP2 Spectrum of Public Participation. You will likely be surprised about how much this will help you begin to develop a vision for what your engagement plan will include.
- Design your plan following the steps in the guide. Resource 5 of this guide includes four examples of projects and programs with increasing levels of public participation** to give you some ideas about what engagement plans can include and what they may look like.
  - Inform/Consult
    - South Downtown (SoDo)
      - Case study attached in Resource 5.
      - Reached Level 2 (Consult) on the IAP2 Spectrum, but much of the project was Level 1 (Inform). Most of the community engagement was done by city staff, but development consultants and other partners were utilized at times to help with engagement activities.

- Includes various public improvement projects in South Downtown of varying scale along with public/private developments from 2017 to 2019. Other projects in South Downtown continue into 2020 and beyond.
- Various techniques were used and will be considered for future projects in South Downtown including:
  - Microsite on city's website.
  - Creation of email subscription list for community to receive weekly updates.
  - Regular social media updates.
  - Articles in nearly every issue of the Pilot during the duration of the projects.
  - Monthly presentations to the Historic Milwaukie NDA and other NDAs that requested it.
  - Regular attendance at monthly meetings of the Downtown Milwaukie Business Association (MDBA).
  - A few Coffee Talk sessions at coffee shops nearby that were impacted by the construction. Community members could stop by any time during the two-hour sessions to ask questions and discuss the projects. Coffee and refreshments were provided by the city.
  - Team members tabled at events throughout the summer, including the Milwaukie Farmers Market Community Booth and First Friday.
  - Presentations were made to the Arts Committee and Parks and Recreation Board (PARB) to provide updates.
  - Open houses were held by the team for major elements, such as the Coho Point mixed-use development and south downtown plaza. The open houses were coupled with online surveys to provide an opportunity to participate for those who were not able to attend the open houses.
  - Lastly, a celebratory event was held at the end of the major construction with free food and entertainment sponsored by several of the contractors involved in building the projects.
- Linwood Ave. SAFE Project
  - Public Involvement and Communications Plan attached in Resource 5.
  - Should reach Level 2 (Consult) on the IAP2 Spectrum, but much of the project was Level 1 (Inform).
  - A two-year project completed with assistance from a consultant (JLA Associates).
  - Various techniques will be used including:
    - Two open houses
    - Online surveys of designs
    - Pre-construction mailer
    - Stakeholder contact list and comment tracking
    - Project webpage on city's website
    - Pilot newsletter articles
    - Factsheets mailed to two-block radius of project. Used for updated map, designs, and information about how to stay informed.

- Postcards sent to two-block radius for project specific notification without a lot of detail. Good for notice about construction activities and impacts.
  - Letters to individual addresses about individual impacts.
  - Social media. JLA drafts content and provides to city.
  - Among other tools as described on plan.
- Involve/Collaborate
    - City Hall Blue Ribbon Committee and Public Engagement Plan
      - Outline of plan included in Resource 5.
      - Should reach Level 4 (Collaborate) on the IAP2 Spectrum. At the time of this writing the project is in-progress and the timeline is affected by COVID-19.
      - At least a year-long project completed without assistance of a consultant.
      - Various techniques will be used including:
        - Community member advisory committee to make recommendation to City Council.
        - At least one open house
        - Web-based survey
        - Piggybacking on already existing events such as First Friday and using Community Booth at Farmers Market. May be affected by COVID-19.
        - Tours of City Hall
        - Among other tools described on the plan.
    - Community Vision & Action Plan
      - Project Schedule attached in Resource 5.
      - Reached Level 4 (Collaborate) on the IAP2 Spectrum.
      - Multi-year project that utilized a consultant to assist with community engagement.
      - Various techniques were used that are included in this guide including:
        - Stakeholder interviews
        - Community member advisory committee (Visioning Advisory Committee that met seven times.)
        - Online survey
        - Town Halls
        - Community Conversations at events
        - Among other tools as described on the attached Project Schedule

#### **4. Let us know if you have engagement ideas!**

The city's unique needs with respect to community engagement and the best practices in the field of community engagement will change over time. Therefore, this document will continue to be a living document and change as needed.

As a user of this document, if you have ideas for how to improve it please contact the Strategic Engagement Team through Jason Wachs, Community Engagement Coordinator, at [wachs@milwaukioregon.gov](mailto:wachs@milwaukioregon.gov) to share your ideas.

## Get the conversation started – Purpose and outcomes exercise

Clarity around project purpose and outcomes is fundamental to crafting an appropriate, meaningful and efficient community engagement strategy. This form should be completed by the project manager and staff most closely associated with the project or program. Once it is completed please forward it to the city's Strategic Engagement Team through the Community Engagement Coordinator, Jason Wachs, at [wachsj@milwaukieoregon.gov](mailto:wachsj@milwaukieoregon.gov). The team is here to help review the process so far, make recommendations as needed, and assist with moving forward with the plan.

- The purpose of this project is to:
  
- The decision maker(s) in this process is:
  
- This project will result in:
  
- The purpose of community engagement for this project is to:
  
- Members of the community who should be engaged are (See Resource 1 for some ideas.):
  
- The community engagement will be successful if:
  
- This project will be successful if:

## Select Level of Participation

Please complete the following matrix based on what you know today.

	Very Low	Low	Moderate	High	Very High
What is the legally required level of public participation?					
To what extent do you believe the public could help improve the outcome of the project?					
What level of public interest exists?					
What is the potential for the public to influence the decision-making process?					
What level of media interest do you anticipate?					
What is the likelihood that decision-makers will fully consider public input?					
What resources are likely to be available to support public participation?					
What is the anticipated level of political controversy?					
Scoring: Total the number of checks in each column					
Multiply the total of checks in each column by the weighting in each column	X1	X2	X3	X4	X5
Enter the result for each column					

Add the column scores together and enter in the next column	
Divide the total score by the number of questions	/8
Enter the result in the next column. This is the average score.	

Now take the average score above and look at the IAP2 Spectrum on the next page to determine where the plan lies on the spectrum. Does your plan indicate that it should inform (1), consult (2), involve (3), collaborate (4), or empower (5)? \_\_\_\_\_

**At this point please reach out to the Community Engagement Team through Jason Wachs at [wachs@milwaukieoregon.gov](mailto:wachs@milwaukieoregon.gov).** The team is here to help review the process so far, make recommendations as needed, and assist with moving forward with the plan.

# IAP2 Spectrum of Public Participation



Level	1 - Inform	2 - Consult	3- Involve	4 - Collaborate	5 - Empower
<b>Public participation goal</b>	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.  Foundation for all meaningful public participation.	To obtain public feedback on analysis, alternatives and/or decisions.  In consultation, the public is presented with an alternative, a solution or a draft and asked for their reaction and comment.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.  Advisory committees, if used, would be driving the process.	To partner with the public in each aspect of the decision, including the development of the decision, including the development of alternatives and the identification of the preferred solution.  Advisory Committees, if used, would be working in partnership sharing the decision-making power.	To place final decision-making in the hands of the public.
<b>Promise to the public</b>	The city will keep you informed.	The city will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	The city will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	The city will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	The city will implement what you decide.
<b>Example Techniques</b>	<ul style="list-style-type: none"> <li>• Pilot articles</li> <li>• Fact sheets</li> <li>• Web sites</li> <li>• Official notice (if legally required)</li> </ul>	<ul style="list-style-type: none"> <li>• Public comment</li> <li>• Focus groups</li> <li>• Surveys</li> <li>• Public meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Workshops</li> <li>• Deliberative polling</li> </ul>	<ul style="list-style-type: none"> <li>• Citizen advisory committees</li> <li>• Consensus-building</li> <li>• Participatory decision-making</li> </ul>	<ul style="list-style-type: none"> <li>• Citizen juries</li> <li>• Ballots</li> <li>• Delegated decision</li> </ul>

## Design the plan

**Keep in mind that not all community engagement plans are created equal!** Various components can be addressed in your plan depending upon the complexity of the project or program. Selecting what is in your plan and the level of detail will vary by project or program. What is contained below are some of the most common elements contained within community engagement plans.

**You will likely not include everything in your plan that is included below** so don't worry if you see something that just doesn't seem applicable to your project or program. This guide is meant to address the most complex engagement plans at the highest end of the IAP2 Spectrum to the least complex plans at the lowest end of the spectrum.

### 1. Project Team Roles and Responsibilities (Do I need a consultant?)

- Identify the internal public participation team for the project and the responsibilities of each team member.
- The scale and scope of some projects and programs necessitate a need for targeted engagement campaigns that require assistance from consultants. Past examples have included the following, which is not all inclusive, but is meant to provide some clarity about when consultants may be needed. South Downtown (SODO) has been included to illustrate a recent engagement effort that only utilized internal staff to engage the community.

SAFE JLA	Climate Action Plan Enviroissues	Comprehensive Plan Enviroissues	SODO Internal Staff Only
Website content and add-ons, social media content	Committee formation and facilitation	Committee formation and facilitation	Open houses and town halls
Fliers, marketing materials, maps, and signs	Plan creation	Town halls and issue forums	Project team coffee meetups, business outreach, NDA/MBDA meetings
Program video	Social media content and website content	Online open houses	Marketing materials
Door-to-door engagement, NDA and PSAC meetings	Plan-specific branding	Childcare and translation services	Social media content and website content
Stakeholder issue resolution tracking	Online surveys	Online surveys	
<b>Note:</b> The information above does not include all of the community engagement that was done for each project.			

- While there isn't a perfect formula to determine when consultants are needed, the size, scope, and budget available will typically determine if a consultant is brought onto the project team. Projects that fit one or more of the following criteria are very good candidates for hiring consultants to help with the community engagement efforts, but

keep in mind that there are projects or programs that do not fit into these categories that may also require consultant assistance:

- Projects or programs with budgets that exceed \$100,000.
  - Projects or programs that require extensive public outreach both in person and digitally for more than one year.
  - Projects that require the expansion of right-of-way onto private property.
- Resource 4 of this guide includes a great resource to help guide staff in the best use of public engagement consultants. The guide is called **“Working with Public Engagement Consultants: Tips for Local Officials,”** which was created by the California non-profit called the Institute for Local Government (IGL).

**2. Gather Baseline Data and Information**

Clearly and completely summarize the data gathered to date, including:

- Background
- Project overview
- Summary of stakeholders and issues
- Decision to make addressing the problem or opportunity
- The steps required to make the decision
- Objectives of public participation

**3. Budgeting and Finance**

Identify resources for public engagement and consult with finance to determine how to administer them.

**4. Identify Techniques Based on Selected Level of Participation**

Refer to the list of techniques in Resource 2 for more information about each technique included below and others to consider.

<b>INFORM – SHARE INFORMATION</b>	
<p><b>Expectation</b></p> <ul style="list-style-type: none"> <li>● Official notice (if legally required)               <ul style="list-style-type: none"> <li>○ Legal ad in newspaper</li> <li>○ Postcard to neighbors</li> <li>○ On-site signage</li> </ul> </li> <li>● Inclusion in Pilot (if applicable and timely)</li> <li>● Website posting</li> <li>● Applicable advisory bodies</li> <li>● Key contacts and liaisons</li> </ul>	<p><b>Additional Techniques to Consider</b></p> <ul style="list-style-type: none"> <li>● Social media (if applicable)</li> <li>● Other printed material (i.e. postcards, rack cards, fact sheets, brochures, etc.)</li> <li>● Press releases and press packets</li> <li>● Paid print advertisements (Clackamas Review)</li> <li>● Presentations at meetings of applicable groups and organizations (NDAs, boards, committees, and commissions, etc.)</li> <li>● Information kiosks (currently in front of City Hall and next to light rail platform)</li> </ul>

	<ul style="list-style-type: none"> <li>• Piggybacking with events already planned (First Friday, Tree Lighting, Carefree Sunday, etc.)</li> <li>• Information repositories (City owned buildings, North Clackamas Schools, local businesses, etc.)</li> <li>• Farmers Market Community Booth (2<sup>nd</sup> and 4<sup>th</sup> Sundays, May through Oct.)</li> <li>• Video and television</li> <li>• More ideas included in Resource 2</li> </ul>
<b>CONSULT/INVOLVE – COLLECT AND COMPILE INPUT</b>	
<p><b>Expectation</b></p> <ul style="list-style-type: none"> <li>• All of the “inform” expectations listed above</li> <li>• Hearing (if legally required)</li> <li>• Social media (if applicable)</li> <li>• Presentations at meetings of applicable groups and organizations (NDAs, boards, committees, and commissions, etc.)</li> </ul>	<p><b>Additional Techniques to Consider</b></p> <ul style="list-style-type: none"> <li>• All of the “additional” included above could be considered</li> <li>• Interviews (One-to-one meetings or telephone conversations with stakeholders)</li> <li>• Comment forms (Mail-in)</li> <li>• Surveys (Internet based, mailed, or telephone)</li> <li>• Community facilitators (Use boards, commissions, or NDA members to conduct project outreach.)</li> <li>• In-person focus groups</li> <li>• Community event (Public meeting, open house, town hall, etc.)</li> <li>• More ideas included in Resource 2</li> </ul>
<b>COLLABORATE/EMPOWER – BRING PEOPLE TOGETHER</b>	
<p><b>Expectation</b></p> <ul style="list-style-type: none"> <li>• All of the “inform” and “consult/involve” expectations listed above</li> <li>• Community events (Public meeting, public hearing, open house, town hall, etc.)</li> </ul>	<p><b>Additional Techniques to Consider</b></p> <ul style="list-style-type: none"> <li>• All of the “additional” included above could be considered</li> <li>• Advisory groups (Representative stakeholders)</li> <li>• Task forces (Expert committee)</li> <li>• Tours and field trips</li> <li>• Web based meetings</li> <li>• Workshops (Interactive working groups)</li> <li>• Panels (Group assembled to provide input)</li> <li>• Charettes (Participants design project features)</li> <li>• Coffee klatches (Small meetings at a person’s home)</li> </ul>

	<ul style="list-style-type: none"> <li>• Focus groups (Message testing forum with randomly selected member target audience)</li> <li>• More ideas included in Resource 2</li> </ul>
--	---

**5. Develop Communications Plan**

- Identify audiences and their information needs
- Identify key messages
- Identify appropriate tools for each step in the process and resource needs for each:
  - Project Website
  - Pilot
  - Social Media (Facebook, Instagram, Twitter, etc.)
  - Mailings
  - Public comment Periods and Hearings (if applicable)
- Develop media plan details (outlets, deadlines, etc.)
- How will people provide comments and who will respond to them?

After a draft communications plan has been completed, reach out to the Strategic Engagement Team by contacting Jordan Imlah, Communication Program Manager, at [imlahj@milwaukieoregon.gov](mailto:imlahj@milwaukieoregon.gov) to review the draft plan, discuss any suggestions he might have, and see how he might be able to assist with moving it forward.

**6. Create Schedule**

Develop a schedule that shows all proposed engagement and communication actions. A template is available as an Excel spreadsheet as pictured below and is linked to an Excel spreadsheet for your use (Ctrl+Click to follow link). The template is not required for staff that already have their own project management schedule that they typically use, but it is available for anyone that would like to use it.

Community Engagement Plan - Schedule Template															
Category	Tasks	Lead	Support	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20
PURPOSE AND OUTCOMES EXERCISE	Purpose														
	Decision maker (s)														
	Project will result in														
	Purpose of community engagement														
	Members of the community who should be engaged														
SELECT LEVEL OF PARTICIPATION	Complete the matrix based on what you know														
GATHER BASELINE DATA	Background														
	Project overview														
	Summary of stakeholders														
	Decide to make addressing the problem or opportunity														
	The steps required to make the decision														
BUDGETING, ADMINISTRATION, & FINANCE	Objectives of public participation														
	Identify resources for public engagement and work with finance to determine how to administer them.														
IDENTIFY TECHNIQUES USING SELECTED LEVEL OF PARTICIPATION	Refer to Resource 2 in the guide about expected and additional techniques for various levels of participation.														

**7. Operational Details**

Identify operational needs for the public participation program that may include the following. Refer to the Events Resource Guide in Resource 3 to learn about the resources that we have in-house and how to access those resources.

- Venues including facility size and acoustics
- Audio-visual equipment needs
- Exhibits/graphics
- Catering
- Staffing
- Insurance
- Other needs?

## 8. Comment Management, Analysis, and Response

How will you manage, analyze, and respond to the comments that you receive about the project or program?

This will depend upon the complexity of the project or program and how much input you receive. Some attributes of a good comment management system include:

- Easy to search
- Categorizes stakeholder issues
- Easily produces necessary reports
- Quantifies input received

### Survey Monkey

The city has a subscription to Survey Monkey as a resource to help with comment management. Connect with the Strategic Engagement Team by contacting Jason Wachs, Community Engagement Coordinator, at [wachs@milwaukieregion.gov](mailto:wachs@milwaukieregion.gov) to discuss if this is the right tool for your needs and implement a plan to use it if it is.

## 9. Plan for Evaluation (What worked and what didn't?)

How will you determine the success of this public participation process? The steps to doing so include:

1. What does success look like?
2. What will be used to measure success?
3. How will you gather data?
4. What does the data mean and how will you use it?
5. How will the data be stored after the project is over?

Evaluation tools to consider include:

- Internet search about what people are talking about
- Informal feedback from stakeholders
- Interviews
- Questionnaires
- Peer evaluations
- Debriefings with staff
- Formal surveys
- Formal program evaluations using a third party

## **Survey Monkey**

The city has a subscription to Survey Monkey as a resource to help with the evaluation of your public participation process. Connect with the Strategic Engagement Team by contacting Jason Wachs, Community Engagement Coordinator, at [wachsj@milwaukieoregon.gov](mailto:wachsj@milwaukieoregon.gov) to discuss if this is the right tool for your needs and implement a plan to use it if it is.

After you've completed all of these steps please set up a meeting with Jason Wachs, Community Engagement Coordinator, at [wachsj@milwaukieoregon.gov](mailto:wachsj@milwaukieoregon.gov) to review your plan, make any necessary changes and identify support resources if needed.

**Resource 1 – Audience** (Organizations/interest areas to consider when developing stakeholder list)

Developing a list of stakeholders is one of the most important parts of community engagement. Who will be interested or affected by the topic under consideration? This list does not include every potential outreach contact. It is only meant to be a framework for thinking about it.

**Create an Interest Database Using OnBoard:**

The city has a database called OnBoard that is primarily used to keep track of board, commission, and committee members, and NDA leaders, but can be used to create different interest databases. To learn more about how to do so, and learn about the interest databases that have already been created, please contact administrative staff in community development, the City Records Office, or the Strategic Engagement Team through Jason Wachs at [wachs@milwaukieoregon.gov](mailto:wachs@milwaukieoregon.gov).

**Organizations/Interest Areas to Consider**

The following are examples only and lists are not all-inclusive.

Jason Wachs, the city's Community Engagement Coordinator, continues to develop this list so please reach out to him at [wachs@milwaukieoregon.gov](mailto:wachs@milwaukieoregon.gov) or at 503.786.7568 to see how he can help. If you have ideas to expand this list, please let Jason know so that he can develop a comprehensive list over time and share it with other city staff.

<b>Interest Area</b>	<b>Specific Groups to Consider</b>
Animals and Pets	Family Dogs New Life Shelter
Arts/Culture	Milwaukie Arts Committee, First Friday (Milwaukie Downtown Business Association.), Chapel Theater, Celebrate Milwaukie, Inc. (Farmers Market), Milwaukie Museum/Historical Society, New Century Players, Clackamas County Arts Alliance,
Business/Commerce Organizations	Milwaukie Downtown Business Association (MDBA), North Clackamas Chamber of Commerce, Milwaukie's Business/Industrial areas (Not currently formally organized)
Education	North Clackamas School District, North Clackamas Education Foundation, private schools (Portland Waldorf. St. John the Baptist Catholic, Christ the King Catholic, La Salle Catholic College Prep,

	among many others), Clackamas Community College Harmony Rd. Campus, Clackamas Community College Foundation,
Environment	Parks & Recreation Board (PARB), Tree Board, Milwaukie Environmental Stewards, Watershed Councils (North Clackamas & Johnson Creek), Willamette Riverkeepers, SOLVE, PGE, North Clackamas Parks and Rec.
Ethnic Organizations and Support	Hispanic Interagency Networking Team (HINT), Todos Juntos Clackamas County, Clackamas County Latino Services, Clackamas Education Service District
Government	City Council, city boards, committees, and commissions, and Neighborhood District Associations (NDA)
Housing	Northwest Housing Alternatives
Media	Contact the Communication Program Manager to discuss
Neighborhood/Resident Groups	Neighborhood District Associations (NDA), Homeowner Associations
Parks	Milwaukie Parks Foundation, NCPRD
Places of Worship	Local churches
Property Owners	
Public Safety	Milwaukie Public Safety Foundation, Milwaukie Public Safety Advisory Committee (PSAC)
Special Events	Celebrate Milwaukie, Inc. (Farmers Market)
Sports/Outdoor Enthusiasts	Youth sports leagues (Milwaukie Junior Baseball Ass.), Oregon Marine Board, fishing enthusiasts, boating enthusiasts, active water sports enthusiasts (SUP, canoe, kayak, etc.), skateboarders
Seniors	Milwaukie Community Center, Friends of the Milwaukie Center, Rivers East Village, Clackamas Education Service District
Service Clubs	Milwaukie Rotary, Elks, Milwaukie Masonic Lodge
Social Service Providers	Clackamas County, Northwest Family Services, National Alliance on Mental

	Illness (nami Clackamas), Clackamas Service Center, Northwest Housing Alternatives, Sunrise Daisy Retreat,
Students	Local school foundations, parent-teacher groups, in-school student organizations such as key clubs
Transportation	TriMet, Metro, Bike Milwaukie, Clackamas County, ODOT, bike/scooter share businesses, taxi/rideshare companies (Uber, Lyft, etc.), private group transportation services such as shuttles
Youth	Refer to Sports/Outdoor Enthusiasts, Students, Places of Worship & Education above

## Resource 2 – Techniques

**Note:** This list utilizes the International Association for Public Participation’s (iap2) Planning for Effective Public Participation handbook to create a list of techniques that complement techniques that the city uses regularly for community engagement.

### Techniques to Share Information

Technique	Think It Through	Level of Public Impact	What Can Go Right?	What Can Go Wrong?
<b>Pilot Newsletter</b> – City published newsletter that is mailed monthly with the exception of January.	Keep articles to about 250 words or less. Write in third-person, active voice. Submit content as a Word document. Try to include a photo whenever you can. Articles are due within the first or second week of the preceding month so get articles submitted as early as possible.	<b>INFORM</b>	Can reach large audience since it is put into all mailboxes in 97222.	Limited capacity to communicate complicated concepts. Due dates must be met to include information for the following month.
<b>City Website</b> – <a href="http://www.milwaukieoregon.gov">www.milwaukieoregon.gov</a> Webmaster email is <a href="mailto:webmaster@milwaukieoregon.gov">webmaster@milwaukieoregon.gov</a>	Used extensively for city’s communication needs.	<b>INFORM</b>	Website is great to get information out to the public.	Has limitations with collecting feedback from the public.
<b>Other Printed Public Information Material</b> – Postcards, Rack Cards, Fact Sheets, Brochures, Progress Reports, and Direct Mail Letters	Follow city branding standards available on the intranet under Resources. KISS! Keep it Short and Simple. Make it visually interesting, but avoid a slick sales look. Could include a postage-paid comment form.	<b>INFORM</b>	Can reach large target audience. Facilitates documentation of public involvement process.	Only as good as the mailing list/distribution network. Limited capacity to communicate complicated concepts. No guarantee materials will be read. Developing printed material can take a considerable

	Be sure to explain public's role and how public comments have affected project decisions. Include web and email addresses.			amount of time whether it is done in-house or using a graphic design consultant. If enough time is not available to create a good product and get it widely distributed, other techniques should be considered.
<b>Social Media</b> – Includes Facebook, Instagram, and Twitter. Others may be considered over time.	City's social media strategy primarily goes through the Communication Program Manager, Jordan Imlah. The strategy includes a social media calendar so please reach out to Jordan well in advance to talk about your social media engagement needs.	<b>INFORM PRIMARILY</b>  Some features to CONSULT INVOLVE (Ex. Facebook Q&A, Zoom Meetings , etc.)	The city has an ever growing platform on social media, especially on Facebook. It is a great way to get information into the hands of people in Milwaukie in a quick and inexpensive way. Works great to get the word out about events using both regular posts and creating events.	Not always a great tool to convey complicated information due to limits on some platforms such as Twitter. Message can be difficult to manage due to how easy it is to share and comment. City has to prioritize its social media strategy so during busy times some information may not be shared.
<b>Press Releases and Press Packets</b> – Press releases: a statement or story prepared for distribution to media outlets. Press packets: provide resource and background information plus contact information.	Fax or email press releases or media kits. Foster a relationship with editorial board and reporters. Use correct style and format. City's press releases primarily go through the Communication Program Manager, Jordan Imlah.	<b>INFORM</b>	Informs the media of project milestones. Press release language is often used directly in articles. Opportunity for technical and legal reviews.	Low media response rate. Frequent poor placement of press release within newspapers.

<p><b>Presentations at Regular Meetings of Groups and Organizations</b> – Examples include Neighborhood District Associations (NDAs), city boards, commissions, and committees, Milwaukie Rotary, Milwaukie Downtown Business Association (MDBA), etc.</p>	<p>Keep it short and simple. Use “show and tell” techniques. Bring visuals.</p>	<p><b>INFORM PRIMARILY</b></p> <p>Can begin to CONSULT</p>	<p>Control of information/presentation. Opportunity to reach a wide variety of individuals who may not have been attracted to another format. Opportunity to expand mailing list. Similar presentations can be used for different groups. Building community goodwill.</p>	<p>Project stakeholders may not be in target audience. Topic may be too technical to capture.</p>
<p><b>Information Kiosks</b> - A station where project information is available. Currently exist in front of City Hall and next to Light Rail platform downtown.</p>	<p>Kiosks can include posters, fliers, and other printed handouts. City Hall kiosk posters are 30X40 inches and there is space for two posters at a time in the kiosk.</p>	<p><b>INFORM</b></p>	<p>Great way to get information to members of the community who are actively walking around downtown at City Hall and people using the MAX Orange Line Light Rail Station.</p>	<p>Has a very limited reach and depends upon the foot traffic downtown, which can be impacted by a variety of factors including the weather.</p>
<p><b>Video &amp; Television</b> – Includes public access (Willamette Falls Media Center), YouTube, and video for other social media platforms.</p>	<p>Public access options are expanding and can be fairly inexpensive through Willamette Falls Media Center. Consider expanding video options on the internet, including the city website, YouTube, and social media.</p>	<p><b>INFORM</b></p> <p>Some social media features for CONSULT (Ex. Facebook Q&amp;A, Zoom Meetings, etc.)</p>	<p>Many people will take the time to watch rather than read. Provides opportunity for positive media coverage at public events.</p>	<p>Difficult to gauge impact on audience. Can be relatively expensive and does require a significant amount of time, equipment, and know how to coordinate, film, edit, and share.</p>
<p><b>Information Repositories</b> – Could include city buildings including City Hall, Ledding Library, Public Safety Building, or Johnson Creek Building. Could also include North Clackamas Schools in Milwaukie, local businesses, and other public places willing to share printed material with the public.</p>	<p>Make sure personnel at location know where materials are kept. Keep list of repository items. Track usage through a sign-in sheet.</p>	<p><b>INFORM</b></p>	<p>Relevant information is accessible to the public without incurring the costs or complications of tracking multiple copies sent to different people. Can set up visible distribution centers for project information.</p>	<p>Information repositories are often not well used by the public.</p>

<p><b>Farmers Market Community Booth</b> - 2nd and 4<sup>th</sup> Sundays from May through Oct. Scheduled by the Strategic Engagement Team.</p>	<p>Staff have first opportunity to reserve the booth each year usually in Feb./Mar. Engagement Team provides display boards and some handouts if needed. Usually staffed by two volunteers for each of the two shifts on a given Sunday. Shifts include 9 a.m. to 11:30 a.m. and 11:30 a.m. to 2 p.m.</p>	<p><b>INFORM</b></p>	<p>Great way to engage with the general community in a festival type atmosphere. Booth is set up in the middle of one of the aisles thereby helping to ensure that visitors walk by and visit the booth.</p>	<p>Farmers Market attracts many visitors who don't live in the city, so it is difficult to ensure that the majority of time spent at the booth is engaging with city residents.</p>
<p><b>Newspaper Inserts</b> – A “fact sheet” within the local newspaper. This may include an insert in the Pilot Newsletter as well.</p>	<p>Design needs to get noticed, especially for newspapers that may have multiple inserts. Try for publication on a day that has few other inserts.</p>	<p><b>INFORM</b></p>	<p>Provides communitywide distribution of information. Presented in the context of local paper, insert is more likely to be read and taken seriously. Provides opportunity to include a public comment form.</p>	<p>Can be expensive.</p>
<p><b>Electronic Forums, Social Media Groups, and Email</b> – These all use electronic mailing lists. With forums and social media groups, anyone can register to receive all messages sent by any participant. With email, someone needs to create and maintain an electronic distribution list for the project.</p>	<p>People read and share email and electronic messages quite differently from hard copy mail. Thus you must write messages differently. Augment with hard-copy mail for those who prefer it or who don't have email access. To share information of any sort including notifying stakeholders when new material is posted to a website, inviting</p>	<p><b>INFORM</b></p>	<p>As an inexpensive way to directly reach stakeholders. People may pass on messages to others since electronic-based mail is much easier to share than hard copies.</p>	<p>Can be difficult to maintain accurate, current email addresses as these tend to change more frequently than postal addresses.</p>

	<p>them to upcoming meetings, distributing comment and evaluation forms, sharing summaries of meetings, comments and input, etc. Consider the need for moderation for forums and groups.</p>			
<p><b>Water/Sewer Bill Stuffers</b> – Flier included with utility bill</p>	<p>Design bill stuffers to be eye catching to encourage readership.</p>	<p><b>INFORM</b></p>	<p>Widespread distribution within service area. Economical use of existing mailings.</p>	<p>Limited information can be conveyed. Those who don't receive water bills directly, such as some renters, would not receive them. May get missed and thrown away.</p>
<p><b>Central Information Contacts</b> – Identify designated contact for the public and media</p>	<p>If possible, list a person, not a position. Anticipate how phones will be answered. Make sure message is kept up to date.</p>	<p><b>INFORM</b></p>	<p>People don't get "the run around" when they call. Control information flow. Conveys image of "accessibility."</p>	<p>Designated contact must be committed to and prepared for prompt and accurate response. May filter public message from technical staff and decision-makers. May not be able to answer many of the toughest questions.</p>
<p><b>Expert Panels</b> – Public meeting designed in "Meet the Press" format. Media panel interviews experts from different perspectives. Can also be conducted with a neutral moderator asking questions of panel members.</p>	<p>Provide opportunity for participation by general public following panel. Have a neutral moderator. Agree on ground rules in advance. Possibly</p>	<p><b>INFORM</b></p>	<p>Encourage education of the media. Presents opportunity for balanced discussion of key issues. Provide opportunity to dispel scientific misinformation.</p>	<p>Requires substantial preparation and organization. May enhance public concerns by increasing visibility of issues.</p>

	encourage local organizations to sponsor rather than challenge.			
<b>Feature Stories</b> – Focused stories on general project-related issues.	Anticipate visuals or schedule interesting events to help pitch the story. Recognize that reporters are always looking for an angle.	<b>INFORM</b>	Can heighten the perceived importance of the project. More likely to be read and taken seriously by the public.	No control over what or how information is presented.
<b>Hot Lines</b> – Identify a separate line for public access to pre-recorded project information or to reach project team members, who can answer questions/obtain input.	Make sure contact has sufficient knowledge to answer most project-related questions. If possible, list a person not a position.	<b>INFORM</b>	People don't get "the run around" when they call. Controls information flow. Conveys image of "accessibility." Easy to provide updates on project activities.	Designated contact must be committed to and prepared for prompt and accurate responses.
<b>News Conferences</b> – A collective interview given to staff from more than one media outlet.	Make sure all speakers are trained in media relations.	<b>INFORM</b>	Opportunity to reach all media in one setting.	Limited to newsworthy events.
<b>Print Advertisements</b> – Paid advertisements in newspapers and magazines such as the Clackamas Review.	Find out the best days and best sections of the paper to reach intended audience. Avoid rarely read sections. Design with visual elements to attract readers.	<b>INFORM</b>	Potentially reaches broad public.	Can be expensive. Allows for relatively limited amount of information. Doesn't have the reach that it once had since many people now consume their news electronically.
<b>Responsiveness Summaries</b> – A form of documentation that provides feedback to the public regarding comments received and how they are being incorporated.	May be used to comply with legal requirements for comment documentation. Use publicly and openly to announce and show how all comments were addressed.	<b>INFORM</b>	Responsiveness summaries can be effective way to demonstrate how public comments are addressed in the decision process.	With a large public, the process of response documentation can get unwieldy, especially if Web-based comments are involved.

<b>Technical Information Contacts</b> – Provides access to technical expertise to individuals and organizations.	The technical resource must be perceived as credible by the audience.	<b>INFORM</b>	Builds credibility and helps address public concerns about equity. Can be effective conflict resolution technique where facts are debated.	Limited opportunities exist for providing technical assistance. Technical experts may counter project information.
<b>Technical Reports</b> – Technical documents reporting research or policy findings.	Reports are often more credible if prepared by independent groups.	<b>INFORM</b>	Provides for thorough explanation of project decisions.	Can be more detailed than desired by many participations. May not be written in clear, accessible language.

### Techniques to Collect and Compile Input

<b>Technique</b>	<b>Think It Through</b>	<b>Level of Public Impact</b>	<b>What Can Go Right?</b>	<b>What Can Go Wrong?</b>
<b>Interviews</b> – One-to-one meetings or telephone conversations with stakeholders to gain information for developing or refining public participation and consensus-building programs.	Where feasible, interviews should be conducted in person, particularly when considering candidates for committees.	<b>INFORM CONSULT</b>	Provides opportunity for in-depth information exchange in non-threatening forum. Provides chance to get feedback from all stakeholders. Can be used to evaluate potential committee members.	Scheduling multiple interviews can be time consuming.
<b>Comment Forms</b> – Mail-in forms often included in fact sheets and other project mailings to get public input about concerns and preferences.	Use prepaid postage. Include a section to add name to the mailing list. Document results as part of public participation record.	<b>INFORM CONSULT</b>	Provides input from those who would be unlikely to attend meetings. Provides a mechanism for expanding a mailing list.	Does not generate statistically valid results. Only as good as the mailing list. Results can be easily skewed.
<b>Internet Based Surveys/Polls</b> – Web-based responsive polls. City has Survey Monkey account, which is managed by City Manager's Office.	Be precise in how you set up site; chat rooms or discussion places can generate more input that can be reviewed.	<b>INFORM CONSULT</b>	Provides input from individuals unlikely to attend meetings. Provides input from cross section of public, not just those on mailing list. Higher response rate than other communication forms.	Generally, not statistically valid results. Can be very labor intensive to look at all of the responses. Cannot control geographic reach of poll. Results can be easily skewed.

<p><b>Mailed Surveys and Questionnaires</b> – Inquiries mailed randomly to sample population to gain specific information for statistical validation.</p>	<p>Make sure you need statistically valid results before making investment. Survey/questionnaire should be professionally developed and should avoid bias. Most suitable for general attitudinal surveys.</p>	<p><b>INFORM CONSULT</b></p>	<p>Provides input from individuals who would be unlikely to attend meetings. Provided input from cross-section of public, not just activists. Statistically valid results are more persuasive with political bodies and the general public.</p>	<p>Response rate is generally low. For statistically valid results, can be labor-intensive and expensive. Level of detail may be limited.</p>
<p><b>Telephone Surveys/Polls</b> – Random sampling of population by telephone to gain specific information for statistical validation. (Example: Community Satisfaction Survey last done in Jan. 2020.)</p>	<p>Make sure you need statistically valid results before making investment. Survey/questionnaire should be professionally developed and should avoid bias. Most suitable for general attitudinal surveys.</p>	<p><b>INFORM CONSULT</b></p>	<p>Provides input from individuals who would be unlikely to attend meetings. Provided input from cross-section of public, not just those on mailing list. Higher response rate than with mail-in surveys.</p>	<p>More expensive and labor intensive than mailed surveys.</p>
<p><b>Community Facilitators (Board &amp; commission members, NDA members, non-profit partners, etc.)</b> – Use qualified individuals in local community organizations to conduct project outreach.</p>	<p>Define roles, responsibilities, and limitations up front. Select and train facilitators carefully.</p>	<p><b>INFORM CONSULT</b></p>	<p>Promotes community-based involvement. Capitalizes on existing networks. Enhances project credibility.</p>	<p>Can be difficult to control information flow. Can build false expectations.</p>
<p><b>In-Person Focus Groups</b> - Focus groups with standardized questionnaire or methodology such as “stated preference.”</p>	<p>Make sure use of results is clear before technique is designed.</p>	<p><b>INFORM CONSULT</b></p>	<p>Provides traceable data. Reaches broad, representative public.</p>	<p>Expensive</p>
<p><b>Resident Feedback Registers</b> – A randomly selected database of residents created to give feedback to an agency, business, or organization about its service priorities, project or contentious issues.</p>	<p>Think through what terms the participants should have. In the United Kingdom, 2 years is common. Using an independent company to select the participants will help allay any cynical concerns of “handpicking”</p>	<p><b>INFORM CONSULT</b></p>	<p>Useful in gathering input from “regular” community members, on an ongoing basis, instead of just from representatives of interest groups or those who more typically come to meetings, participate on</p>	<p>Panel may not be credible with the larger community if people feel they have not been selected fairly.</p>

	residents to get the answer sponsors want.		advisory groups, etc. Provides useful input without requiring people to come to meetings.	
--	--	--	---	--

## Techniques to Bring People Together

Technique	Think It Through	Level of Public Impact	What Can Go Right?	What Can Go Wrong?
<b>Public Meetings</b> – An organized large-group meeting usually used to make a presentation and give the public an opportunity to ask questions and give comments. Open to the public at large.	Set up the meeting to be as welcoming and receptive as possible to ideas and opinions and to increase interaction between technical staff and the public. Review all materials and presentations ahead of time.	<b>INFORM CONSULT</b>	Participants hear relevant information and have an open opportunity to ask questions and comment. People learn more by hearing others' questions and comments. Legal requirements are met.	The meeting escalates out of control because emotions are high. Facilitators are not able to establish an open and neutral environment for all views to be shared.
<b>Public Hearings</b> – Formal meetings with scheduled presentations offered. Typically, members of the public individually state opinions/positions that are recorded. (Examples include City Council, Planning Commission, etc.)	May be required by city and/or legal requirements. Consider inclusive room layout to minimize adversarial roles.	<b>INFORM CONSULT</b>	Provides opportunity for public to speak without rebuttal.	Can sometimes not foster constructive dialogue. Can perpetuate an “us” vs. them” feeling.
<b>Open Houses</b> – An open house encourages people to tour at their own pace. The facility should be set up with several informational stations, each addressing a separate issue. Resource people guide participants through the exhibits.	Someone should explain the format at the door. Have each participant fill out a comment sheet to document their participation. Be prepared for a crowd all at once – develop a meeting contingency plan. Encourage people to draw on maps to actively participate. Set up stations so that several people (6-	<b>INFORM CONSULT</b>	Foster small group or one-on-one communications. Ability to draw on other team members to answer difficult questions. Less likely to receive media coverage. Builds credibility.	Difficult to document public input. Agitators may stage themselves at each display. Usually more staff intensive than a meeting.

	10) can view at once.			
<b>Town Halls (Town Meetings)</b> – A group meeting format where people come together as equals to share concerns.	Town halls/meetings are often hosted by elected officials to elicit input from constituents. There are cultural and political differences in the understanding of the term “town meeting” or ‘town hall.” May be interpreted differently by different members of the community.	<b>INFORM CONSULT</b>	Views are openly expressed. Officials hear from their constituents in an open forum.	The meeting escalates out of control because emotions are high. Facilitators are not able to establish an open and neutral environment for all views to be shared.
<b>Ongoing Advisory Groups</b> – A group of representative stakeholders assembled to provide public input to the planning process. (This includes the city’s boards, commissions, and committees)	Define roles and responsibilities up front. Be forthcoming with information. Use a consistently credible process. Interview potential committee members in person before selection or consider having stakeholder groups select their own representatives. Use third-party facilitation.	<b>INFORM CONSULT INVOLVE  MAYBE COLLABORATE</b>	Provides details for project issues. Participants gain understanding of other perspectives, leading toward compromise.	General public may not embrace committee’s recommendations. Members may not achieve consensus. City must accept need for give-and-take. Time and labor intensive.
<b>Task Forces (Expert Committee)</b> – A group of experts or representative stakeholders formed to develop a specific product or policy recommendation.	Obtain strong leadership in advance. Make sure membership has credibility with the public.	<b>INFORM CONSULT INVOLVE  MAYBE COLLABORATE</b>	Findings of a task force of independent or diverse interests will have greater credibility. Provides constructive opportunity for compromise.	Task force may not come to consensus or results may be too general to be meaningful. Time and labor intensive.
<b>Tours and Field Trips (Guided and Self-Guided)</b> – Provide tours for key stakeholders, elected officials, advisory group members and the media. Could also be structured to be open to the public at-large.	Know how many participants can be accommodated and make plans for overflow. Plan question/answer session. Consider providing refreshments. Demonstrations work better than	<b>INFORM CONSULT</b>	Opportunity to develop rapport with key stakeholders. Reduces outrage by making choices more familiar.	Number of participants is limited by logistics. Potentially attractive to protestors.

	presentations. Can be implemented as a self-guided tour with an itinerary and tour journal of guided questions and observations.			
<b>Web-Based Meetings</b> – Meetings that occur via the internet. The city currently regularly uses YouTube (Channel is City of Milwaukie Oregon) to televise City Council and Planning Commission meetings along with other events including the annual State of the City, trainings, events, etc. Zoom is also used for public meetings when in-person meetings aren't possible.	Tailor agenda to your participants. Combine telephone and face-to-face meeting with Web-based meetings. Plan for graphics and other supporting materials.	<b>INFORM CONSULT</b>  <b>MAYBE INVOLVE</b>	Cost and time efficient. Can include a broader audience. People can participate at different times or at the same time.	Can be difficult to manage or resolve conflict.
<b>Workshops</b> – An informal public meeting that may include presentations and exhibits, but ends with interactive working groups.	Know how to plan to use public input before the workshop. Conduct training in advance with small group facilitators. Each should receive a list of instructions, especially where procedures involve weighting/ranking of factors or criteria.	<b>INFORM CONSULT</b>  <b>MAYBE INVOLVE</b>	Excellent for discussions on criteria or analysis of alternatives. Fosters small group or one-to-one communication. Ability to draw on other team members to answer difficult questions. Builds credibility. Maximizes feedback obtained from participants. Fosters public ownership in solving problems.	Hostile participants may resist what they perceive to be the “divide and conquer” strategy of breaking into small groups. Several small-group facilitators are necessary.
<b>Panels</b> – A group assembled to debate or provide input on specific issues.	Most appropriate to show different views to public. Panelists must be credible with public.	<b>INFORM CONSULT INVOLVE</b>	Provides opportunity to dispel misinformation. Can build credibility if all perspectives are represented. May create wanted media attention.	May create unwanted media attention.
<b>Project Specific Events</b> – Central event with multiple activities to provide	All issues – large and small – must be considered. Make sure	<b>INFORM CONSULT</b>	Focuses public attention on one element. Conducive to media coverage. Allows for	Public must be motivated to attend. Usually expensive to do it

project information; raise awareness.	adequate resources and staff are available.		different levels of information sharing.	well. Can damage image if not done well.
<b>Piggybacking with Events Already Planned</b> – Provide project information and raise awareness at a community event that is not focused on the project. Examples include First Friday, Tree Lighting, Carefree Sunday, etc.	Provides an audience that may not gather only for the project. Could include a good cross section of the population.	<b>INFORM CONSULT</b>	Event participants interact with the project staff extensively that may not have otherwise attended a separate gathering only for the project.	Event participants may not interact with the project staff at the event simply because they are focused more on the event itself, which is the primary reason they are in attendance.
<b>Charrettes</b> – Intensive session where participants design project features.	Best used to foster creative ideas. Be clear about how results will be used.	<b>INFORM CONSULT</b>	Promotes joint problem-solving and creative thinking.	Participants may not be seen as representative by larger public.
<b>Coffee Klatches (Kitchen Table Meetings)</b> – Small meetings within a neighborhood, usually at a person's home.	Make sure staff is very polite and appreciative.	<b>INFORM CONSULT</b>	Relaxed setting is conducive to effective dialogue. Maximizes two-way communication.	Can be costly and labor intensive.
<b>Community Member Juries</b> – Small group of community members empaneled to learn about an issue, cross-examine witnesses, and make a recommendation.	Requires skilled moderator. Commissioning body must follow recommendations or explain why. Be clear how results will be used.	<b>INFORM CONSULT INVOLVE</b>	Great opportunity to develop deep understanding of an issue. Public can identify with ordinary community members. Pinpoint fatal flaws or gauge public reaction.	Resource intensive.
<b>Computer-Assisted Meetings</b> – Any sized meeting when participants use interactive computer technology to register opinions.	Understand your audience, particularly the demographic categories. Design the inquires to provide useful results. Use facilitator trained in the technique and technology. Consider using mobile apps.	<b>INFORM CONSULT</b>	Immediate graphic results prompt focused discussion. Areas of agreement/disagreement easily portrayed. Minority views are honored. Responses are private. Levels the playing field.	Software limits design. Potential for placing too much emphasis on numbers. Technology failure.
<b>Appreciative Inquiry</b> – Appreciate inquiry is a systematic process that uses	Requires “whole system” involvement; participants should be a microcosm of	<b>INFORM CONSULT INVOLVE</b>	Creates high level of engagement and commitment to change as an ongoing process, not a one-time event.	Participants need to “own” and co-create the process. Core team members may burn

the art and practice of asking questions and building upon narrative communications to surface imagination, innovation and commitment to action.	the potentially affected public. Process requires an especially high level of engagement by core team member.		Fosters positives, grass-roots level action. Connects the community by celebrating stories that reflect the best of what is and has been.	out. Given the high level of engagement, people expect to see changes as a result of the process. The sponsor of the process needs to be truly committed to the outcomes.
<b>Deliberative Forums</b> – A systematic dialogic process that brings people together as a group to make choices about difficult, complex public issues where there is a lot of uncertainty about solutions and a high likelihood of people polarizing on the issue. The goal of deliberation is to find where there is common ground for action. Measures informed opinion on an issue.	Considerable planning and preparation may be needed. The deliberation revolves around 3 or 4 issues/options described in a booklet. Process should be facilitated by a trained moderator. Deliberation should occur in a relatively small group, about 8 to 20 people. A larger public may need to break into several forums, requiring more moderators. Do not expect or encourage participants to develop a shared view. Hire a facilitator experienced in this technique.	<b>INFORM CONSULT INVOLVE COLLABORATE</b>	Participants openly share different perspectives and end up with a broader view on an issue. A diverse group identifies the area of common ground, within which decision-makers can make policies and plans. Can tell decision-makers what the public would think if they had more time and information. Exposure to different backgrounds, arguments and views.	Participants may not truly reflect different perspectives. Participants are not willing to openly discuss areas of conflict. Resource intensive. Often held in conjunction with television companies. 2 to 3-day meetings.
<b>Fishbowl Process</b> – A meeting at which decision-makers work in a “fishbowl” so that the public can openly view their deliberations.	The meeting can be designed so that the public can participate by joining the “fishbowl” temporarily or moving about the room to indicate preferences.	<b>INFORM CONSULT INVOLVE</b>	Transparent decision-making. Decision-makers are able to gauge public reaction in the course of their deliberations.	The roles and responsibilities of the decision-makers and the public may not be clear.
<b>Focused Conversations</b> – A structured approach to exploring a challenging	Plan the series of questions ahead of time and don't skip a step. May be used in many different settings,	<b>INFORM CONSULT INVOLVE COLLABORATE</b>	People learn new information and insights on a complex issue. People learn to respect and understand other views. The decisional	People jump ahead to interpretation or decisions and lose the meaning of the structured process.

<p>situation or difficult issue by using a series of questions arranged in four stages:</p> <ol style="list-style-type: none"> <li>1. Objective: Review facts</li> <li>2. Reflective: Review emotional response</li> <li>3. Interpretive: Review meaning</li> <li>4. Decisional: Consider future action</li> </ol>	<p>from debriefing a process to exploring the level of agreement on a given topic. Be clear on the intent of the conversation.</p>		<p>steps lead to individual or collective action.</p>	
<p><b>Focus Groups</b> – Message testing forum with randomly selected member target audience. Can also be used to obtain input on planning decisions.</p>	<p>Hire a facilitator experienced in this technique.</p>	<p><b>INFORM CONSULT INVOLVE COLLABORATE</b></p>	<p>Can involve hundreds of people simultaneously in major organizational change decisions. Individuals are experts. Can lead to substantial changes across entire organization.</p>	<p>Logistically challenging. May be difficult to gain complete commitment from all stakeholders. Can be expensive and resource-intensive.</p>
<p><b>Revolving Conversations</b> – Leaderless meeting that stimulates active participation.</p>	<p>Set room up with center table surrounded by concentric circles. Need microphones. Requires several people to record.</p>	<p><b>INFORM CONSULT INVOLVE COLLABORATE</b></p>	<p>Can be used with 10 to 500 people. Works best with controversial issues.</p>	<p>Dialogue can stall or become monopolized.</p>
<p><b>Symposia</b> – A meeting or conference to discuss a particular topic involving multiple speakers.</p>	<p>Provides an opportunity for presentations by experts with varying views on a topic. Requires upfront planning to identify appropriate speakers. Needs strong publicity.</p>	<p><b>INFORM CONSULT INVOLVE</b></p>	<p>People learn new information on various sides of an issue. Provides a foundation for informed participation by the public.</p>	<p>Experts don't represent different perspectives on an issue. Controversial presenters may draw protests.</p>

BC1

### How to use this guide

Your boss just told you that you need to organize a groundbreaking for a project that's about to go to construction. Who do you call? Does the City have golden shovels? What about a sound system?

The City's Strategic Engagement Team is here to help! We've outlined which staff help with specific topics and issues across various departments, identified where event services may be procured and itemized what shared resources are available for your next city event.

### Strategic Engagement Team

Kelly Brooks  
Assistant City Manager

Jordan Imlah  
Communication  
Program Manager

Jason Wachs  
Community Engagement  
Coordinator

Brenna Cruz  
Event Coordinator

3

### Questions to Ask

Identify the information you have and the support you will need in order to produce a successful event

#### Questions:

- *Do you have a budget?*
- *When is your event? Does it conflict with other city activities?*
- *How many people are expected to attend?*
- *Do you need to request any internal/external services?*
- *How do you plan to market/promote the event?*
- *What is the goal/purpose of the event?*
- *Where will the event take place?*
- *Will you need entertainment?*
- *Will you need access to power and/or water?*
- *Will attendees need food or beverages?*
- *Will attendees need access to onsite parking?*

4

## Services to Consider

This section highlights event services to consider providing or utilizing

### Supplies and Services:

- *Event Supplies, Venues, Permitting and Equipment*
  - *Catering, Audio/Visual, Venues and Meeting Spaces, Permitting, Equipment and Port-a-potties, Entertainment*
- *Garbage & Recycling*
- *Marketing and Promotional Items*
  - *Print and Digital Materials, Graphic Design, Photographers, Videographers*
- *Attendee Services*
  - *Childcare, Translation Services*

5



## Equipment & Rentals

Some items are available in-house, but external vendors may be needed for your event, and should be incorporated into our event budget and timeline

- Sound System
- Tents, Tables, Linens, Chairs
- Lights
- Presentation Boards
- Water Containers
- Cleanup Items
- Cones or Delineators
- Barricades (Type I, II and III)

6

## Internal Resources

This section directs you to a resource on the intranet that provides some key staff contacts and areas they support, along with their contact information

### Resources:

- [Event Checklist \(hyperlink\)](#)
- [City Staff Event Resources Contact List \(hyperlink\)](#)



7



8

What	Who	Phone	Email
<b>Event Supplies, Permitting and Equipment</b>			
<ul style="list-style-type: none"> <li>• Event Supplies and Rentals</li> <li>• Temporary Event &amp; Block Party Permits</li> <li>• Adopt-A-Road Program</li> <li>• Vendor Support: Port-a-potties, Catering, Entertainment</li> </ul>	Brenna Cruz <i>Event Coordinator</i>	503-786-7519	cruzb@milwaukieoregon.gov
• Audio & Visual	Scott Stauffer <i>City Recorder</i>	503-786-7502	stauffers@milwaukieoregon.gov
<b>Venues and Meeting Space</b>			
• City Hall	Reserve through Outlook		
• Ledding Library Community Room	Reserve Online: <a href="https://www.milwaukieoregon.gov/library/reserve-room">https://www.milwaukieoregon.gov/library/reserve-room</a>		
• Masonic Lodge	Contact Directly	503-387-3364	
• Milwaukie Center	Contact Directly	503-653-8100	
• Parks	Kevin Cayson <i>NCPRD Park &amp; Facilities Manager</i>		kevinc@ncprd.com
• Milwaukie Bay Park	Brenna Cruz <i>Event Coordinator</i>	503-786-7519	cruzb@milwaukieoregon.gov
• PSB Community Room	Reserve through Outlook or Contact Police Records		
<b>Marketing and Promotional Items</b>			
<ul style="list-style-type: none"> <li>• Branding</li> <li>• Social Media</li> <li>• Graphic Design</li> <li>• Marketing Material (stickers, posters, postcards, beanies)</li> <li>• Printing &amp; Mailing</li> <li>• Vendor Support: Photographer &amp; Videographer</li> </ul>	Jordan Imlah <i>Communication Program Manager</i>	503-786-7503	imlahj@milwaukieoregon.gov
• Content Posting on City's Website			webmaster@milwaukieoregon.gov
• Events in Parks - Marketing and Communications Lead	Melina DeFrancesco <i>NCPRD Marketing Communications Manager</i>		mdefrancesco@ncprd.com
<b>Contracting &amp; Insurance</b>			
<ul style="list-style-type: none"> <li>• Insurance</li> <li>• Vendor Contracting</li> <li>• Payments</li> </ul>	Kelli Tucker <i>Accounting &amp; Contracts Specialist</i>	503-786-7523	tuckerk@milwaukieoregon.gov
<b>Garbage &amp; Recycling</b>			

• Receptacles and Hauling	Jere Sonne <i>Environmental Services Coordinator</i>	503-786-7674	sonnej@milwaukieoregon.gov
<b>Maps, Mailing Lists and Online Mapping Tools</b>			
• Maps, Mailing Lists and Online Mapping Tools	Nick Lindekugel <i>GIS Coordinator</i>	503-786-7687	lindekugel@milwaukieoregon.gov
<b>Parking Closures, Street Sweeping, Signs and Other Public Works Assistance</b>			
• Street Sweeping • Adot-A Road Program	Shane Hart <i>Stormwater &amp; Wastewater Supervisor</i>	503-786-7679	harts@milwaukieoregon.gov
• Parking Closures • Traffic Signs	Ellie Grassl <i>Sign Maintenance Technician</i>	503-786-7678	grassle@milwaukieoregon.gov
<b>Risk Management</b>			
• Risk Management	Bonnie Dennis <i>Finance Director</i>	503-786-7505	dennisb@milwaukieoregon.gov
<b>Safety</b>			
• Police Resources	Luke Strait <i>Chief of Police</i>	503-786-7416	straitl@milwaukieoregon.gov
• OLCC Application Review	Kayla Lee <i>Administrative Assistant</i>	503-786-7437	leek@milwaukieoregon.gov
<b>Volunteer Recruitment</b>			
• Communication with NDAs and Boards & Commissions	Jason Wachs <i>Community Engagement Coordinator</i>	503-786-7568	wachs@milwaukieoregon.gov
<b>Attendee Services</b>			
• Childcare	Contact Planning Department for previous vendor resources		
• Translation Services	For onsite event support and other translation resources, refer to the Intranet translation resource page: <a href="https://intranet.milwaukieoregon.gov/intranet/page/language-translation-resources">https://intranet.milwaukieoregon.gov/intranet/page/language-translation-resources</a>		

## Resource 4 – Working with Public Engagement Consultants – Tips for Local Officials

**Note:** This resource was created by the Institute for Local Government (ILG) based in California. For more information and to access the Institute’s resources on public engagement, visit [www.ca-ilg.org/inclusive-public-engagement](http://www.ca-ilg.org/inclusive-public-engagement). Few resources exist to help guide local officials in the best use of public engagement consultants, so this tip sheet was chosen even though this organization typically works with California communities. The information is still very relevant to Oregon’s communities.

In planning and implementing public engagement activities, local officials often contract with external consultants for services. These may be consultants who design and lead activities devoted solely to public engagement, such as a series of community conversations contributing to the development of a local agency budget. Or they may be consultants who carry out tasks well beyond public engagement alone, such as assisting in the overall development of a general plan update.

Few resources exist to help guide local officials in the best use of public engagement consultants. Therefore, the Institute for Local Government, drawing on the experiences of both local officials and consultants, has compiled the following set of recommendations.

- Before hiring any individual or firm, it is important to ask for references and to check with your colleagues in other counties, cities or special districts about their experiences with the consultant. Requested competencies and deliverables should be spelled out clearly in a Request for Proposals (RFP) or Request for Qualification (RFQ).

### Do Your Homework

1. Before hiring a public engagement consultant, the appropriate local officials and staff, along with any community member partners, should clarify the purposes (or outcomes) and the important participant groups/categories for the planned public engagement activity. This clarity will help you to better identify your consultant needs and to prepare any appropriate (RFP) or (RFQ).
2. In some cases, the agency may also wish to develop a general outline of its desired public engagement process (as well its purpose and participants) in order to better solicit and identify the most appropriate public engagement consultant.
3. Inviting consultants to draw on their experience will typically result in a creative and responsive public engagement process that can best achieve the desired goals and outcomes. Agencies should clearly explain their intent and be open to the recommendations of consultants.
4. At times, a local agency may wish to identify a consultant to help the agency develop an understanding of a complex issue or controversy and then to recommend a public engagement strategy. Consultants may also be asked to assess present practices and recommend improvements to a local agency’s ability to engage specific communities/populations.

5. Identify the specific deliverables you will ask of potential consultants. Among other responsibilities, these may include: a review of materials; interviews with key stakeholders; the identification of groups, communities and others who may be the focus of an engagement process; the design of a public engagement plan; the facilitation of engagement activities; participation logistics; communication with local agency representatives, participants, the media and the public; meeting or materials preparation or translation; recording and documenting public input received; the ongoing assessment and adaptation of engagement activities as needed; participation in a final review of public engagement effectiveness and outcomes; and other activities as appropriate.
6. Review past public engagement activities. What have been the experiences to date? Are there any previous evaluation results that can shed light on the appropriate criteria for any RFP/RFQ to be developed, or for the overall search and selection process? Is there a challenging history with a given community/population that suggests the need for extra, and perhaps early, efforts at education and engagement?
7. Public engagement consultants are not interchangeable. They come from a variety of disciplines and backgrounds and may have worked in a narrow or a very broad range of issue/policy areas. They may have built their knowledge and practice around specific public engagement strategies and tools, or they may have experience with many different approaches. Be aware of important distinctions in consultant approaches and experience, and identify a sufficiently broad pool of candidates that will result in a consultant that will meet your needs.
8. Be realistic about the resources your agency will have to commit to create a public engagement plan and activities that are likely to achieve your purposes. As with much else, public engagement results are linked to the time, work and resources committed.
9. Have the consultant in place well before the dates of your planned public meeting(s). This improves planning and design, allows the consultant to accomplish important preparatory tasks, and significantly reduces the possibility for problems to arise.

### **Selecting a Public Engagement Consultant**

1. Conduct interviews with potential consultant candidates to become acquainted with their (or their firm's) skill sets and experiences, as well as the models or approaches they would use to respond to your agency's public participation needs. This provides an opportunity to compare and contrast general approaches.
2. Be open to a consultant's ideas for public engagement approaches that are different from those initially assumed most appropriate by your agency. Through such openness a local agency may understand more options, ultimately save time and money, and increase its ability to choose the most appropriate public engagement consultant and approach.
3. Ensure that the consultant has the necessary process design and delivery experience as well as any relevant issue/policy knowledge that will be required.

4. In some cases, two different consultants or firms working together may bring the best set of competencies to the job. This can be the case when one consultant is especially skilled in successfully engaging a specific community or population group. Or where required competencies in content and policy knowledge and in process design and facilitation cannot be found in one consultant. This may require some additional staff oversight to ensure a good integration of efforts.
5. Don't confuse public relations consultants with those who design and deliver engagement processes that seek to integrate the public's ideas into local decision-making. While both types of consultants can be helpful, they usually have different skill sets.
6. Weigh the ability of a potential public engagement consultant to act and to be viewed by the public as an impartial facilitator on the matter to be addressed by the public engagement activity. Such impartiality can help ensure public trust in the process.
7. Ask about the consultant's experiences with public agencies similar to yours; with those participants/ communities you wish to engage; and with the issue that your proposed public engagement effort will address. A lack of directly applicable experience may not rule out a consultant for consideration, but it is important information nonetheless.
8. Assess the potential consultant's experiences with public engagement approaches that will address your local agency's purpose and participation goals. Flexible practitioners who can mix and match public engagement activities and processes from their overall skillset may offer more choices for the public to get involved and a greater likelihood of reaching various participant groups.

## **The Consultant Contract**

1. The contract should be explicit about the consultant deliverables and timeline, accountability to the local agency, and working relationships and communications with local agency staff. It is particularly important to clarify the supportive role that agency staff will play through the full term of the consultant contract.
2. Ideally, there should be some flexibility in the contract to allow adaptation to the specifics of a public engagement plan and deliverables. Such adaptations may be informed by the consultant, by public input, or by further reflection by the local agency.
3. Contracts should clarify any responsibilities of the consultants in efforts to review and assess public engagement activities for effectiveness and lessons learned.
4. It is also important to clarify in the contract any consultant responsibilities for the recording, documentation, reporting and/or distribution of public ideas and recommendations that emerge from the public engagement process.

## **Using Public Engagement Consultants Well**

1. Ensure a close and collaborative working relationship between the consultants and appropriate agency staff, with regularly scheduled times to share information, check in on the status of deliverables, and problem-solve as needed. Avoid surprises.
2. Make sure that all relevant local agency staff are kept informed about the status of the consultant's work and the public engagement efforts overall. This should include public information/communications staff, as a good communications plan can increase the benefits of public engagement efforts.
3. Don't ask public engagement consultants to play roles that are more appropriate for local officials. When the public engagement process is being presented to the public, the appropriate local official(s) should describe the consultant hiring process (as appropriate to the setting), the role and responsibilities of the consultant(s), how local officials and public bodies will be involved, and how public input will be used in ultimate decision-making. Beware of "setting up" the consultants by a failure of local officials to clarify and carry out their own important roles in making a public engagement effort successful.
4. When consultants (or local officials) are presenting the planned public engagement process to community residents, especially early on, encourage them to discuss the *values and purposes* of public engagement and not only the techniques and approaches. It is also important to clarify how public input will be used by the local agency decision-makers.
5. It is usually helpful to hold a final "wrap up" session with the consultants to discuss and assess outcomes and lessons learned. Depending on the specific circumstances, such sessions may involve staff, elected officials or the public. If members of the governing body are involved, such sessions are best held in public.
6. As appropriate, take advantage of opportunities for consultants to train local agency staff in appropriate public engagement skills. This can add new capacity to both present and future public participation efforts.

## **Resource 5 – Example Community Engagement Plans**

### **CASE STUDY:** South Downtown (SoDo)

#### **OVERVIEW**

The city endeavored to complete several public improvement projects of varying scale in the south downtown area of Milwaukie alongside several other public/private developments from 2017 to 2019. City-led projects included a rebuilding of the bridge underpass, stormwater pipe replacement on Washington and Main streets, construction of the south downtown plaza, utility installation for the nearby developments, undergrounding of utility poles along Washington and Main streets, replacement of the Milwaukie Bay Park Bridge, and the reconstruction of Main Street. Other developments included the redevelopment of Milwaukie High School, redevelopment of Northwest Housing Alternatives, a mixed-use development on the former Bernard's Garage site known as Axletree Apartments, and the public/private development of Coho Point at Kellogg Creek.

The city used a comprehensive phasing strategy to implement these projects concurrently—essentially a “rip off the Band-Aid” method. Rather than working on a sequential, project-by-project basis that would have taken several years to complete, project construction was carried out concurrently with each other. This approach saved substantial time and money, however, it had quite an impact on the community. To create opportunities for the community to become involved with the SoDo projects the city launched a comprehensive engagement plan that shared timely and accurate project information cultivating a sense of ownership within the community.

## **INTERNAL TEAM**

To ensure a robust engagement strategy was implemented, city staff assembled a cross-departmental team representing multiple facets of the overall SoDo project. Team members included administrative support staff, engineering project managers, the geographic information system (GIS) coordinator, development project manager and communication program manager. This team meet weekly to strategize methods for engagement, review stakeholder lists, develop outreach materials, ensure the most up-to-date information was included on the city website, create social media plans and work through issues as they arose. Each team member played an important role and their responsibilities were clearly identified.

The varying perspectives represented on the internal team led to several benefits. Potential problems were identified early or before they occurred, unique and creative engagement tactics were created, issues were resolved efficiently, and the city received far fewer complaints from the community than they likely would have otherwise.

## **STAKEHOLDERS**

Due to breadth of the SoDo venture and multiple projects occurring simultaneously, engagement was needed for a large and diverse group of stakeholders. Many of the following groups, organizations and residents felt the effects of this endeavor, so it was crucial to communicate with them often. It was clear that some stakeholders would be impacted much more than others. It’s important to note, however, that the SoDo team still engaged with those who weren’t quite as affected by the various projects. Community members value receiving information, even if it seems like it shouldn’t matter whether they hear about it or not. Not including them in the engagement plan could have led to feelings of being undervalued, unimportant, underappreciated or simply disregarded.

### *External*

- Downtown businesses were some of the most impacted by the SoDo projects. This group included the food cart pod manager, as well as the food cart pod owners themselves, restaurants and coffee shops, any business (with or without a storefront) near construction zones, and the Downtown Milwaukee Business Association
- Downtown residents were also heavily impacted by noise, detours and interruptions to services, such as water and electricity.
- Churches/places of worship
- Schools, both public and private

### *City-affiliated*

- The Historic Milwaukie Neighborhood District Association (NDA) received specific attention because nearly all of the SoDo projects were located within its boundaries, however, all NDAs were included to varying degrees
- Several facets of the project entered into the purview of the city's Parks and Recreation Board and Arts Committee. These committee members became key stakeholders at several points throughout project
- The Milwaukie Farmers Market (aka Celebrate Milwaukie, Inc.) was affected by two different facets of SoDo. The first was construction-related impacts to the operation of their farmers markets on Sunday. The second was by the completion of the south downtown plaza project, which is currently slated to become the new home for the farmers market

### *Internal*

- As Milwaukie's primary decision-makers and key representatives in the community, it was vital to engage and inform members of City Council as often as possible
- City staff were a primary internal stakeholder so they could answer questions from the public, as needed, and help them feel included in such a large undertaking.

### **CHALLENGES**

The team faced several challenges with SoDo. The unpredictable nature of construction and concurrent work schedules led to some of the issues that need to be more continuously addressed. As mentioned before, the sheer scope of the projects associated with SoDo was quite large and impacted a large portion downtown Milwaukie, as well as the surrounding area. Creating clear messaging to help avoid confusion was constantly needed. The need to address specific stakeholders fluctuated throughout the duration of SoDo, requiring the team to adapt quickly.

### **TECHNIQUES**

To encourage community members to engage with the projects, promote awareness and create a recognizable identity for all activities related to the SoDo improvements, the team worked with a graphic designer to create a cohesive identity. This included a logo-type graphic, specific color palette and imagery. These elements were incorporated into all SoDo marketing materials, including postcards, fliers, stickers, t-shirts, posters, website icons and more.

### *Other Techniques*

- A dedicated microsite on the city's website was created to bring each project element together into one place to help make it easier to find information.
- An email subscription list was created for the community to sign up to receive weekly updates
- News and updates were communicated regularly on the city's social media accounts
- Articles were included in nearly every issue of *The Pilot* during the duration of all SoDo projects
- Team members made monthly presentations to the Historic Milwaukie NDA, as well as any other NDA that requested it
- Team members regularly attended the Downtown Milwaukie Business Association meetings to answer questions and provide project updates
- A few Coffee Talk sessions were held at coffeeshops impacted by construction where team members made themselves available for two-hour sessions for community members to stop by to ask questions or just discuss projects. Coffee and refreshments were provided by the city.

- Team members tabled at events throughout the summer, including the Milwaukie Farmers Market and First Friday.
- Presentations were made to the Arts Committee and Parks and Recreation Board to provide updates, request feedback about project elements and answer questions. For the Arts Committee in particular, the team submitted the final design for the south downtown plaza for approval.
- Open houses were held by the team for major elements, such as the Coho Point mixed-use development and south downtown plaza. Each open house was also accompanied by online surveys to provide an opportunity to participate for those who couldn't attend in-person.
- A celebratory event was held for the community at the end of construction that featured drinks and refreshments provided by local food carts, fire dancers, hula-hoop lessons for kids and adults, remarks by city leaders and partners, and music. The event was sponsored by several of the contractors involved in building the projects.

## **LESSONS LEARNED**

The team learned many lessons along the way that will benefit future city projects greatly. Below are some of the highlights:

- One of the most valuable was engage early and engage often. It's never too early to start discussing major projects with the community. This helps identify potential issues at the beginning of the process and reduces the surprise community members feel that often leads to feelings of frustration. By engaging frequently with stakeholders, they knew the city cared about their points of view and felt more involved overall. They also seemed more likely to become involved in future projects and advocate on the city's behalf.
- Along similar lines, the more the team communicated with the community, the better. Posting updates in multiple places in both print and digital formats, reaching out directly to stakeholders often, providing a variety of opportunities to speak with team members and share feedback, offering access to in-depth project information, and other such measures provided a high level of transparency. It also alleviated concerns, helped community members know what to expect and cultivated increased levels of trust. When questions were raised, people were more likely to ask members of the project team and believe what they said, rather than seeking answers from City Council members or the city manager.
- In-person engagement worked the best. Project details and complexities were discussed more directly and efficiently, and team members built lasting relationships within the community.
- Not everyone was happy with the SoDo improvement project and that was o.k. Community members still appreciated being part of the process even when they didn't necessarily agree with what was going on. They respected the decisions that were made because they had a chance to have their voices heard. Even though disagreements existed, relationships remained intact and the door was still open for further engagement in the future.

## **Linwood Ave. SAFE Project (Inform/Consult)**

### **Public Involvement & Communications Plan**

April 2020

#### **Introduction**

This Public Involvement and Communications Plan will guide and document community engagement efforts specific to the Linwood Avenue SAFE project.

#### **Public Involvement Purpose and Goals**

The purpose of the public involvement program is to share information about the project and when relevant, gather input on the needs, issues and options of potentially affected stakeholders.

The project's public involvement and communication goals are to:

- Communicate complete, accurate, understandable and timely information to the public throughout the project.
- Specifically engage the public to keep them informed of the overall SAFE program.
- Keep project area neighbors informed of the project design and construction plans, including construction impacts and schedule.
- Coordinate with property owners that may have impacts to their private property or in the right-of-way near their property, and when possible consider their feedback on the final design.
- Keep City Council, PSAC and the Linwood NDA informed of public input opportunities and project progress.
- Ensure that the public involvement process is consistent with applicable state and federal laws and requirements, such as ADA and Title VI compliance, and is sensitive to local policies, goals and objectives

#### **About the Project**

Linwood Avenue has been identified as a route that requires improvements to meet the needs of pedestrians and bicyclists. Shared pedestrian/bike paths will be completed from Harmony Road to Monroe Street, partially funded by the Safe Access for Everyone (SAFE) program. The City was awarded a grant from ODOT's Safe Routes to School (SRTS) program due to the proximity of Linwood Elementary School. The latest project design includes constructing:

- A shared bike and pedestrian path on both sides of Linwood Avenue
- A permanent diverter and other safety measures at the intersection of Linwood Avenue and Monroe Street
- Striped crosswalks and flashing pedestrian signals north and south of Linwood Elementary School
- Landscaped planter strips with street trees and stormwater treatment planters
- Southbound left turn lane removal at SE Cedarcrest Drive

#### **Anticipated Project Schedule**

Design for this project kicked off in 2019. Construction is anticipated to begin in early 2021.

#### **Project phases:**

- Project Kick Off: September 2019
- 30% design: Fall 2019
- 60% design: January 2020

- 90% design: May 2020
- Construction: Completion in summer 2021

**The Project Area and Surrounding Neighborhood**

SE Linwood Avenue is a heavily used north-south arterial street that connects Milwaukie residents to two of the City's commercial areas. The corridor is primarily comprised of residential homes and buildings and also houses two faith institutions and Linwood Elementary School. Unincorporated Clackamas County is adjacent to the project area.

**Key Stakeholders**

It is important to make special contact to update the following groups throughout the project, particularly at outreach rounds:

- Linwood NDA
- Linwood Elementary School and PTO
- SAFE Routes to School leaders
- St. Paul's United Methodist Church on Linwood Avenue
- Milwaukie Covenant Church on Linwood Avenue
- Wichita Center (King Road)
- 7-11 (Harmony Road)

**Concurrent Efforts and Coordination**

There are other projects that have overlapping goals and activities--that will take place concurrently or follow soon after this project--that should be tracked. It is important to be aware of these efforts to ensure that outreach and messaging are consistent and, when possible, to coordinate outreach activities to reduce public confusion and redundancies. These projects include:

- SE Linwood Avenue from Monroe to Johnson Creek Boulevard (Clackamas County extension of the City's Linwood Avenue improvements)
- SE Monroe Greenway Project (City of Milwaukie and Clackamas County projects)

**Project Team Member Roles for Public Communications**

JLA will advise on and track public involvement activities with support of the project team. The City and JLA will work together to coordinate and execute outreach activities.

Team members	Overview of team member responsibilities
Kelly Brooks	Assistant City Manager; Manages JLA contract; Provides oversight and communications for overall SAFE program
Steve Adams	City Engineer; Provides oversight for overall SAFE program
Jennifer Garbely	Manages SAFE Program
Wendy Marshall	Project Manager
Alicia Martin	Website; Identifies property owners' names/mailing addresses
Jordan Imlah	Social media
Jessica Pickul, JLA	Public involvement strategy and oversight
Tracie Heidt, JLA	Implements daily outreach activities, responds to public inquiries and tracks public comments
HHPR	Design Engineer Consultant

## Public Interest and Concerns

The following is a list of considerations to guide the level of public engagement:

- There is much public support for improved pedestrian facilities along SE Linwood to create a safer walking route for school children to Linwood Elementary School.
- There are roughly 60 impacted property owners along the corridor, and most properties will need driveway regrading during construction.
- There is mixed support for the diverter located at SE Linwood and Monroe. While the diverter design incorporated into the SE Linwood SAFE project is considered final, the design anticipates and accommodates potential modifications that might be identified during the SE Monroe Greenway project to improve overall safety at this location.
- Since this is a well-traveled road in Milwaukie, many members of the public will be interested in any potential road impacts that may be caused during construction.

## Level of Public Participation

Due to the high level of public interest and updates to the right-of-way and private property, **there is a need for multiple opportunities for the public to review plans and engage with the project team.**

Engagement opportunities are outlined below in the *Outreach and Communications Activities* table.

The project team is committed to the following levels of participation for each audience group:

Audience(s)	Level of Participation	Participation Goal
General Public	Inform	<i>Provide balanced and objective information to assist in understanding the problem, alternatives, opportunities and/or solutions.</i>
Impacted property owners; Linwood NDA; Linwood Elementary School	Consult	<i>To obtain feedback on analysis, alternatives and/or decisions.</i>

## Engagement During The COVID-19 Crisis - Specific to Spring and Early Summer 2020

COVID-19 has rapidly changed the way many community members in Milwaukie work, live, and interact with each other. The City and its Consultants understand that while project progress needs to continue, community safety is the top priority.

Gathering community input is still important to the development of a final design that is supported by the broad community. JLA will work with the City of Milwaukie to identify alternative outreach opportunities that enable community members to stay informed, view plans and participate safely yet meaningfully. Additionally, current state and federal guidelines prevent public gatherings for the foreseeable future.

## Outreach and Communications Activities

Activity/ Communication	Description	PI Lead	Schedule
Public Events	Host 2 in-person open houses (at 30% and 60%)	JLA plans; Project team attends	October 2019 and January 2020
Online Review and Surveys	Provide design plans at each round of design for public review and comment (30%, 60%, and 90%).  Plans made available on the project website and stakeholder list notified.	City posts to website; JLA coordinates with City on what to post; JLA emails stakeholder list	October 2019, January 2020, May 2020
Pre-Construction Outreach	At the completion of a final design, a construction-specific mailer will direct stakeholders to the final design online and include information on what to expect during construction.	JLA	Early fall 2020
Stakeholder List and Comment Tracking	A spreadsheet of interested parties/impacted residents will be maintained. All project-related comments are tracked in a comment log made available to the design team in a web-based list.	JLA	Ongoing and at project milestones
Stakeholder emails	Sent to interested parties and stakeholders at project milestones and weekly (or as needed) during construction	JLA, with project PM approval	Ongoing
Project webpage	A project-specific webpage that provides a project background, updated plans, timeline, upcoming activities, and contact information	City makes web updates; City and/or JLA provides content	Updated monthly during design, weekly during construction, and prior to events or when plans updated
<i>The Pilot</i> Newsletter updates	Periodic articles to communicate about open houses or project milestones	The City/JLA drafts article; City finalizes and publishes article	Prior to project milestones and as determined by PM
Factsheets	Factsheets provide the latest information about the project, an updated map	JLA designs and coordinates mailing	At project milestones

Activity/ Communication	Description	PI Lead	Schedule
	<p>or design and information on how to stay informed. Factsheets are designed and mailed to a two-block radius of project area at project milestones (kickoff; 30%, 60%, 90% design; twice during construction).</p>		
Postcards	<p>Postcards are sent as needed to a two-block radius when project notification is specific and brief. Postcards may be sent for the following reasons:</p> <ul style="list-style-type: none"> <li>• Notification about design or construction activities such as surveying, tree trimming along a corridor, or a lane closure.</li> <li>• Notification of a public event or survey.</li> </ul>	JLA or City, depending on purpose	As needed
Letters	<p>Letters will be sent for formal communications about individual impacts. Letters may be sent for the following reasons:</p> <ul style="list-style-type: none"> <li>• Notification about tree removal or addition in the ROW</li> <li>• Specific changes or impacts in the ROW near a home or within private property</li> <li>• A formal response relating to a project decision</li> <li>• A need for a response from the property owner</li> </ul>	JLA or City, depending on purpose	As needed

Activity/ Communication	Description	PI Lead	Schedule
Social Media	Project activities and opportunities for input are promoted through the City's Facebook and Twitter accounts	JLA drafts content and images; City public relations staff finalizes and posts	At project milestones and throughout construction
Property owner outreach	Individual outreach to impacted homeowners throughout design and construction. This outreach includes calls, emails, on-site visits and letters.	JLA and City staff	Ongoing
Permit of Entry letters	City drafts POE letters for any private property that may require site entry during design or construction. The property list is generated by the City. City drafts and mails letters and tracks responses.	City staff with support from JLA as needed	Between 60-90% design

**List of Completed Outreach Activities**

- Initial outreach (letter/phone call) to impacted property owners: September 2019 – March 2020
- 30% design open house and online review: October 8, 2019
- 60% design open house and online review: January 15, 2020
- Contact with impacted property owners: By May 2020

**Measures of Success**

The project team will evaluate the public involvement process on an ongoing basis to determine the effectiveness of the outreach effort.

At key milestones, the project team will assess how well the program is meeting the public involvement goals listed in this plan. While evaluation of these goals is necessarily subjective, the team will also consider the following more measurable objectives as the team assesses program effectiveness:

- Number of participants attending meetings or events.
- Number of website hits or downloads occurring during a specific time period.
- Number of people who have signed up for the project mailing list.
- Number of project comments received (phone, email, comment cards, online).
- Whether the comments are relevant to the project (indicates project understanding).
- How project decisions have been modified as a result of public input.
- Final progress measures: number of linear feet of sidewalks/paths added, number of students within ½ mile of a Safe Route to School, number of new ADA accessible curb ramps, number of public engagement opportunities, number of trees planted or preserved.

## City Hall Blue Ribbon Committee & Public Engagement Outline (Involve/Collaborate)

**Note:** This ad-hoc committee and the public engagement plan originally outlined had significant changes in 2020 due to COVID-19 so the plan below was altered significantly due to social distancing orders required at the time. The information below was a draft at the early stages of the project.

### Draft City Hall Blue Ribbon Committee and Public Engagement Outline

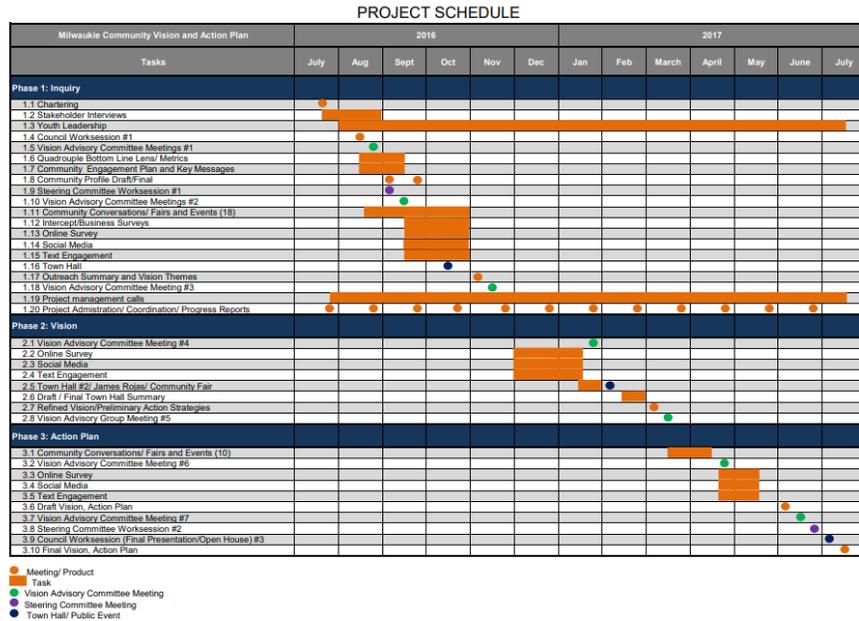
2020	Staff Technical Work	Public Engagement	City Council Actions
JAN			Jan 7 - Review Committee Process
FEB	<ul style="list-style-type: none"> <li>Site History (scott)</li> <li>Operations and maintenance (Damien)</li> <li>City financial goals (Ann and Bonnie)</li> </ul>	Feb 10 – Committee Applications due Feb 22 – Committee Interviews	
MAR	<ul style="list-style-type: none"> <li>Draft public engagement plan</li> </ul>	CHBRC Meeting #1 <ul style="list-style-type: none"> <li>Approve Charge and Schedule</li> <li>Present Site History</li> <li>Present draft public engagement plan</li> <li>Public engagement ideas exercise</li> </ul>	March 3 - Appoint Committee Members
APR	<ul style="list-style-type: none"> <li>Historic preservation (Leila and outside expert OPRD or OTAK)</li> </ul>	CHBRC Meeting #2 <ul style="list-style-type: none"> <li>Historic Preservation in Oregon (guest speaker)</li> </ul>	
MAY	<ul style="list-style-type: none"> <li>Market information (Jerry Johnson)</li> </ul>	CHBRC Meeting #3 <ul style="list-style-type: none"> <li>Review current operations and maintenance budget</li> <li>Review city financial goals / constraints</li> <li>Milwaukie real estate market overview (guest speaker)</li> </ul>	May 19 – City Council update on Public Engagement Plan and promotion of Public Event #1
JUN		Web-Based Survey <ul style="list-style-type: none"> <li>Share information available at open house in web-based survey</li> </ul> June 5 <sup>th</sup> - First Friday – Public Event #1 <ul style="list-style-type: none"> <li>Share/Present background research to date</li> <li>Goals exercise</li> </ul>	

		<ul style="list-style-type: none"> <li>• Tours of City Hall</li> </ul>	
JULY		<p>CHBRC #4</p> <ul style="list-style-type: none"> <li>• Review findings from public events</li> <li>• Goals workshop</li> </ul>	July 21 – City Council update and promotion of Public Event #2
AUG		<p>Web-Based Survey</p> <ul style="list-style-type: none"> <li>• Share information available at open house in web-based survey</li> </ul> <p>August– Sunday Farmer’s Market - Public Event #2</p> <ul style="list-style-type: none"> <li>• Present CHBRC developed draft goals</li> <li>• Collect feedback on draft goals – prioritization exercise</li> </ul>	
SEP		<p>CHBRC #5</p> <ul style="list-style-type: none"> <li>• Draft goals for recommendation to City Council</li> <li>• Select 2 members for RFP review committee</li> </ul>	
OCT		<p>CHBRC #6</p> <ul style="list-style-type: none"> <li>• Celebrate and Thank you!</li> </ul>	<p>Oct 6 – City Council presentation on draft RFP goals</p> <p>Oct 20 – Hearing and decision on RFP, declare property surplus – resolution to set the goals</p>
NOV			
DEC			
2021	<p>Process to sell or lease CH property</p> <ul style="list-style-type: none"> <li>• Release Request for Proposals (RFP) for new users of City Hall</li> <li>• Evaluate RFP responses</li> <li>• Negotiate Exclusive Negotiating Agreement (ENA)</li> <li>• Negotiate Purchase and Sale</li> </ul>	<ul style="list-style-type: none"> <li>• Public Hearing for sale of property</li> <li>• CHBRC role going forward - Up to 2 CHBRC members help evaluate RFP responses</li> </ul>	<ul style="list-style-type: none"> <li>- Approve entering into an ENA</li> <li>- Approve PSA / Lease terms</li> </ul>

	Agreement (PSA) / Lease		
2022	New user due diligence New User occupancy (Late 2022 / early 2023) depending on New City Hall tenant improvement timeline	New user community engagement (if needed)	

# Milwaukee Community Vision and Action Plan (Involve/Collaborate)

**Note:** This large-scale project included a variety of community engagement strategies over a two-year period. Below is the project schedule to provide some context as to what was done over that time. More information about the community engagement that was done is available from the Planning Department if you would find it useful for your own project.



## Resource 6 – Other Engagement Examples from Past Projects

### Lake Road Open House Event Plan

### Lake Road Open House

#### Details

Date: Thursday, February 27, 2020

Event Time: 5:00 – 7:00 PM

Set up: To begin at 4:30 PM

Location: City Hall Council Chambers

#### Format

Drop-in style Open House with a roll map and information about the Lake Road 50% designs. City staff will attend the event.

#### Event Goals

1. Provide updated project information and current design (50%) to attendees.
2. Provide an opportunity for neighbors to ask staff questions and provide feedback on the design.
3. Encourage people to watch the city webpage/project page for project updates.

## Talking Points

- **Roadway widening:** Increasing the roadway width mostly to the north. This will accommodate a minimum of two travel lanes and two bike lanes.
- **Utility Pole relocation:** Some utility poles on the north side of the road will be relocated. One utility pole to the south will be relocated. All poles and guy wires will remain within the public right-of-way.
- **Sidewalks, curbs and driveways:** Some sections of sidewalk will be replaced due to the widening. Some intersections ramps will be replaced to meet ADA compliance. Most driveway approaches will be replaced.
- **Road reconstruction:** Full depth reconstruction of the roadway from approximately 250 feet NW of the Lake and 23<sup>rd</sup> intersection to east of Guilford Drive. Concrete treated base (CTB) with two lifts of impervious asphalt and one 3" lift of porous asphalt for a total of 8" new asphalt.
- **Traffic Signal pole replacement and upgrade:** replace two poles (north side) and upgrade all signal components.
- **Tree removal:** Some trees and shrubs located within the public right-of-way will be removed as part of this project. The city will be responsible for all removal and trimming costs. Tree Removal Permits will be the responsibility of the City. Notification regarding removal and trimming will be sent to adjacent properties prior to construction.
- **Maintenance landscaping and stormwater facilities:** The code requires the adjacent homeowner to maintain the sidewalk and vegetated area in front of their property. However, due to the additional maintenance needs of stormwater treatment requirements, the City will maintain the stormwater planters. Adjacent homeowners will be responsible for maintenance of the regular (non-stormwater) landscape areas.

## Stations and Activities

Station Area	Staff	Content/ Displays
<b>Welcome – Foyer</b>	Kelly	Welcome table with sign-in sheets
<b>Around the Council Chambers</b>	Stephen, Steve, Tessie	<ul style="list-style-type: none"> <li>• Existing conditions survey</li> <li>• Roll map with plan over aerial</li> <li>• Cross section images</li> <li>• Anticipated Schedule</li> <li>• Post-it notes and markers</li> <li>• Comment sheets &amp; comment box</li> </ul>
<b>Food table – upstairs hallway</b>		Refreshments for about 50 people <ul style="list-style-type: none"> <li>• Cookies</li> <li>• Fruit or veggie tray</li> <li>• Water pitchers/C of M cups/plates/napkins</li> </ul>

## Public Feedback

This event will provide neighbors and interested parties an opportunity to speak with staff about the project design and schedule. Participants can provide feedback, ask questions of staff, and provide comments.

## Online Review

Those who miss the open house event will have the opportunity to view the information on the Project Webpage

## Additional Event Materials

- Nametags
- Signage for outside – plastic A-frame boards

## Staffing

- Stephen McWilliams
- Steve Adams (until about 6:20 pm)
- Kelly Brooks
- Tessie Prentice

# City of Milwaukie Community Engagement Evaluation

Report to

City of Milwaukie, Oregon

September 2020

Submitted by:

Center for Public Service  
Mark O. Hatfield School of Government  
Portland State University

Paul Leistner, Ph.D. Project Manager/Senior Fellow  
*Diane Odeh, MPA Research Assistant/Doctoral Student*  
Masami Nishishiba, Ph.D. CPS Associate Director

Contact Info

[leistner@pdx.edu](mailto:leistner@pdx.edu) (for Paul Leistner)

[nishism@pdx.edu/503-725-5151](mailto:nishism@pdx.edu/503-725-5151) (for Masami  
Nishishiba)

# TABLE OF CONTENTS

EXECUTIVE SUMMARY .....	3
Project Background .....	3
Summary of Findings .....	3
Broad support and momentum.....	3
Community engagement activities have not been integrated and coordinated across city government.....	3
Community profile information .....	4
Events .....	4
Boards and Commissions .....	4
Neighborhood District Associations.....	4
Police .....	5
Youth .....	5
Comprehensive strategy and plan for community engagement .....	5
Consultants .....	5
Key Recommendations.....	6
Data collection and sharing.....	6
Engagement and outreach.....	6
Strategies for equitable engagement .....	6
INTRODUCTION .....	7
Project Background .....	7
PROJECT APPROACH.....	7
KEY FINDINGS .....	8
Demographics.....	8
Boards and Commissions.....	10
Neighborhood District Associations .....	13
Guidelines for Community Engagement.....	14
Community Vision and Action Plan.....	15
IAP2 Core Values for the Practice of Public Participation .....	16
City of Milwaukie Comprehensive Plan Update .....	17
Community Engagement and Outreach Activities .....	17
Fun Community Events.....	17
Milwaukie All Aboard Community Vision and Action Plan process (Visioning Project) .....	19
Milwaukie Comprehensive Plan Update (Comp Plan Update).....	22
North Milwaukie Industrial Area Plan (NMIA Plan) .....	24
South Downtown Area Projects (SODO Projects) .....	27
Safe Access for Everyone (SAFE).....	29

Affordable Housing Engagement Efforts.....	30
Other Affordable Housing Community Engagement Activities.....	32
Climate Action Plan (2018).....	34
City of Milwaukie Citizens Jury (September-November 2019) .....	38
Milwaukie Police Department Community Engagement .....	40
Milwaukie Community Survey (2017 and 2020).....	41
Communication Strategies.....	49
Social Media-City of Milwaukie .....	49
Website-City of Milwaukie .....	50
Social Media Usage by Neighborhood District Associations (NDAs).....	51
Milwaukie Pilot (The Pilot).....	53
RECOMMENDATIONS .....	55
Data collection and sharing .....	55
1) Create an infrastructure to develop and maintain City-wide Community Engagement Data Dashboard.....	55
2) Develop guideline for information collection for evaluating community engagement activities .....	56
Engagement and outreach .....	57
3) Further strengthen the relationship with NDAs.....	57
4) Develop training materials, networking opportunities, and online resources for Boards, Commissions, and Committees.....	58
5) Engage Milwaukie youth.....	59
6) Expand outreach strategies.....	62
Strategies for Equitable Engagement.....	63
7) Create a formal, ongoing entity that focus on strategic actions for equity (e.g. Equity Planning Council).....	63
8) Develop understanding of Neighborhood District Association demographics .....	64
9) Think beyond demographic representation .....	64
10) Engage diverse community groups and support their capacity building .....	65
11) Adopt formal community engagement policy with equity lens .....	65
12) Develop evaluation plan and track results for accountability.....	66
CONCLUSION.....	67
REFERENCE LIST .....	67

## EXECUTIVE SUMMARY

### Project Background

The Milwaukie City Council established community engagement as one of its three council goals for 2019/2020. This goal is grounded in the adopted Milwaukie Vision and the International Association of Public Participation (IAP2) Core Values. The City recognizes that Milwaukie provides various opportunities and programs for the community to engage and that community members are highly engaged. The City of Milwaukie (the City), to further foster and grow community engagement, committed to evaluate its existing outreach and engagement efforts to determine how well the City is meeting its equity and inclusion goals set forth in the Milwaukie Vision.

### Summary of Findings

Following are the summary of the findings based on the review of the data and documents provided by City staff, interviewing key staff, and review of the materials available through the City's website:

#### Broad support and momentum

The City of Milwaukie already is pursuing many of the community engagement strategies and actions available to local governments. Going even further to increase the quality and consistency of community engagement has strong support from City leaders, City staff, and community members. This broad support offers the City an unusual opportunity to identify and take actions to increase the quality, consistency, and inclusiveness of community engagement across city government and to embed these values and practices in the culture and functioning of city government for the future.

#### Community engagement activities have not been integrated and coordinated across city government.

Lots of good work is being done, but often without the experience and knowledge available elsewhere in city government. The City is working on a number of ways to

correct this and to strengthen community engagement capacity within City government: a peer group of City community engagement staff have begun meeting; group members attended a five-day IAP2 workshop in community engagement planning and process design; the group is developing a community engagement manual and other best practices materials for City staff.

### Community profile information

Many City of Milwaukie projects—especially large capital and planning projects—have done a good job identifying stakeholders and community interests who could be affected by the project. However, each project appears to have developed its list largely on their own. No master list has been developed that identifies the different groups and communities in Milwaukie, how they are organized, and how to reach and engage them effectively.

### Events

Milwaukie's City-led community events are very popular, well managed, and effective at bringing many people together. The 2017 Community Survey noted, however that many people in the community did not seem to know about the events. Also, outreach for the events tends to be focused on the general community, rather than targeted to encourage participation from different groups within the community.

### Boards and Commissions

The City's boards, commissions, and committees actively involve many community members in the work of the City. Currently, the functioning and community visibility and engagement has not been consistent across these bodies. City staff who support these committees have started meeting to share information and increase the quality and consistency of their operation. These bodies have an opportunity to improve their community outreach and engagement. No formal body exists at this time that is focused on community engagement and equity or on youth engagement and empowerment.

### Neighborhood District Associations

Milwaukie has a strong system of active Neighborhood District Associations (NDAs). Neighborhood associations, traditionally, only are as effective as the

volunteers who step up to lead them. If the City wants NDAs to be more inclusive and effective, additional training and technical support may be needed. Also, the City should consider formally recognizing and supporting other kinds of community organizations to ensure many paths to community leadership and voice.

### Police

The 2017 and 2020 Community Surveys found that the Milwaukie Police Department (MPD) has strong support in the community. The MPD engages the community, and specific groups in the community, through a number of different programs. Currently, it does not appear that the MPD has over strategic plan for community engagement to ensure that the police are reaching all the groups they could be. The current intense focus on policing reform in the Portland area and nationally and the strong support for the MPD may provide an opportunity for the MPD to engage the full diversity of the Milwaukie community in dialogue about what kind of public safety services people in Milwaukie want moving forward.

### Youth

City leaders and staff have a strong interest in engaging youth in the civic life of the community. The Visioning Process engaged youth in outreach activities, the Boards and Commissions program has started a pilot to invite youth to serve on City committees, the Police reach out to youth through a number of programs. Most of these efforts seek to involve youth in existing government activities rather than empowering youth to set their own agenda.

### Comprehensive strategy and plan for community engagement

While the City is engaged in many efforts to improve community engagement, it currently does not have a formal comprehensive strategic plan with clear goals and strategies to guide the City's citywide community engagement and equity efforts.

### Consultants

The City has made good use of community engagement consultants to complement its own staff resources on a number of projects and events. The City is beginning to develop best practice materials to help staff develop effective RFPs, select experienced and skilled consultants, and develop contracts that ensure that the consultants deliver the services the City and the community need.

## Key Recommendations

### Data collection and sharing

- 1) Create an infrastructure to develop and maintain City-wide Community Engagement Data Dashboard
- 2) Develop guideline for information collection for evaluating community engagement activities

### Engagement and outreach

- 3) Further strengthen the relationship with Neighborhood District Associations (NDAs)
- 4) Develop training materials, networking opportunities and online-resources for boards, commissions and committees
- 5) Engage Milwaukie youth
- 6) Expand outreach strategies

### Strategies for equitable engagement

- 7) Create a formal, ongoing entity that focus on strategic actions for equity (e.g. Equity Planning Council)
- 8) Think beyond demographic representation
- 9) Engage diverse community groups and support their capacity building
- 10) Adopt formal community engagement policy with equity lens
- 11) Develop evaluation plan and track results for accountability

# INTRODUCTION

## Project Background

The Milwaukie City Council established community engagement as one of its three council goals for 2019/2020. This goal is grounded in the adopted Milwaukie Vision and the International Association of Public Participation (IAP2) Core Values. The City recognizes that Milwaukie provides various opportunities and programs for the community to engage and that community members are highly engaged. The City of Milwaukie (the City), to further foster and grow community engagement, committed to evaluate its existing outreach and engagement efforts to determine how well the City is meeting its equity and inclusion goals set forth in the Milwaukie Vision.

After initial contact and negotiation, the City and the Center for Public Service (CPS) agreed to an intergovernmental agreement (IGA) to have CPS to provide community engagement evaluation services to the City of Milwaukie and collaborate with the City to examine its existing outreach and engagement efforts. The IGA was signed in November 2019.

## PROJECT APPROACH

Key components included in the scope of work of this project outlined in the IGA are:

- gather and review participation and demographic data for City events and community engagement opportunities identified by the City,
- review the level of engagement in the City's planning and capital projects, social media and other online outreach efforts,
- summarize the demographic data;
- identify gaps in the data collection and identify possible approaches to fill the gaps;
- compile a list of best practices based on the review of the literature review;

- draft and finalize a report on the project; and
- present study results and recommendations to the Milwaukie City Council and other appropriate audiences.

The following approaches were taken to accomplish the project:

- Review information available on the City of Milwaukie website
- Review data provided by City staff
- Interview with key staff members
- Review academic literature and resources from other communities, and local and regional community engagement and civic organizations.

## KEY FINDINGS

### Demographics

To track changes in the demographics of the City of Milwaukie, the most recent data from the U.S. Census Bureau was collected<sup>1</sup>. Most of this updated demographic data is from the year 2018 unless otherwise noted.

Table 1 below highlights miscellaneous demographic data from 2016 and 2018 that is pertinent to this project. Data for the year 2016 are drawn from the City of Milwaukie facts sheet.

Demographic Type	2016	2018	Difference
Population	20,643	20,955	+312 (+1.5%)
Persons with Disabilities <65 years old	14.4%	14.5%	+0.1%
% with Bachelor's Degree >25 years old	29%	34.8%	+5.8%
Language other than English Spoken at home	9.9%	6.5%	-3.4%
Median Income	\$55,880	\$63,421	+7541(+ 13.5%)

<sup>1</sup> <https://www.census.gov/quickfacts/fact/table/milwaukiecityoregon,US>

Poverty Rate	12%	10.8%	-1.2%
Average Rent Price (per month)	\$972	\$1103	+\$121 (12.4% increase)

Table 1: Miscellaneous Demographic Data & Changes between years 2016-2018

As the data indicates, between 2016 and 2018 the population of the City of Milwaukie has increased approximately 1.8%. The population is becoming more educated, with a 5.8% more people over 25 with a bachelor’s degree. 6.5% of the population speaks a language other than English at home. Economically, median income has increased by 13.5%. The poverty rate has declined for 1.2%, while the average rent has increased by 12.4%.

Table 2 below shows the breakdown of the City’s population make up by race/ethnicity. This information was provided by the U.S. Census Bureau’s American Community Survey and are *estimates* of the population of Milwaukie, so the data must be viewed with the awareness that numbers may be different than reality. Instead, it is important to focus on the general information this data provides.

Milwaukie continues to be a predominantly white community. The Hispanic/Latinx population has increased by 1.6% (349 individuals) between 2016 and 2018. It is the second-largest non-white ethnic group. The number of individuals that identify as white increased by 80 individuals. However, the percentage of white individuals within the City of Milwaukie decreased. Officials have indicated that the most prevalent non-English languages spoken at home are Spanish, Russian, and Vietnamese.

Racial/Ethnic Demographic Type	2016 (20,643)	2018 (20,955)	Change
ASIAN			
Overall	655 (3.2%)	652 (3.1%)	-0.1%
Asian Indian	69	140	
Chinese	214	112	
Filipino	58	112	
Japanese	73	89	

Korean	68	75	
Vietnamese	68	80	
Other Asian	98	44	
NATIVE HAWAIIAN AND PACIFIC ISLANDER			
Overall	24 (.1%)	36 (.2%)	+0.1%
Native Hawaiian	0	0	
Other Pacific Islander	24	36	
TWO OR MORE RACES			
Overall	537 (2.6%)	596 (2.8%)	+0.2%
White and Black/African American	121	99	
White and American Indian	125	79	
White and Asian	211	238	
Other	80	180	
AMERICAN INDIAN/ALASKAN NATIVE			
Overall	105 (.5%)	102 (.5%)	(No % Change)
Cherokee tribal grouping	21	14	
Navajo Tribal grouping	10	0	
Other	74	88	
HISPANIC OR LATINX			
Overall	1552 (7.5%)	1901 (9.1%)	+1.6%
Mexican	1204	1450	
Puerto Rican	50	61	
Cuban	10	8	
Other Hispanic or Latinx	288	382	

Table 2: Racial/Ethnic Demographic Data and Changes between years 2016-2018

## Boards and Commissions

As of March 2019, the City of Milwaukie has 13 formal boards and advisory committees and one commission (i.e. the Planning Commission). Existing bylaws for some of the committees describe who can serve on these bodies. In some cases, people residing outside Milwaukie can serve. A City staff person is assigned to each body to support the group's work. Table 3 details this information below.

Scott Stauffer, City Recorder, and Amy Aschenbrenner, Administrative Specialist II, support and work closely with the City's boards, commissions, and committee. In the interive as part of this project, they noted that the City, in its attempt to strengthen its boards and commissions program, is standardizing requirements, providing support where appropriate and ensuring flexibility for individual boards, commissions, and committees where needed and appropriate.

While people often use the terms board, commission, and committee interchangeably, Milwaukie Municipal Code (Chapter 2.10 Boards, Commissions, and Committees Generally) establishes the basic authority and requirements for these bodies, and clarifies their differences. According to the Code, a commission has the power to make decisions on behalf of the City Council, while boards and committees can only advise the City Council.

*Community Engagement Role of these Bodies:* Boards and commissions can serve as important conduits for different levels of community voice in local decision making. It is common for city government boards and commissions to act as bodies whose members advise City Council based on each member's own expertise and perspectives. Members of the board and commission members facilitate information sharing between city government and the broader community. In some cases, members represent the views, concerns, and priorities of organized groups or interests in the community and act as a conduit between those specific groups or organizations and the city.

The City of Milwaukie's website advertises joining a board, commission, or committee as an opportunity for community members to "have a voice in local government." The website states that "Serving on a city board, committee, or commission is a vital way for the community to engage with government."<sup>2</sup>

Milwaukie City staff indicated that they believe the current City Council members want Milwaukie's boards and commissions to function as a two-way street for

---

<sup>2</sup> <https://www.milwaukieoregon.gov/bc>

communication with the community. There is no clear description of the expected role of boards and commission in the community engagement process.

Scope of Responsibility: Milwaukie boards, commissions, and committees often have been the source of great creativity and new policy, project, and program ideas. Staff reported that some projects or issues have overlap responsibility areas of more than one committee. For example, recently, Tree Board’s work overlapped with that of Public Works Department and also the Climate Action Plan effort. The Tree Board runs Arbor Day and also is engaging the community as part of creating a city tree code. The Tree Board also created the urban forestry program and takes it out to the community at events and works with the Parks Board. Staff say the Arts Committee is very community focused, provides input to art projects, and maintains its own Facebook page.

Staff also noted that many good ideas originate with community and neighborhood groups and are taken up and moved forward with help from the City’s boards, commissions, and committees. For instance, staff said the \$90 million SAFE project originated with PTA members at an elementary school who were involved in the Safe Routes to Schools Program. The City’s Public Safety Advisory Committee (PSAC), which had been focused on law-enforcement, shifted to focus on pedestrian safety and advocated with City Council over two years, which led to the adoption of a utility fee that generated \$90 million for pedestrian safety projects.

Committee Name	Number of Members	Community Members	City Council Members	Non-Residents Allowed to Serve?
Arts Committee (artMOB)	9	9	0	Yes. Cannot be majority non-residents
Audit Committee	4	3	1	Yes. CPA member can be non-resident.
Budget Committee	10	5	5	No.
Citizens Utility Advisory Board (CUAB)	5	5	0	Yes. Business owner or rate payer can be non-resident.

Design and Landmark Committee (DLC)	5	5	0	Yes. Non-residents with special skills allowed to serve.
Kellogg Good Neighbor Committee (KGNC)	7	6	1	Yes. Business owner can be non-resident.
Library Board	7	7	0	Yes. Cannot be majority non-residents.
Park and Recreation Board (PARB)	7	7	0	No
Planning Commission	7	7	0	Yes. No more than two non-residents allowed to serve.
Public Safety Advisory Committee (PSAC)	11	11	0	Yes.
Tree Board	7	7	0	Yes. Five residents and one certified arborist required.
TOTAL	81	72	7	

Table 3: Summary of Milwaukie Boards, Committees and Commissions

Source: City of Milwaukie City Recorder

### Neighborhood District Associations

The City of Milwaukie has 7 designated Neighborhood District Associations (NDAs). NDAs have been a central element in the City’s community engagement program for many years. They are “advisory groups chartered by the City to act on issues affecting neighborhoods” (NDA Manual, p. 5). The City of Milwaukie established the NDA boundaries in 1994 (Resolution 6-1994), and the seven NDAs established founding officers and applied to the City for recognition between 1994-1996. The City recognized each by resolution. (City of Milwaukie, “Milwaukie Neighborhood District Association (NDA) Training Manual, p. 5). Each NDA has bylaws that were adopted by the City Council by resolution. NDAs in Milwaukie function as *public bodies* of the City.

The City currently does not require NDAs to maintain and share sign-in sheets from their meetings. Currently, it does not appear that NDAs gather demographic information on their board members. The frequency of meetings and general attendance of residents, provided by city officials, is detailed below in Table 4.

NDA	Meeting Frequency	Attendance
Ardenwald/Johnson Creek	10 times a year	~20 people per meeting
Historic Milwaukie	12 times a year	~15 people per meeting
Island Station	12 times a year	~15 people per meeting
Lake Road	10 times a year	~6 people per meeting
Lewelling	10 times a year	~10 people per meeting
Linwood	10 times a year	~30 people per meeting
Hector Campbell	12 times a year	~12 people per meeting

Table 4: Meeting frequency and attendance for Neighborhood District Associations (NDAs)

### Guidelines for Community Engagement

The City of Milwaukie has formally adopted or chosen to follow certain guidelines that establish expectations for community engagement and support the community engagement work of City leaders and staff. These include the Community Vision and Action Plan, IAP2 Core Values, and the proposed updated Comprehensive Plan.

The City currently does not have a unified comprehensive policy for community engagement, nor a separate formal policy on equity. Approaches for equity and inclusion are woven into various plans that involve community engagement<sup>3</sup>.

---

<sup>3</sup> City of Milwaukie "Community Vision and Action Plan," September 2017

## Community Vision and Action Plan

The Community Vision and Action Plan includes goals and actions related to community engagement and equity. See Figure 1 for the goal statement.

GOAL STATEMENT—People: Arts, Community, Education, Happiness, Health, Innovation, Safety.

Milwaukie is an inclusive community of diverse people from a variety of backgrounds that honors our differences and shared similarities. We are engaged and come together in many ways through various events and community gathering places, where we can celebrate our interests and passions.

Milwaukie is a diverse community that provides opportunities and support for all of its residents through a variety of resources and enriching activities. We encourage and support a vibrant local economy that contributes to a high quality of life where residents can live, work, learn, and play.

The City of Milwaukie is an open portal where information is readily available, easily exchanged, and responsive. Residents feel empowered and have opportunities to engage and share ideas. (Community Vision and Action Plan, p. 6)

SUPER ACTION—Cultivate a Sense of Community, Culture, and Belonging by Encouraging Public Involvement, Diversity, Equity, and Inclusion. (p. 8)

Figure 1: City of Milwaukie Community Vision and Action Plan Goal Statement

Specific priority actions identified include the following in Figure 2:

Matrix Reference	Associated Priority Actions (Established by Town Halls, Survey, Council)	Status
People 1.1	Continue to support neighborhood block parties, tool libraries, book exchanges, community gardens, “barn-raising” type activities and other neighborhood events and resources that serve to bring residents together	Underway
People 1.2	Continue to provide city staff support and funding for events and celebrations that showcase the community, such as the Sunday Parkways, Umbrella Parade, Earth Day/Arbor Day, and the NDA summer concert series	Underway
People 1.3	Develop additional Police Department programs that help build relationships with the community, such as Coffee with a Cop, the Citizen’s Police Academy, the creation of a Latino Youth Coalition, and increased participation in community events like National Night Out and Sunday Parkways	Future
People 2.4	Expand the City’s volunteer program to organize and promote community volunteer events, projects and other opportunities, connecting volunteers and resources with those in need	Underway
People 3.2	Update the City’s comprehensive city-wide communications strategy to encourage community engagement and employ a variety of methods for exchanging information, from large Town hall meetings to emerging online tools	Initiate with Comprehensive Plan
People 3.6	Increase the number of City informational materials translated into Spanish and other languages	Underway
Prosperity 3.4	Develop a new public plaza in the south downtown area that can be used for year-round events and enhance the Milwaukie Farmer’s Market	Future
Place 3.2	Complete Phase 3 of Milwaukie Bay Park to create spaces for community gathering and the arts and promote the park as a community destination with year-round programming	Underway; 2017-18 Council Goal
Place 3.4	Make improvements to Milwaukie Bay Park in a manner that celebrates the river and increases opportunities for waterfront events and access for boats and other water-related recreational activities	Underway; 2017-18 Council Goal

Figure 2: Priority Actions of the Milwaukie Community Vision and Action Plan

### IAP2 Core Values for the Practice of Public Participation

Although the City has not adopted a formal community engagement policy, City leaders and staff are using the IAP2 Core Values to guide their community engagement efforts. Staff report that the City is creating a “Community Engagement Guide for staff to follow, which follows the Core Values” to ensure that City staff reflect the values in their work. The City also has sent key staff from different departments to IAP2 training which included training on the IAP2 Core Values. The City also plans to provide IAP2 training for decision makers to City Council members and other decision makers<sup>4</sup>. A list of the IAP2 Core Values for Public Participation can be found in Appendix A.

<sup>4</sup> Jason Wachs, email to Paul Leistner, 4/22/2020

## City of Milwaukie Comprehensive Plan Update

The City of Milwaukie currently is updating its Comprehensive Plan. The January 2020 Public Review Draft includes a number of well-crafted goals and policies related to community engagement. While these goals and policies technically apply only to comprehensive land use planning, the City could use them as a basis for developing city-government-wide community engagement goals and policies and an overall strategic plan for improving the effectiveness, inclusiveness, quality and consistency of community engagement in Milwaukie. This policy can be found in Appendix B.

### Community Engagement and Outreach Activities

This section provides the information of the past and ongoing community engagement and outreach activities that the City was the lead organizing body. They include target events, projects, and programs. Participation data is presented where available.

It should be noted that it is challenging to gather consistent and reliable data for community events, projects and programs, and therefore, some of the data for these events are not comprehensive. Also, moving forward with COVID-19 restrictions it is unlikely that any of these community events, projects and programs that requires physical gathering of large group will be held in the near future. While those community engagement activities have known to be effective in the past before the onset of COVID-19, how and whether these community engagement activities will be implemented in the future requires some innovative thinking by the City and the community members.

### Fun Community Events

The City of Milwaukie does a great job in coordinating many very popular community events that engage people from the Milwaukie community and increasingly are attracting participants from the surrounding region.

For the purpose of this project, events led primarily by the City of Milwaukie rather than events led by other jurisdictions or organizations in which the City is just a partner were selected for review. They include:

- Adopt-A-Road
- Carefree Sunday
- Earth Day
- Arbor Day
- Umbrella Parade and Tree Lighting
- Winter Solstice and Christmas Ships
- Milwaukie Farmer’s Market
- First Friday

The information on these events were prepared by Jason Wachs, the City’s Community Program Coordinator. Mr. Wachs was responsible for coordinating and supporting all these events for the City. General participation information for these events is summarized below in Table 5. Description of each events are available in Appendix I.

Event	2018	2019
Adopt-a-Road	211	163
Carefree Sunday	n.a. (new event)	5,000
Earth Day	150	100
Arbor Day	150	25
Umbrella Parade and Tree Lighting	2000	1500
Winter Solstice and Christmas Ships	4,500	3,000
Milwaukie Farmer’s Market	5,000	5,000
First Friday	[not collected]	[not collected]

Table 5: Participant Information of City of Milwaukie Events

## Milwaukie All Aboard Community Vision and Action Plan process (Visioning Project)

Visioning Project is considered by some City staff and community members as the City of Milwaukie's best recent community engagement process. (The Visioning Project was awarded the 2018 Good Governance Award by the Oregon League of Cities.) City hired Cogen Owens Greene (COG) to lead the design and implementation of the visioning process. COG staff and City planning staff worked together as a team to implement the process. To guide the visioning process, 15 members from the community were chosen from 30 applicants. Attention was paid to ensure that these 15 members were diverse in various aspects such as age, interests and background, and neighborhood representation. In addition, a Youth Vision Action Team, made up of four Milwaukie High School students, helped implementing the project and extend the impact of these efforts.

The Vision Action Committee (VAC) members created a draft vision statement using input provided by the about 200 people who participated in the 17 community conversations, 55 web-based survey responses, 43 postcards submitted at summer fairs and events, 50 business survey responses, and more than 600 unique aspirations about Milwaukie's future. (Source, Town Hall Summary, November 10, 2016, p. 2). Subsequently, the draft vision statement were presented to the community at two Town Halls (November 2, 2016 and February 15, 2017) to get more inputs from the community. The City Council approved a final version of the Vision in September 2017.

An estimate of a thousand community members were engaged through a variety of events and activities. And helped shape the vision statement and the development of action items and priorities for the City. Community engagement activities that took place for the Visioning Project included:

- 15 Summer Fairs and Events
- 20 Stakeholder Interviews
- 4 Web-Based Surveys
- 3 Place it! Workshops with Urban Designer James Rojas
- 7 Vision Advisory Committee meetings
- 5 Steering Committee/ Department Leadership meetings
- 18 Community Conversations in Fall 2016
- 10 Community Conversations in Spring 2017
- 2 Town Halls

The two key engagement strategies incorporated in the Visioning Project that were considered effective were Community Conversations and Town Halls.

#### Community Conversations

City staff worked with the Cogan Owens Green consultant team to implement two phases of Community Conversations during the Milwaukie Visioning Project. The Community Conversations took place as small group discussions held during regularly scheduled meetings or events with community groups and organizations.

In Fall 2016, the team facilitated 17 Community Conversations over two months. Participants discussed “what is going well in Milwaukie, any concerns about the City and community, and what Milwaukie should be like in 2040.” (Summary of Community Conversations, p. 2) These included conversations with a number of organizations including city bodies, neighborhood district associations, school, committee applications, and assorted community organizations. A full list is in Appendix C.

In Spring 2017, nine additional Community Conversations were held, that reached out to all seven Neighborhood District Associations in addition to community organizations Hillside Manor and Rotary Club<sup>5</sup>.

#### Town Hall Meetings

Two Town Hall meetings were organized as part of the Milwaukie Visioning project. The first Town Hall took place on November 2, 2016 and the second Town Hall took place on February 15, 2017.

November 2, 2016 Town Hall had more than 140 participants attended. The Town Hall was held at Waldorf School and childcare and refreshments were made available to those who attended. A wide range of community members attended including Spanish speaking residents, newcomers as well as residents who had lived in Milwaukie for their entire life.

Town hall participants shared their reasons for participating and reviewed background information on the vision process themes: People, Place, Planet, Prosperity. Participants were introduced to the VAC's draft vision statement. Participants shared feedback on the draft that was considered by the VAC members at their next meeting.

Youth Vision Action Team from Milwaukie High School reported on their outreach from community conversations and business surveys. Daniel Franco-Nunez with Izo Marketing reported on his observations from his focused outreach to Latino Community members.

Town hall participants then broke out into 12 tables for facilitated small group discussions<sup>6</sup>.

---

<sup>5</sup> Source: Milwaukie Community Vision and Action Plan, Appendices, Appendix D Community Conversations, Summary of Community Conversations;  
[https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/attachment\\_3\\_-\\_community\\_vision\\_appendices.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/attachment_3_-_community_vision_appendices.pdf)

<sup>6</sup> Source: Milwaukie Community Vision and Action Plan, Appendices, Appendix C Town Hall Reports, Town Hall Summary, November 10, 2016

February 15, 2017 Town Hall was attended by more than 100 community members. Participants reviewed goal area statements and then divided up and re convened at 13 discussion tables according to their interests and one Spanish-language group. VAC members and Spanish translators facilitated the discussions. At each table, participants reviewed a Goal Area Statement and developed and refined a list of action items required to implement that statement. Willamette Falls Community Media streamed the event live online and apparently made the broadcast available online after the event.

Mayor Gamba announced to the group that consultants, staff and Milwaukie High School youth will lead ten Community Conversations in March and April focusing on the draft actions. Also, an online survey was to be made available in May that would focus on priorities for the agreed-upon actions. It was reported that the VAC would use all this input to prepare a final draft to submit to the City Council for review and approval in the summer of 2017<sup>7</sup>.

### Milwaukie Comprehensive Plan Update (Comp Plan Update)

City staff reported that community engagement in the Comprehensive Plan Update (Comp Plan Update) was another good community engagement activity, but it was not as extensive as the Visioning Process. Staff noted that community engagement activity takes a lot of time and effort, and with only two City staff assigned to work on the Comp Plan Update, the City again hired a consulting firm to help support the process. The City hired Enviro Issues (<https://enviroissues.com/about/contact>), and Kirstin Greene, who had led the Cogan Owens Greene consultant team for the Visioning Process, initially worked with Enviro Issues on the Comp Plan Update as well.

---

<sup>7</sup> Source: Milwaukie Community Vision and Action Plan, City Council Adoption Draft, September 5, 2017; [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/2017\\_community\\_vision\\_september\\_2017.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/2017_community_vision_september_2017.pdf) ) and Milwaukie Community Vision and Action Plan, Appendix C Town Hall Reports; Town Hall Summary, March 1, 2017

The following mechanisms were used to engage the community to solicit input and develop policy:

- Comprehensive Plan Advisory Committee (CPAC) (which included representatives of NDAs and other community members)
- Planning Commission
- Community open houses, focus groups and public hearing
- Community online surveys
- City planners meeting with neighborhood district association and community members through the process.

As the result 600+ Milwaukie community members provided input in the process (Comp Plan Update March 2020 draft p. 4)

At the early stage of Comp Plan Update, the City Council created the Comp Plan Advisory Committee (CPAC) and identified members as the primary liaisons to the Milwaukie community. They were tasked with involving a variety of different stakeholders in the decision-making process, provide feedback on public involvement efforts and offer feedback on draft goals and policies. CPAC also ensured that the diverse interest of the Milwaukie community is reflected in the Comp Plan Update and helped advance policy recommendations to the Planning Commission and City Council. CPAC members were encouraged to help facilitate meetings with their neighborhood district associations and other community organizations as well (CPAC Charter.). It does not appear that any demographic data were collected from the CPAC members.

The Planning Commission makes recommendations to the City Council on zoning and long-range planning activities that require City Council approval. The Planning Commission consists of seven members who serve for four-year terms. Five members must be city residents. The Planning Commission took oral testimony on earlier drafts of the updated Comp Plan on January 14 and January 28, 2020. The members deliberated at their February 11 and February 25, 2020 meetings. At their March 10, 2020 meeting, the Planning Commission members voted to recommend that the City Council approve the updated Comp Plan.

Other engagement activities included three Spanish-language focus groups organized with Madres de Corazon with a total of 50 participants. Consultants facilitated the focus groups in Spanish with English translation available for City staff. Approximately 10 to 15 community members regularly participated in the general focus groups and town halls. Staff reported that 168 respondents participated in the online survey.

In addition, throughout the Comp Plan Update process 7 City planners met with neighborhood district association and community members to solicit input.

### North Milwaukie Industrial Area Plan (NMIA Plan)

The North Milwaukie Industrial Area (NMIA) is a major industrially zoned and employment area in Milwaukie. In 2017, the City initiated a process to develop a “framework plan and implementation strategy to develop the NMIA as a vibrant, mixed-use urban area.” The project team included a staff member from the City of Milwaukie, a staff member from Clackamas County, and a staff member from the consulting firm, MIG, Inc, respectively, who developed and led the community engagement effort for the project.

The “public involvement plan” developed by MIG, Inc. established community engagement outreach goals and outcomes, guiding principles, and targeted objectives for the project. The plan identified target outreach audiences for the project as: property owners, business owners, community members, community organizations, business associations/Chamber of Commerce, industry experts, neighborhood associations, local and state agencies, relevant railroads and other utilities, other neighborhood associations as applicable, Milwaukie residents, non-English speakers, homeowners, residents living in rental units, and community based organizations. (NMIA Public Involvement Plan, p. 4)

The community engagement activities for the NMIA Plan included:

- a public kickoff meeting
- Project Advisory Committee

- stakeholder meetings
- online survey
- three public events
- formal public hearings.

The project team also developed an interactive website where community members can sign up for automatic email notification about newly posted project information so they can review the latest information and download project public documents.” (NMIA Plan Progress Report, as of August 30, 2017, p. 1.)

City invited stakeholders to participate on a Project Advisory Committee (PAC). The committee met five times during the project period. The group members primarily consisted of representatives of local, regional, and state government and local commercial business and industrial interests. The area does not include residences, and therefore, no individual residents were engaged in the PAC. The group also included representatives from two neighborhood district associations and a local environmental organization. In the April 29, 2020 email message, Alex Dupey, the project lead with MIG, Inc., said the primary focus of the City and MIG, Inc. in creating the PAC was to “get as many potentially affected parties in the same room as possible.” (A full list of PAC members can be found in Appendix D.)

The project team conducted meetings with identified stakeholders and interviewed approximately 10 individuals and small groups to gain information on best practices for development and redevelopment in NMIA. These meetings served to engage existing landowners and businesses, provide them discuss potential goals and objectives for the project, identify challenges, and desired land use patterns (NMIA Plan Progress Report, as of August 30, 2017, p. 2.) Dupey, in his April 29, 2020 email, noted that the stakeholder meetings were focused on “businesses, including businesses that tried to lease space in the NMIA but were unable to.” He recalled that most of the individuals they talked with were “older (age 60+) white males, mainly because that’s who owns the properties.” One exception was Sock It To Me, a woman-owned business, with a diverse employment base, and a much

younger demographic. No other information was available on the demographic characteristics of the stakeholders who participated in these meetings.

The project team administered an online survey that solicited respondents' perceptions and issues, ideas for improvement, how to get around etc. (NMIA Plan Progress Report, as of August 30, 2017, p. 2.) The survey also asked respondents to share where they live and where they work (by placing dots on a map) and their age, race/ethnicity, and gender. A total of 140 individuals responded to the survey. The profile of the respondents is:

- Live and Work Location: Nearly all the responses appeared to come from people who live and work outside the plan area. The majority of locations identified were in the general Milwaukie area. Additional responses came from around the metropolitan region.
- Age range: 85% fell between 25-64
- Race/ethnic background: 78% identified as White/Caucasian, 3% as Asian/Asian Indian/Pacific Islander, 3% were Hispanic/Latinx, 3% is multi-racial, 1% is American Indian/Alaskan Native, and 1% Black. 10% did not report their race/ethnicity.
- Gender: 42% identified as females, 41% as males, and 2% as "Other". 11% did not report their gender.

The project presented three public events. Demographic information appears to have been collected by Clackamas County. City staff nor MIG, Inc. had ready access to this information for this study. In the first public event, the project team organized and facilitated which served to introduce the project and developed a vision, project goals, and opportunities and constraints for the NMIA. The second event was designed to gather input to create the Draft Framework Plan, describe results of the Market Study and Economic Feasibility Memo and ask for feedback. The final public event was held prior to the Planning Commission hearing. The project team provided a project history of the NMIA, the Revised Draft Framework and Implementation Strategy, including visual illustrations.

## South Downtown Area Projects (SODO Projects)

Development of the South Downtown (SODO) area of Milwaukie began in 2008 as community involvement staff engaged residents on conceptualizing goals and “pattern language” for the area. In June 2009, a consultant team from the Center for Environmental Structure interviewed 35 Milwaukie residents to develop a future vision for the area. Residents also were part of a steering committee to prioritize aspects of this vision. In September 2010, residents were invited to a forum to offer feedback on this concept. A year later, City Council adopted this initial concept.

The ten projects associated with SODO have neared completion by January 2020. The City of Milwaukie website notes that the improvement projects in the South Downtown area, include the building of a festival street and public plaza. The City’s website identifies other projects include: Axletree Apartments, Kellogg Bridge Replacement, Kronberg Park Multi-Use Trail, Main Street Crossing Lowering, Milwaukie Bay Park Bank Repair, Milwaukie High School Improvement, Northwest Housing Alternatives Campus, Phase I Washington Street Storm Pipe Replacement, South Downtown Plaza, and Washington and Main Street Reconstruction.

To keep residents engaged, city staff created a webpage where residents can access updates and plans, as well as project impacts and road closures related to SODO<sup>8</sup>. In addition, community members also can sign up to subscribe the newsletter “South Downtown Alerts”.

City staff also made themselves available to discuss SODO projects with residents of Milwaukie. For example City staff participated in some Neighborhood District Association (NDA) meetings and encouraged meeting attendants to give input to SODO projects. Additionally, online surveys specific to this project were administered to residents. Updates were regularly distributed in the citywide newsletter, the Milwaukie Pilot. The SODO team also hosted social events—referred to as “Coffee with the SODO Team”—where they invited community

---

<sup>8</sup> <https://www.milwaukieoregon.gov/southdowntown/south-downtown-milwaukie>

members to discuss South Downtown construction, ask questions or voice concerns. Coffee and refreshments were provided at these events. Participant details related to this event were not available.

In the 2017 City of Milwaukie Community Survey following questions were included to assess the resident's perceptions about the downtown development. Following are some highlights from the survey<sup>9</sup>.

- The most important issue they confront in their community (top two responses) were "downtown development (10%) and "growth and development" (9%)
- 76% responded "Yes" to the statement "More needs to be done to revitalize Milwaukie's downtown."
- Top three priorities for downtown revitalization: space for restaurants, housing and mixed-use housing, and retail spaces

Residents who had lived in the City for under five years had a "slight preference (33%) for an emphasis on housing only." Residents who've lived in Milwaukie for 21 years or more were more likely to want additional parking (13%).

- Satisfaction on the City's efforts to create affordable housing

Shorter term residents (<5 years), those under age 55 and college educated respondents are the most satisfied with efforts to create housing affordability.

Longer term residents (20+ years), older respondents and less well-educated participants are less satisfied."

---

<sup>9</sup> Memo from Patinkin Research Strategies, LLC to "Interested Parties" RE: City of Milwaukie Community Survey Executive Summary, May 23, 2017

## Safe Access for Everyone (SAFE)

Safe Access for Everyone (SAFE) is the “city’s program to improve safety for people walking, biking and more. The SAFE Program was created as part of the development of the City of Milwaukie’s American’s with Disabilities Act Transition Plan for Accessibility in the Public Right-of-Way. SAFE calls for upgrading the city’s network of connections, such as sidewalks, ramps and crossings to fill network gaps, replace portions that don’t meet Americans with Disabilities Act (ADA) standards, and remove barriers for people to get where they need to go safely.” In this project City staff worked with community members to identify where mobility improvements are needed most.

In 2013, the City’s Transportation System Plan (TSP) identified \$1.1 billion worth of pedestrian and bicycle improvements needed throughout the City without funding sources<sup>10</sup>. In October 2014, staff presented City Council with a summary proposal on increasing the city’s current progress of completing sidewalk projects. In September 2015, staff proposed to City Council the creation of “a new Americans with Disabilities Act (ADA) Transition Plan for Accessibility within the Public Right-of-Way in connection with the creation of a public sidewalk accessibility program and possibly a bicycle accessibility element to the program.”

In September 2017, the City Council designated the City’s Public Safety Advisory Committee (PSAC) to lead the effort to develop the City of Milwaukie’s Bicycle and Pedestrian Accessibility Plan (BPAP). Multiple stakeholders are engaged in the PSAC, such as members of Neighborhood District Associations, the Citizen Utility Board, City Council, and at-large community members. The City Council also designated the PSAC as the formal “Community Planning Advisory Council” (CPAC) to create the new ADA Transition Plan. In this role, members were expected to gather input from key stakeholders such as planning professionals, policy makers, and the general public. City staff then worked with the CPAC to create the Safe Access For Everyone (SAFE) Program.

---

<sup>10</sup> City of Milwaukie Bicycle & Accessibility Program, Adopted July 19, 2016, p. 1.

According to the Bicycle & Pedestrian Accessibility Program report (2016), the PSAC engaged in extensive public involvement to develop the program. PSAC and staff reached out to City Council, the Citizen Utility Board, the seven NDAs, and community members at the Farmer’s Market to get their input on the draft accessibility plan and the projects community members wanted to focus on<sup>11</sup>. City Council conducted three public meetings on the plan in the winter and spring of 2016. PSAC also held 11 monthly meetings that were open to the public and invited public input along the way. Additional community input was solicited at First Friday events and the Milwaukie Farmer’s Market by asking community members to submit comment cards and questionnaires regarding opinions on the City’s infrastructure, future opportunities, and priority areas. City Council adopted the program in July 2016.

City staff also made presentations at meetings of all seven NDAs. Staff invited to the NDA meetings led a *dot exercises* where the meeting participants identify their priorities for bicycle and pedestrian facilities. Staff used the information to help determine the prioritization of projects in the Action Plan. (p. 9)

### Affordable Housing Engagement Efforts

#### Milwaukie Housing Affordability Strategy (MHAS): 2018–2023 Action Plan

The City developed its Milwaukie Housing Affordability Strategy (MHAS) during 2017 and 2018. The process was guided by the City Council, which identified housing affordability as its number one priority for 2017-18. The City Council also adopted the Milwaukie Community Vision in September 2017, which identified availability of affordable housing as an integral part of creating an equitable, livable, and sustainable city. The Community Vision was developed with extensive community engagement. (MHAS Action Plan, p. 1)

The City’s Community Development Department developed the MHAS with assistance from a groups of subject matter experts known as the “housing affordability working group” (HAWG). The HAWG included subject matter experts

---

<sup>11</sup> City of Milwaukie Bicycle & Accessibility Program, Adopted July 19, 2016

in housing, tenants, and economic development. The HAWG met nine times and helped frame issues and potential solutions.

Midway through the process, the City hired Portland State University's Institute of Metropolitan Studies. (IMS) to help guide the development of the plan. IMS also developed a series of focus groups with tenants, landlords, property managers, developers, and homeowners. A focus group session for Spanish-speaking tenants was scheduled but no one attended. Our review did not explore how the focus group for Spanish-speaking community members was designed or the type of outreach that was done to invite people to participate, so we were not able to determine why no one attended. (MHAS Action Plan, pp. 5-6)

The following people participated in the focus group discussions during April 2018:

- Rental Home Providers (landlords and property managers)
- 17 participants from 16 properties
- From one-unit to buildings with hundreds of units
- Others completed surveys
- Developers
- 7 participants from 7 different companies—large and small.
- Homeowners
- 14 participants from 12 properties from multiple neighborhoods in Milwaukie
- Tenants
- English-speaking focus group: 13 participants from 12 properties in Milwaukie representing both market rent and subsidized buildings
- Spanish-speaking focus group: No one attended this focus group session.

## Other Affordable Housing Community Engagement Activities

The City of Milwaukie has held other events and forums designed to engage the community in discussions about affordable housing. Below is the summary of these activities based on the information provided by City staff.

Mayor's Roundtable on Affordable Housing (August 28, 2018)

On August 28, 2018, Mayor Gamba and City Councilor Falconer convened stakeholders to identify solutions to address the housing affordability crisis in Milwaukie. The group discussed housing affordability, discrimination in the voucher system, and ways to make city services more equitable. Fifteen individuals who represented a variety of interests and positions, including property developers, tenants, advocacy groups, housing agencies, landlords, property owners and managers, unions and Clackamas County, participated in the discussion.

Demographic data on the participants was not available. Organizations represented by the participants included: AARP, Portland Area Rental Owners Association, Clackamas County Health, Housing, and Human Services (2 individuals), Waverly Greens Apartment Tenants (2 individuals), Community Alliance of Tenants (2 individuals), one Milwaukie resident, Employees International Union, Northwest Housing Authority, North Clackamas School District, and Guardian Real Estate.

The City's formal "Meeting Summary" posted on the City's website noted that: "Participants expressed some conflicting feelings about this roundtable: they appreciated the invitation and the opportunity to weigh in, give feedback and hear other perspectives. However, some also felt that they had been a part of similar discussions in the region that yielded very little in the way of positive change and solutions. Many highlighted the need for strong leadership around affordable housing solutions. Participants noted that there was no 'magic bullet' approach, instead there's a need for creative and forward-thinking solutions that look at many aspects of this issue."

Participants received a summary of the key points that the Mayor, Councilor Falconer and City staff took from the meeting, and identification of next steps. The summary also recommended that participants “be given opportunities to give further feedback/thoughts (including email or online platforms to stay in touch)” and that it “would be useful to ‘loop back’ to this group as the City of Milwaukie dives into the action items in the Strategic Plan, and continue these conversations going forward.”

Housing Forum (December 6, 2018)

The City hosted this discussion inviting national and regional experts on the barriers and solutions to achieving equitable and affordable housing in Milwaukie. The event served as a venue for community members to share concerns, interact with experts and city officials to seek solutions to finding affordable housing. The discussion was centered on housing affordability, historical racism in housing, and encouragement of more equitable practices. The event was held at Clackamas Community College (an accessible location via public transportation), and translation services and childcare were offered upon request. A video recording and formal minutes of the forum are available on the City’s website.

The forum was advertised in English, Russian, and Spanish. The City reported that 480 individuals were invited to attend. No information was found on the number or demographic characteristics the people who participated.

Cottage Cluster Feasibility Study (2019)

The City of Milwaukie hired Cascadia Partners, a consulting firm, to support City staff in implementing a cottage cluster feasibility study. The study was part of the City’s effort to diversify its stock of affordable housing. The project’s final report was presented to the Planning Commission and City Council in June 2019. Other consultants involved in the project included: Opticos Design, Orange Splot, and Association for Corporate Growth.

The project's community engagement included the development of a Stakeholder Advisory Group (SAG) and the opportunity to participate in a "Missing Middle Open House". The SAG met four times during the study period and included 15 representatives with experience in constructing accessory dwelling units (ADUs), landowners, neighborhood organizations, partner jurisdictions, and partner public agencies. The organizations represented by the SAG members included: Kiley Construction, Property Owners (3), Neighborhood District Associations (4 representing Ardenwald, Island Station, and Lewelling), Clackamas County Housing Authority, NW Housing Alternatives, Inhabit Real Estate, Northwest Housing Alternatives, Housing Policy Coordinator for Clackamas County, Providence Health and Services, and Metro.

The Missing Middle Open House was designed to gather input from community members on a range of possible regulatory changes that could support housing affordability in Milwaukie. The event particularly focused on the "missing middle"—housing types in the gap between single-family residences and mid-rise apartment buildings. Of the 52 participants, self-identified as being affiliated with an organization. The identified organizations include Jennings Lodge CPO, Lake Road NDA (Chair), Storyline Community and Metropolitan Alliance for the Common Good, Earth Harmony Habitats, NW Women Veteran's Connection, Sightline Institute, and Department of Land Conservation and Development.

### Climate Action Plan (2018)

#### Plan Development

The City of Milwaukie began to develop its Climate Action Plan in 2018. The plan serves as a "roadmap to mitigating and adapting to the effects of climate change." The City co-created the plan with residents and partners. The plan sets out three categories of actions; (1) City-led actions, (2) household actions, and (3) organizational actions. (Milwaukie Climate Action Plan, p. 1) On January 21, 2020, the City declared a formal "climate emergency" to accelerate the work to implement the goals of the plan and commit the City to taking fast and effective climate action.

The City hired professional consultants—Envirolssues and Good Company—to guide the planning process and to convene people who live and work in Milwaukie as well as key implementation partners.

In Spring 2018, the project team developed a “Communications and Engagement Plan” for the project. The plan established objectives, clarified key messages, identified stakeholders, described tools to engage residents and business owners, and described communication roles and responsibilities and an implementation schedule. (Communications and Engagement Plan, May 3, 2018). The engagement plan identified the demographics of the community using US Census data and data from the North Clackamas School District. The data included race and ethnicity of Milwaukie residents and students in the Milwaukie feeder school system, languages spoken at home (90 percent English and 5 percent Spanish in the general population 73 percent English and 21 percent Spanish among students); people with disabilities (14 percent of the general population and 38 percent of people 65 years and older); median income and employment.

Community engagement activities included formation of a Climate Action Plan Committee (CAPC) to advise the project team throughout the process. This committee developed a Climate Action Fair, focus groups, and an online survey. In addition, six implementation partner workshops were held in February and March 2018. Representatives from “City departments, businesses, non-profits, advocacy organizations and other agencies with key implementation responsibilities” were invited to discuss and prioritize potential strategies to be included in the Climate Action Plan.

Participation in the community engagement included:

- 17 individuals served on the Climate Action Plan Committee (CAPC)
- 51 individuals attended the implementation partner workshops
- 14 individuals attended the Spanish-language focus group
- 75 individuals attended the Climate Action Fair and Summit
- 101 individuals responded to the online survey (Climate Action Plan, p. 4)

The Climate Action Fair featured 12 informational booths hosted by sustainability, resiliency and climate change-related organizations, educational presentations by Milwaukie Mayor Mark Gamba and the project team, and small group discussions. “Childcare, refreshments, simultaneous Spanish translation and Spanish meeting materials were provided at the Summit.” (p. 4)

Project staff recognized that the Latinx community members make up a significant portion of the city’s population and noted that the Latinx community is expected to grow. They, therefore, partnered with Latinx-specific organizations such as Maria Perdomo of the Ready Set Go Program with Metropolitan Family Services in the facilitation of a focus group discussion with 14 Spanish speaking community members.

Community members also had the opportunity to provide feedback on draft strategies through an online survey. The survey went out through the Climate Action Plan email list, implementation partners, CAPC members networks, Neighborhood District Association chairs, and the City’s social media and website. Maria Perdomo distributed information about the survey in Spanish to her contact list. “Respondents could complete the survey in English or Spanish. One respondent answered part or all of the survey in Spanish.” (p. 5).

The Community Engagement Summary Report on the demographics of the individuals who responded to the survey and compared this information to the demographics of the community. The report found that “the neighborhoods of Ardenwald-Johnson Creek, Hector Campbell, Linwood and Lewelling were underrepresented in the survey sample. Around a third (36 percent) of all respondents live outside of the city limits.” (p. 8) More than half of the survey respondents came from “families of three or more people,” while the “average household size in Milwaukie in 2016 was 2.29 people.” Survey respondents tended to “have higher incomes than Milwaukie residents as a whole.” (p. 9) The race/ethnicity of survey respondents showed that “Hispanic/Latino(a), Asian/Pacific Islander and African American/Black respondents” were underrepresented when compared to U.S. Census and North Clackamas School District data.” The age

distribution of the respondents showed that respondents under 30 were underrepresented, while “Respondents aged 40-64 were overrepresented. (p. 10)

#### Post-Adoption Outreach Plan

After the City’s adoption of the Climate Action Plan, the City developed a strategy for raising awareness of the newly adopted Climate Action Plan and encouraging Milwaukie households and businesses to take action. This Climate Action Plan post-adoption external outreach plan identified key messages and audiences for the outreach effort. The plan identified the top priority audience as Milwaukie residents. The plan identified sub-groups among residents that would have unique needs and would interact with the outreach materials in different ways. The plan identified each group’s key interests and outreach tools that would be most appropriate to reach each group. The identified groups were categorized as homeowners, renters, youth, seniors, and non-English speakers.

The plan also noted that engaging Milwaukians through community organizations and groups will be important for tapping into existing networks and liaising with residents. The plan again identified key interests and appropriate outreach tools for the following groups: Neighborhood District Associations (NDAs), community advisory committees, religious congregations, service organizations, and patrons of the Milwaukie Farmer’s Market.

Businesses of various sizes were identified as important stakeholders that must continue to be engaged through a combination of direct, outreach, briefings, presentations and provision of resources. The Plan identified key needs and interests and outreach methods for the following groups: smaller, local businesses; building and development-related industry; national resource-related industry; and large, industrial businesses.

The Plan identifies agency partners as “crucial for expanding the reach of this outreach strategy and identifying opportunities for joint-working, message-alignment and cross promotion. The partners identified included: utilities, schools,

Clackamas County, North Clackamas Parks District, public safety, and watershed councils<sup>12</sup>.

The outreach plan identified the following tactics and tools:

- Climate action online portal
- PowerPoint slide deck and narrated presentation
- Brochure and informational poster
- Facebook ads

The plan also presented an implementation schedule and evaluation metrics for each tool.

### City of Milwaukie Citizens Jury (September-November 2019)

The City of Milwaukie was the first local government in Oregon to introduce a Citizens Jury system in the deliberation of an important policy issue, namely whether “Milwaukie City Council members and the Mayor should be paid more than their current volunteer stipends, and if so, how much should they be paid?” Typically, citizens juries are randomly selected from the community, but in the process, it is made sure that the members of the jury reflect the demographics of the community. Proponents of the Citizen Jury system assert that this system gives an inherent legitimacy to the process that sets apart from conventional citizen committees.”<sup>13</sup>The City partnered with Healthy Democracy to design and implement the process.

The City and Healthy Democracy sent invitations to 5,000 randomly selected households to apply to serve as the citizens jury. About 100 individuals responded. Applicants were asked to provide information on where their family owned or rented their residence, gender, age, education level, racial/ethnic identity, and political party identification. Applicants were required to be at least 16 years old.

---

<sup>12</sup> Source: Climate Action Plan Post-Adoption External Outreach Plan

<sup>13</sup> <https://healthydemocracy.org/cj/>

Healthy Democracy selected the panelists using a software program developed by Sortition Foundation in the UK (<https://www.sortitionfoundation.org/>). Healthy Democracy based its representation targets on US Census data for the City of Milwaukie and party affiliation data from the Oregon Secretary of State. The software assessed the 100 individuals based on seven demographic factors relevant to the city, namely:

- Age
- Geographic location (the city was divided into three areas/clusters of neighborhoods)
- Political Party Affiliation
- Renter/Homeowner
- Gender
- Race/Ethnicity
- Educational Attainment

The panelists were selected at an open community meeting at City Council Chambers on September 11, 2019. Healthy Democracy staff ran the software program, which selected 19 panelists from among the 100 who had applied. (A video of the community meeting can be viewed on the Healthy Democracy website<sup>14</sup>. The demographic characteristics of the selected participants closely matched the demographics of the Milwaukie community. A table of the demographic targets and the demographic characteristics of the panelists selected is presented in Appendix G.

The Citizens Jury met over four days from November 9 to 12, 2019 from 9 a.m. to 5 p.m. each day. All sessions were open to community observers and the sessions were live streamed. Days 1 and 2 focused on expert testimony, and Days 3 and 4 featured deliberation and the drafting of the jury's recommendations. The panelists presented the findings to the Milwaukie City Council on November 12, 2019<sup>15</sup>.

---

<sup>14</sup> <https://www.youtube.com/watch?v=C6G0ZcXLn78&feature=youtu.be>

<sup>15</sup> <https://healthydemocracy.org/cj/milwaukie/>

Through deliberation, 9 of the 18 panelists decided that Council Members and the Mayor should get an inflation-related salary increase and reimbursements related to performing work effectively, such as cell phone expenses or technological equipment purchases.<sup>16</sup> In addition, process improvement suggestions related to budget tracking and management were recommended by the majority of panelists.

### Milwaukie Police Department Community Engagement

The Milwaukie Police Department (MPD) supports a wide variety of community engagement activities. A full description of these activities provided by Milwaukie Police Chief Luke Strait is included in Appendix H. The Police Department currently does not formally track participation or demographic data on the community members it engages through these activities. Some of these events are oriented toward the general community while others focus on engaging with specific groups in the community.

The 2017 City of Milwaukie Community Survey found strong community support for the MPD. The survey report stated that “Residents are very satisfied with the services provided by their police department and give the organization rave reviews. This organization gets the closest to “beloved” status of any that we tested in this survey.” (2017 Milwaukie Community Survey Report, p. 55). The report did not appear to present a breakdown of this support by different demographic characteristics.

MPD police officers are visible at community events and provide an opportunity for community members to talk and interact with police staff commanders and cadets. Examples identified by Chief Strait include: Concerts in the Park, and the Umbrella Parade. MPD has prioritized attendance at NDA meetings “as an opportunity for community engagement.” Chief Strait reports that either the Chief of Police or the Patrol Division Commander attends the meetings. They “incorporate intentional messaging about how we operate and include education about why we do things in certain ways.” Police provide updates on internal department news and external crime and safety issues. They bring officers and sergeants to the meeting to

---

<sup>16</sup> <https://healthydemocracy.org/wp-content/uploads/2019-Milwaukie-Citizens-Jury-Final-Recommendation.pdf>

introduce them and talk about their background and experience to help the community to “really get to know their police department.” MPD also invites questions from the community during these meetings. MPD commanders Chief/Captain joined the local Rotary Club and participate in Rotary engagement events such as “Feed the Hungry and Dictionaries to 3rd Graders.”

### Milwaukie Community Survey (2017 and 2020)

The City of Milwaukie contracted with Patinkin Research Strategies to conduct community surveys in 2017 and 2020. This type of statistically valid survey typically provides valuable information on the priorities and satisfaction levels of community members. These surveys also provide a breakdown of responses across different demographic characteristics and segments of the community. Understanding how different groups within the community feel about different issues and services is particularly valuable information for the design of community engagement efforts.

#### 2017 Milwaukie Community Survey

In 2017, Patinkin Research Strategies conducted a survey of 1093 Milwaukie residents—500 by phone and 593 via online. The telephone survey used quotas to ensure the individuals conducting them talked to a representative sample of major subgroups identified in the latest census information available including age, gender, educational attainment and race/ethnicity. The result of the online survey was weighted to reflect the demographic make-up of the community based on the most recent census information available. Before weighting the actual responses had be slightly more female, older, better educated and wealthier, then the community’s demographic make up. (2017 Milwaukie Community Survey Report, p. 4).

Respondents identified as the “most important issue they confront in their community” as “taxes, growth and development and street improvements/maintenance.” The report noted that, when combined, “‘downtown development’ (10%) and ‘growth and development’ (9% represent a top tier issue of importance for one-in-five City residents.” The survey report noted that “this is one of the bigger and more divisive issues facing the community.

Overall, Milwaukie residents were satisfied with the quality of City services '(83% net satisfied)". Overall, the City departments got positive reviews from the respondents. The Police Department is the most revered (77% net positive). The last on the list is Community Development with only 48% providing a positive review. The survey report noted that this is a function more of fewer people being aware of the department's work than negative reviews. The survey report summarized that "overall, residents are very satisfied with the services provided by the City, with its individual departments, and how the City spends taxpayer dollars. Well done." (p. 7)

In number of areas, newer and younger residents indicated that they strongly support new growth and development, affordable housing, and city spending. In contrast, longer term residents and residents over 55 years old tended to be less satisfied.

Majority of Milwaukie residents (70%) also expressed satisfaction with "how community events are created and managed." Only 14% expressed dissatisfaction. The survey report summarizes that "respondents were most satisfied with 'Library events'" and less than 50% of the respondents noted that they have "never heard" of the events or are "unsure" how to rate them. The consultants summarized the survey suggested that this could be an area of opportunity for "increased outreach." (p. 16). The survey report did not indicate whether these results varied across different demographic groups.

Overall, the community strongly agreed that "more needs to be done to revitalize Milwaukie's downtown" (76% responded yes). Respondents identified their top three priorities for downtown revitalization as "space for restaurants, housing and mixed-use housing/retail spaces." Residents who had lived in the City for under five years had a slightly higher preference (33%) for placing an emphasis on the City focusing on housing only. Residents who've lived in Milwaukie for 21 years or more were more likely to want additional parking (13%). Opinions also diverged on the City's efforts to create affordable housing. "Shorter term residents (<5 years), those under age 55 and college educated respondents are the most satisfied with efforts to create housing affordability. Longer term residents (20+ years), older respondents and less well-educated participants are less satisfied." (p. 23)

The impact of revitalization on "neighborhood feel" was another divisive issue. Respondents were fairly evenly distributed "between those who want to preserve the look and feel of neighborhoods and those who support efforts to build more housing types at

varying prices as well as permitting smaller infill lots, etc.” “Newer residents lean slightly towards developing more housing at varying prices. Older residents express a preference for the preservation of neighborhood feel.” The survey report noted that this “issue reflects one of the greatest divides we see between sample types over the course of the survey.” (p. 24)

The report’s “Profile of Respondents and City Demographics” found different characteristics among Milwaukie residents who had lived in Milwaukie for different lengths of time. For more details on the demographic characteristics difference between these two groups see 2017 Milwaukie Community Survey Report.

#### 2020 Milwaukie Community Survey

In 2020, the City of Milwaukie again contracted with Patinkin Research Strategies to perform a community survey. Patinkin Research Strategies surveyed 400 Milwaukie residents via telephone. Interviews were conducted via both land line and cell phone (75%). No online survey was conducted during the 2020 data collection. The analysis also included data from the telephone portion of the 2017 survey (of 500 Milwaukie residents) to show changes from 2017<sup>17</sup>.

In 2020, homelessness and affordable housing were the highest priority issues for Milwaukie residents. Second tier issues included “crime/public safety, taxes, growth and development.” (p. 4) The greatest increase by far in concern from 2017 was in the area of homelessness/affordable housing (13% increase). (p. 5) Three quarters of respondents believed that the cost of housing in Milwaukie is too high. “Residents who have lived in their current home the longest are comparatively less likely to believe housing costs are too high in the city.” (p. 6)

While 76% of Milwaukie residents still are satisfied with the quality of City services, “Net satisfaction has decreased by eight-points since 2017.” (p. 10) Job performance ratings for most City department dropped since 2017, but the Milwaukie Police Department continued to receive very positive ratings (excellent or good: 2020—73% and 2017—76%). (p. 11) (The report did not report on any

---

<sup>17</sup> City of Milwaukie Community Satisfaction Survey presentation to the Milwaukie City Council on February 4, 2020

differences in satisfaction with the MPD across different demographic groups with the community.)

The 2020 survey incorporated new questions related to community engagement. The survey asked community members how frequently they personally participate in different activities, such as attending community events, visiting the library, visiting the City’s website, and attending their local NDA. The survey report stated that “Nearly half report attending community events at least ‘somewhat frequently.’” The report also noted that “Three-in-10 or fewer interact with the city by visiting the library or city website or attending their local NDA meetings at least ‘somewhat frequently.’” (p. 16) Community events continued to receive the highest ratings—67% were net satisfied with how the City created and managed community events, while only 15% were “net not satisfied.” (p. 12) The survey also reported strong community support for the City’s Climate Action Plan—over “six-in-10 believe that the city’s investment in its Climate Action Plan is important.” (p. 13)

Activity	Participant Characteristics
Attending Community Events	Household Income \$60K-\$80K (54%) Over 55 years old (51%) In current home for 11+ years (51%) Educated with some college (51%).
Visiting the Ledding Library	In current home 20+ years (47%) Person of color (39%) Household income <\$40K (36%) Older women (34%)
Visiting the City of Milwaukie’s website	In current home 20+years (38%)P Person of color (29%) Lives in Precinct 55 (East) (26%) Older men (25%)
Attending a local NDA meeting	Educated with some college (21%)

Table 6: Participant Characteristics of Various City of Milwaukie Community Engagement Activities

### Demographic Shifts in Milwaukie Community Survey Respondents (2017 v. 2020)

An analysis of the 2017 and 2020 results of the Milwaukie Community Survey showed some shifts in the demographics of the respondents to the Milwaukie Community Survey. In particular, there were noticeable shifts in age, race/ethnicity, homeownership status, and length of residence in Milwaukie.

Age: Figure 3 has a bar chart of data related to the age of respondents. The largest increase in age groups was a 9% increase in residents who are 35-44. The percentage of respondents dropped for people aged 45-54 (-4%) and people aged 18-24 (-3%).

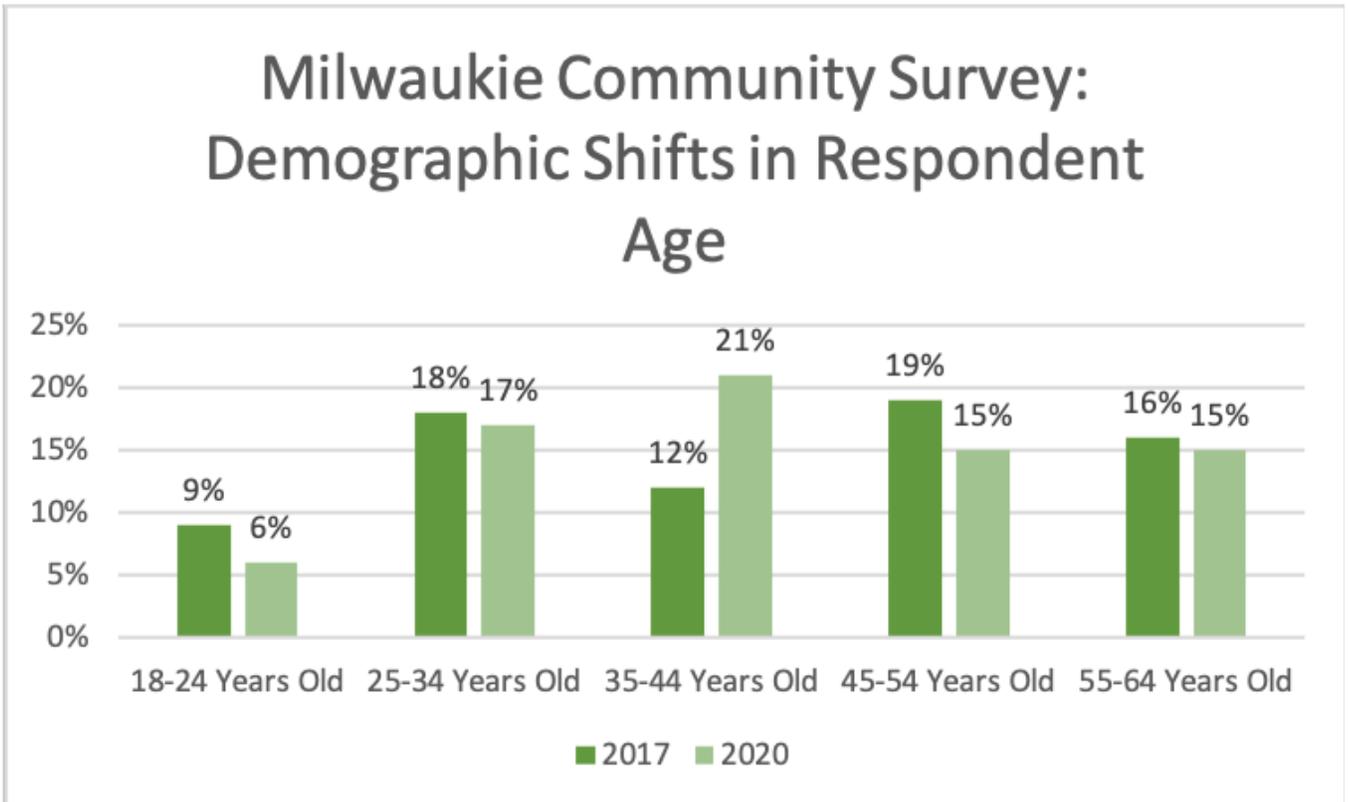


Figure 3: Demographic Shifts in Milwaukie Community Survey Respondent Age

Race/Ethnicity: Figure 4 has a bar chart of data related to the age of respondents. The percentage of white respondents increased very slightly from 86% to 87%, but remained very high. Latinx community members increased from 6% to 9%. Black respondents increased from 1% to 2%. Asian or Pacific Islanders dropped from 3% to 1%. See Figure 4 for a bar chart of this data.

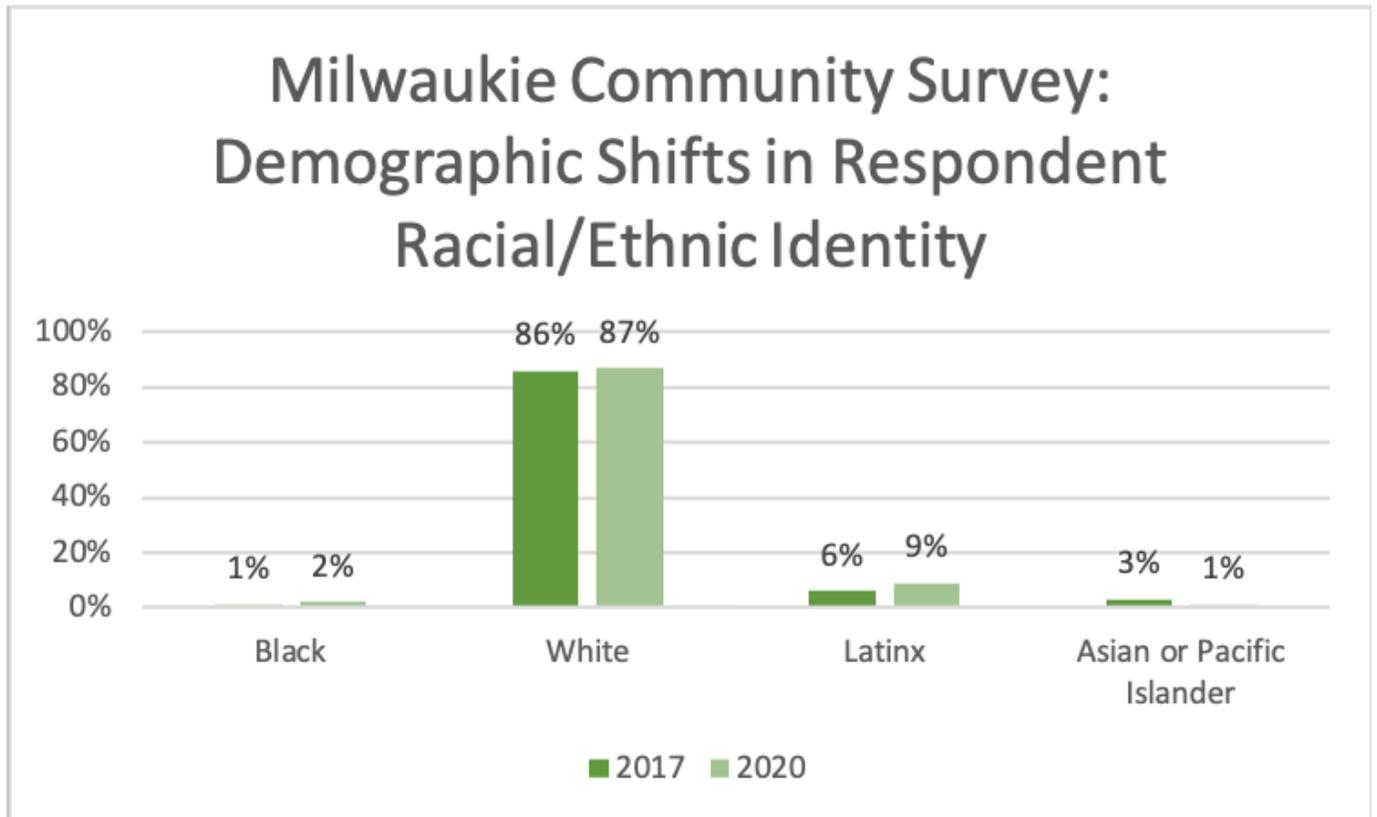


Figure 4: Demographic Shifts in Milwaukie Community Survey Respondent Race/Ethnicity

*Homeownership:* Figure 5 has a bar chart of data related to the homeownership of respondents. The percentage of Milwaukie residents who own their home dropped significantly from 74% to 58%, with a corresponding significant increase in the percentage of people who rent from 24% to 39%.

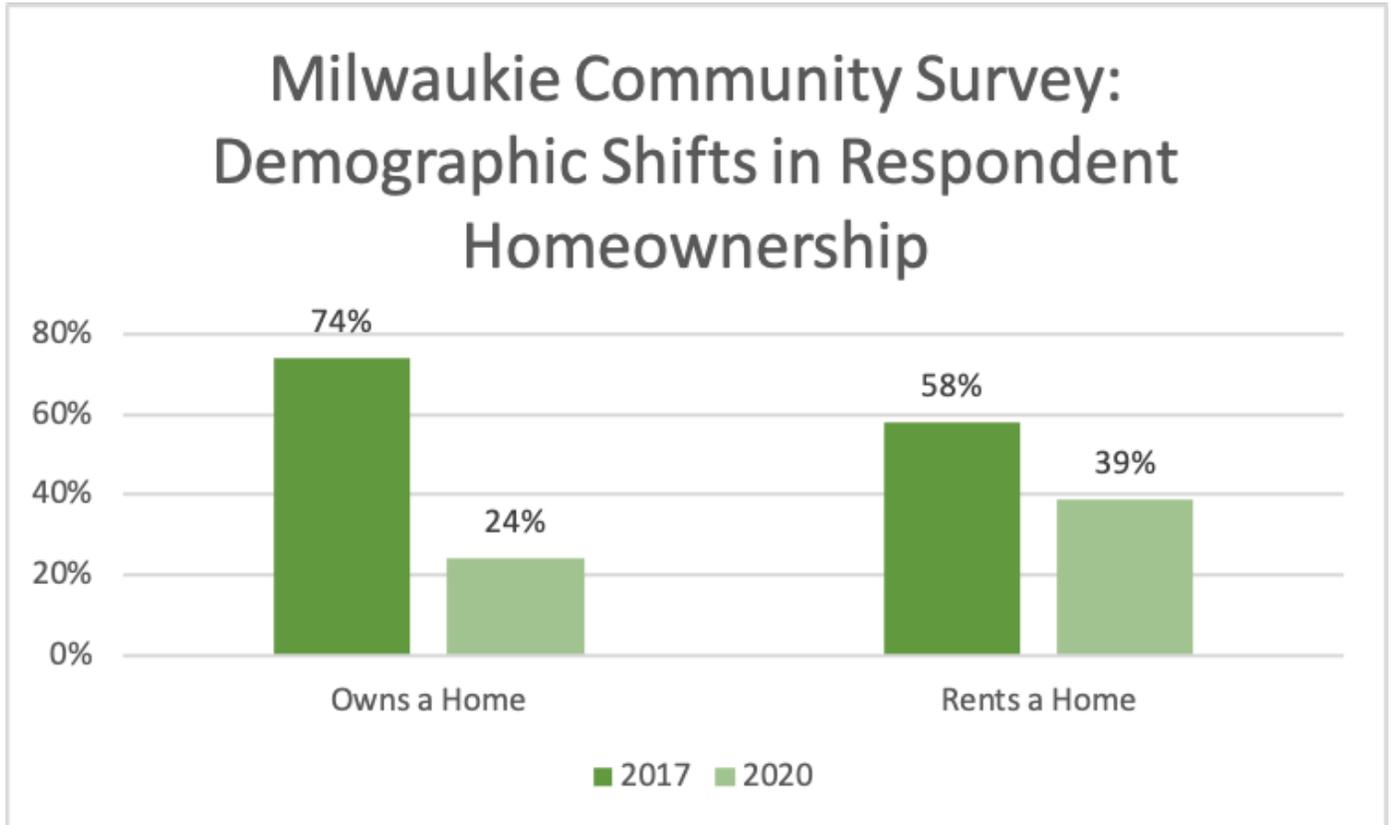


Figure 5: Demographic Shifts in Milwaukie Community Survey Respondent Homeownership Status

*Length of Residence:* Figure 6 has a bar chart of data related to the age of respondents. The length of time respondents have lived in Milwaukie shifted from 2017 to 2020. The percentage of newer arrivals dropped (less than a year (from 5% to 0%), one to two years (from 8% to 4%) and three to five years (from 13% to 10%). The percentage of respondents who have lived in the community for six to 10 years increased from 14% to 20%. The percentage of people who have lived in the community for 21 to 25 years also increased from 10% to 14%.

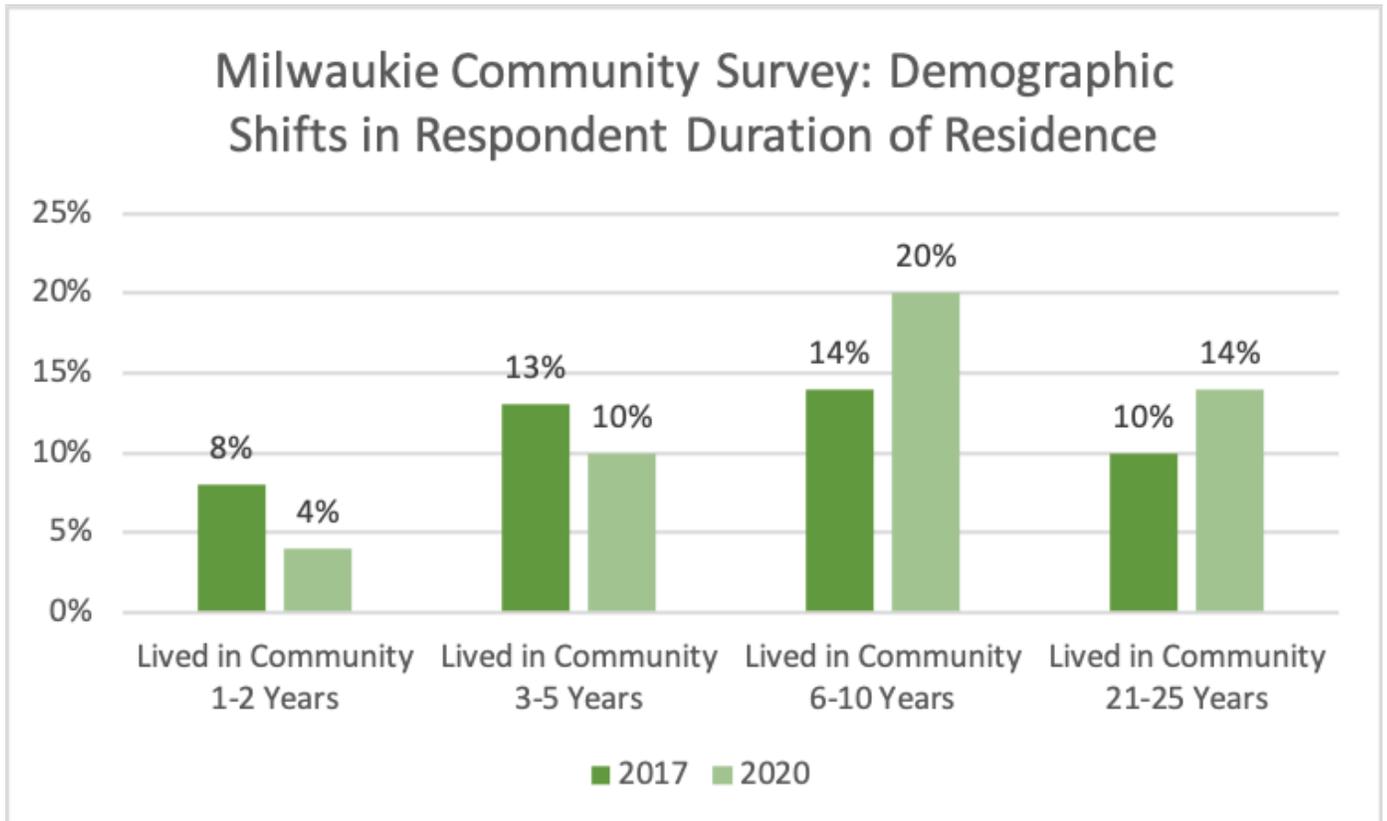


Figure 6: Demographic Shifts in Milwaukie Community Survey Respondent Duration of Residence

## Communication Strategies

The City of Milwaukie offers a variety of ways that residents and other stakeholders access information through the use of media communication. In addition to official city communications, the Neighborhood District Associations (NDAs) also maintain channels of communication with their neighborhood members. The following is the summary of the ways media communication is used by the city and various Neighborhood District Associations.

### Social Media-City of Milwaukie

The City of Milwaukie maintains social media communication on the following platforms: Twitter, Facebook, Instagram, and YouTube.

#### Facebook

At the end of 2019, the City of Milwaukie page had 3876 “likes” and 4159 “follows”. The Facebook page is primarily used to disseminate information regarding citywide events, infrastructure updates, opportunities for engagement, and upcoming changes. This page is also used to promote outreach, such as that related to Climate Action Week. The City posts an average of 15 posts per month. The communication on this platform is generally one-way in nature, with responses provided periodically to residents who have questions. Engagement with the Facebook posts vary, with posts of pictures from events receiving the most “likes” (75-100); and other posts receiving significantly less engagement (0-5 comments, 10 or less “likes”). In the year 2019, the post that received most engagement was centered on residents expressing views on a new infrastructure project (a crosswalk). This post received 22 comments.

#### Twitter

The City of Milwaukie maintains a Twitter profile that has a reach of 1,748 followers at the end of 2019. Posts on this platform range from 0-3 posts a month. This page is used to deliver information similar to those in the Facebook page. Engagement on this platform is very scarce, with very little amount (0-5) of retweets and “favorites” on posts.

## Instagram

The City of Milwaukie Instagram page has a reach of 1,282 followers. This platform is used to provide photos that documents citywide events, provides information about projects in the area, and “fun facts” about the city. This platform has the most engagement; with each post garnering at least 50 “likes”. This platform averages 1-3 posts a month.

## YouTube

The City of Milwaukie maintains a YouTube page that has 129 subscribers. This platform is used to stream City Council and commission meetings. In addition, footage from events is uploaded to this website. In the past, this page was also used to disseminate information via instructional or informational videos (e.g. what you can do with a library card). City Council meetings receive the most views; with some videos reaching around 120 views at the highest. Comments on this platform are turned off, so there is one-way engagement on this platform.

## Website-City of Milwaukie

The City of Milwaukie maintains a website to disseminate information to residents such as council meeting minutes, event information, and proposed policy changes. In addition, it is a hub for e-government commerce. In 2017, the website was fully renovated to add ease of accessibility for residents, including more robust compliance with the Americans with Disabilities Act (ADA).

Three staff within the city are responsible for web management. Key people from city departments are trained as content managers for their department’s web page(s).

The top 20 pages viewed on the City of Milwaukie website are related to subject matter (with the main webpage and a “404” error page removed that can be found in Table 7).

Topic	# of Appearances in Top 20
Library	2
Job Opportunities	1
Utility Bill Pay	3
Council Meeting	1
Events	3
Police Services	2
Elk Rock Island	1
Food Carts	1
Waste Disposal	1
Contact Information	1
Planning/Building	2

Table 7: Subject Matter of Top 20 Most Visited City of Milwaukie Websites

### Social Media Usage by Neighborhood District Associations (NDAs)

The social media platforms used by Neighborhood District Associations (NDAs) vary. The below Table 8 demonstrates the platforms that are used by each NDA and its follower reach. Bolded text indicates which platform is used most frequently by the NDA, and subsequent.

Neighborhood	Facebook	Twitter	Instagram	YouTube	Other
Ardenwald-Johnson Creek	917	171	-	-	Separate NDA Website
Hector Campbell	-	-	-	-	Separate NDA Website
Historic Milwaukie	-	-	194	-	-

Island Station	310	-	-	-	-
Lake Road	124	-	-	-	-
Lewelling	-	-	-	-	-
Linwood	321	-	-	-	-

Table 8: Follower Reach of NDA Social Media Platforms (February 2020)

These platforms are primarily used to disseminate information regarding neighborhood-specific events and NDA meetings. For most NDAs, roughly one post a month is posted.

## Milwaukie Pilot (The Pilot)

The Milwaukie Pilot is an official City newsletter, and the primary communication method used by the City and Neighborhood District Associations. It is sent monthly to residents and used to provide multiple updates regarding infrastructure and capital projects, policy changes, proposed policy changes, and “friendly reminders” with information related to such topics as emergency preparedness, public safety, and environmental concerns. Events such as classes at the library, are also heavily promoted in the Pilot. Each issue has an events calendar for the month, ensuring residents know about resources and events in their area.

As of February 2020, the Milwaukie Pilot has no formal mission or policy. To gather information that will be covered in the Milwaukie Pilot, staff and council members are given first priority regarding important news from their functional area. Neighborhood District Associations are also consulted regarding news. Outside partners often request to have information included in the Pilot. Publication of this information depends on relevance to the Milwaukie community and space in the newsletter.

In its current iteration, the Pilot serves as a conduit for communication from City Council members and the Mayor. Generally, these communications revolve around identified topics of concern for community members. In this section, the Mayor and City Council members deliver information, encourage civic participation, and maintain accountability with residents. Regarding information delivery, information regarding City Council efforts to work on community concerns (e.g. housing affordability) is shared along with ways to offer feedback. The Mayor and City Council members encourage civic participation and ask residents to get involved in volunteer opportunities or upcoming public forums. The Mayor and City Council members often iterate the benefits of civic participation and their gratitude to the community. Accountability efforts include capital project updates and end-of-year overviews of accomplishments. In a clear appeal to further strengthen community relationships, the topic of the August 2019 newsletter acknowledged that there is room for improvement to reach diverse communities, and that work on this topic is continuing. In May 2019, City Council members joined to explicitly reject a hateful

act that had happened in the community—making community values clear to residents.

The Neighborhood District Associations also have a dedicated section in the Pilot to report on neighborhood-specific information. Often, NDAs use their section for “friendly reminders”, meeting overviews, updates on capital projects, and requests for volunteers. Appendix F provides detailed information regarding what information is distributed by the NDAs. In general, there is no consistency in the type of information different NDAs post for their section in the Pilot. In some cases, NDAs do not always provide information to be included in that month’s edition.

## RECOMMENDATIONS

Based on the review of City documents and data, review of scholarly and internet sources, and input from City staff, following are the recommendations on how the City of Milwaukie can further enhance its community engagement, and incorporate the equity lens in the process.

### Data collection and sharing

#### 1) Create an infrastructure to develop and maintain City-wide Community Engagement Data Dashboard

Presently, it appears that no formal process is in place to compile and track (1) the profile of the community groups and organizations, (2) the size of community participations for community events and meetings, including, NDA meetings. Most of the community profile and participation information is kept in a decentralized manner at the project by project level and by different entities. It will be beneficial for the City to develop an infrastructure where the community engagement information will be compiled and maintained in the centralized manner, and shared across different City departments and community members in the form of a Data Dashboard.

Suggested content of the Community Engagement Data Dashboard may include information such as:

- List of community groups and organizations participated in the City's engagement efforts, their general profile, and the type of their engagement with the City's activities. The list of community groups and organizations identified in this study is in Appendix I.
- List of community events organized by type, with some basic information about the event and the participant information if applicable. See example in Appendix J.
- List of consultants the City has worked with for community engagement projects. The list of consultants identified in this study is in Appendix K.
- Summary of board and commissions, and the information of the board members if appropriate. See Table 3 in the Boards and Commissions section under "Key Findings".
- List of NDAs and its board member information. Include the list of NDA-organized events and the approximate number of participants for each event. To accomplish this, the City needs to collaborate with NDA leaders and identify implementable

approaches to collecting at least some basic participation information, and how to upload the information to the Data Dashboard.

This Data Dashboard can be scaled up to include community engagement events led by other organizations and jurisdictions such as the School District.

## 2) Develop guideline for information collection for evaluating community engagement activities

It will be helpful to the City staff and the community members to have a clear guidance on what information to collect when they organize community engagement events and how. The type of information available for collection, and the mechanisms for collecting these information may vary depending on the event, entities organizing the events, and the target audience.

The City staff may want to identify what are the essential information necessary for the City to continue evaluating and tracking their community engagement efforts, and discuss the possible approaches with the key stakeholders. Examples of the key stakeholders include: Boards and Commissions, NDAs, and community groups and organizations.

In identifying what information to be collected, the following needs to be considered and discussed with the stakeholders.

- Is the demographic information (e.g. age, gender, educational background, race/ethnicity) necessary?
- Is it culturally appropriate to ask the target audience to share background information such as demographics?
- Is there any other background information on the participants that are important for the evaluation of the given community engagement activity.
- Is there any other information about the community engagement activity itself that needs to be collected?

It is also important to clarify what is the best approach in collecting and compiling this information from the key stakeholders and the target audience. In identifying how best the information can be collected and compiled, the following needs to be considered and discussed with the stakeholders.

- Is the information best collected by using paper and pencil (e.g. sign in sheet on the day of the event) or by using electronic means (e.g. prior registration via online)?
- Do all stakeholders and target audiences have easy access in providing information?
- What is the easiest way for the stakeholders to share the information with the City? (e.g. How can the sign up sheet be submitted to the City? Mail, hand deliver, City staff pick-up, scan and email etc.)
- How best the information collected can be compiled and shared in the way that all stakeholders and target audience feel comfortable?

## Engagement and outreach

### 3) Further strengthen the relationship with NDAs.

The City can take a step to review the health and functioning of the City’s NDAs, develop a vision and goals specifically focusing on strengthening the NDA program as a whole and identify specific strategies and actions needed to achieve and sustain the relationship over time. The possible model for this process is the City of Portland’s 2005-2008 Community Connect process. This process should bring a wide spectrum of neighborhood and community representatives together with City staff, experienced community engagement practitioners, and other interested parties.

Through such a process the City could define a vision for what community engagement in Milwaukie would look like if it were working as it should, how to apply equity principles in the community engagement, and how to develop partnerships between NDAs and other community groups.

It is also important to put in an ongoing mechanism to assess the health and functioning of individual neighborhood associations. Consider developing evaluations tools similar to those used by Venture Portland (<http://ventureportland.org/>)—the non-profit organization in Portland—which supports and helps build capacity among small business district associations (BDAs) in Portland. Venture Portland uses a variety of measures to help their business district association assess their strengths and challenges. Venture Portland then offers support to help strengthen differ aspects of the business district association.

A number of skills are necessary for NDA leaders to be effective. The City could work with NDA leaders and members to identify what kind of training and support NDAs most need

and want. The City could use this information to work with NDAs to strengthen its training and technical assistance tools and programs. Individuals who find themselves in leadership positions may need help learning how to run effective meetings and successfully guide their organization through controversies and conflict. Others need help learning how different City systems work and how to effectively advocate for issues important to the community.

Currently, the City convenes quarterly meetings of NDA leaders. Gathering like this can be very valuable for neighborhood volunteers. The City should consider expanding this convening function to bring together NDAs and other community-based organizations who work with and support different groups in the community. Ideally, the agenda and content for the summit should be developed by neighborhood and community members to ensure that they really own the event and that is most useful to them. City agencies can ask to provide information at the event but should not drive or dominate the event. This type of community-driven gathering can help neighborhood and community leaders learn about each other's organizations and activities and identify ways to support each other and work on common issues. (A great model of this approach was the City of Portland Community Summit in 2015. Guiding goals developed by the neighborhood and community leaders who designed the summit are included the Appendix L.

The NDA Program could be expanded to include some form of formal partnerships between the City and other community organizations that represent and help support different identity, cultural, and interest groups within the community. This does not mean diminishing the role of NDAs. It instead means expanding the system to allow the City to formally recognize other community groups that agree to support community capacity building, training, and outreach and engagement efforts for the groups they work with.

#### 4) Develop training materials, networking opportunities, and online resources for Boards, Commissions, and Committees

A common complaint from people who serve on boards, commissions, and committees across many communities is that they do not get enough information about their roles and the responsibilities nor the context and information they need to fully participate. City staff note that individuals join City boards, commissions, committees throughout the year. This does not favor scheduling a single annual training for new members. Onboarding and training is handled primarily by the City staff who support each body and sometimes the chairs. One option is to develop additional general training materials

that would be available anytime online. For instance, the City of Berkeley, California has developed an online video orientation and training for all new members of their boards, commission, and committees

[https://www.cityofberkeley.info/Clerk/Commissions/Commissions\\_Training\\_Workshop.aspx](https://www.cityofberkeley.info/Clerk/Commissions/Commissions_Training_Workshop.aspx)

Convening people who are doing similar work as volunteers and giving them an opportunity to talk with each other about their experiences is a valuable way to build relationships, share information, and identify ways to improve the functioning of these bodies. It is important that the focus and agenda for such a meeting be driven largely by the actual members and not simply be designed by City staff to serve the needs of the City. People appreciate concrete examples that the City values their service and really wants to hear from them.

To further strengthen the engagement by the boards, commissions and committees, and expand the outreach for volunteers with diverse backgrounds, it is helpful to collect demographic and background experience data from members and applicants, and also make sure to conduct an exit interview or survey from those who vacate their position. Questions that could be asked include:

- If they felt their time serving on the board, commission, or committee were well spent
- If they felt they were making a difference by serving on the board, commission, or committee
- If they felt welcomed and supported?
- If they received information, training, and other support they need to be effective

## 5) Engage Milwaukie youth

An identified area of civic engagement Milwaukie can enhance is the involvement of youth. Recent attempts to have youth participate in boards and committees have been published in communication materials, and the Milwaukie Police Department's Police Cadet program seeks to help youth experience what it would be like to work in public service.

#### a. Enhance Current Efforts

As officials in the City continue to engage youth, it is important to make considerations related to reducing barriers of participation.

Create a culture of mutual respect and shared decision-making. One of the biggest barriers to participation occurs when an individual does not feel valued or respected in civic processes. Officials must make an effort to reiterate that all voices are important to the discussion. Regarding youth involvement, it is important for leaders to model behavior that encourages youth to share their thoughts and feelings. Youth members must feel empowered to participate and feel like their voices are being heard. It is important to avoid condescending behavior.

Ensure resources are in place. In order to meaningfully participate in civic processes, it is important to make sure that individuals have the resources necessary to make informed decisions and be successful. For youth, logistical considerations are paramount. For instance, ensure that transportation reimbursement (e.g. free bus passes), having food available at meetings, and youth-appropriate meeting times are top priorities. Resources for staff and City officials who work with youth are also important. Examples of resources staff and City officials need include training specific to working with youth and manuals to refer back to. An example of one such manual from the City of Portland can be found in the online resource packet.

Oftentimes, committees get caught up in using jargon or acronyms that may confuse or alienate new members. Making sure that new members have the resources to succeed is critical. Therefore, training sessions and materials related to the opportunity should be made available upon joining. It is important to establish a City Official or staff person as a liaison for youth to provide additional support and serve as a resource.

Build relationships with other institutions that engage youth. The Milwaukie Police Department and North Clackamas School District are two entities that engage Milwaukie youth regularly. Forging relationships with stakeholders from

areas that serve youth can create a network of support and opportunities to mutually engage with youth.

#### b. Long-Term Opportunities

In the long-term, attempts to plug youth into activities that have not been designed with them in mind often are not successful, or only appeal to very few youth who already have strong skills, experience, and interest. Because of this, long-term opportunities for youth engagement are offered.

Rethink youth engagement. It is important to consider how the City views youth and civic engagement. Communities often overlook residents aged 18-29 who are not enrolled in college. Working-class individuals within this age range can prove to be an asset within their community, as many engage in community-building activities on their own<sup>18</sup>.

Beyond engaging youth in long-term opportunities such as boards and commissions, it is important to consider ways they can participate in other activities. For instance, youth that know a second language can provide translating services for events in their community. Youth may also be consulted to give input regarding civic engagement practices and outreach methods. Youth-specific engagement and language in media communications would assist in reframing how youth are included in practice. One possible suggestion is to engage a youth intern in creation of the Milwaukie Pilot each month.

Consider youth-only bodies. One way to empower youth is by giving them full discretion to make decisions together. The City could consider creating a Youth Council that follows the philosophy of youth empowerment and is modeled on the structure and functioning of the Multnomah Youth Commission. More information on the Multnomah Youth Commission can be found in the [online resource packet](#).

Build capacity for supporting youth engagement. In order for youth engagement to

---

<sup>18</sup> <https://www.kettering.org/blogs/thats-not-democracy>

be successful in the long-term, it is critical to ensure capacity within government to support these efforts. A long-term goal should involve hiring a dedicated staff member with expertise in youth involvement.

## 6) Expand outreach strategies

### a. Targeted Outreach

Most of the outreach and publicity for community events is focused on the general population. As the City increases its understanding of and relationships with the different communities and groups that make up the Milwaukie community, the City has the opportunity to work with these groups to learn more about how to reach and engage their community members.

### b. Outreach material

The City already has developed outreach materials for events, such as the Farmers Market Community Booth. The City could explore what materials, information, and strategies have been most effective in attracting and engaging with community members and letting them know about the full range of volunteer and engagement opportunities—both with the City and other organizations, projects, and events in the community. Having these materials, including some suggested talking points and communication strategies, and recruiting, training, and encouraging volunteers could give the City an opportunity to provide a welcoming presence at all events and encourage more community members to get involved in opportunities that are a good match for them. These volunteers also could take this information to other organizations events to raise awareness among different groups in the community.

### c. Other Outreach Suggestions

The 2017 Community Survey found that many people in Milwaukie did not appear to know about the City's community events. Perhaps other outreach methods might increase visibility of the events. The promotion of Carefree Sundays included an electronic billboard on 99E. Other forms of "outdoor advertising" with its known high visibility could offer a method for reaching a much broader spectrum of the local and regional community.

It is also worth expanding the outreach to historically underrepresented communities in Milwaukie. The outreach can be strengthened by building and maintaining relationships with community groups and organizations by forming partnerships. The City can seek opportunities to work with underrepresented communities and culturally specific organizations in the design, outreach, and delivery of community events. Co-producing events and projects with community groups and organizations will also help develop engagement capacity on the part of the community. Developing strong connections with community groups and organizations also provides the City with expanded opportunities to disseminate information to a broader audience more representative of the demographics within the City of Milwaukie.

In order to further expand the outreach, it may be useful to include questions about the community engagement events in the community survey. The survey questions can ask what kind of events people most would want to participate in, what they like and would change about existing events, whether they feel welcome at events and what would make them feel more welcome and likely to participate, and the types of events they most would like to participate in.

## Strategies for Equitable Engagement

### 7) Create a formal, ongoing entity that focus on strategic actions for equity (e.g. Equity Planning Council)

Shifting the culture and functioning of local government toward an increased and genuine partnership with the community is complex and takes time. The City of Milwaukie has made strong progress in this direction already. It is important to keep the momentum that is going on and ensure that needed changes are identified and implemented. To accomplish this, it is helpful to have a body (e.g. Equity Planning Council) that would be charged with leading, monitoring and supporting the implementation of a City-wide community engagement and equity strategy. The City of Portland Public Involvement Advisory Committee (PIAC) offers a good model to consider for this type of body. When establishing this kind of body it is important to pay attention to the following points. First, be mindful about who should serve on this body. It would be very important that this body include both City staff and a strong representation of diversity of community members to ensure that efforts to move forward that would work for both partners—the City and the community—and to model a true community governance partnership. Second, put a process in place where the deliberation and the engagement of the members are genuine and authentic. Third, the body needs to be given

enough resource, authority so the result of their engagement can lead to action. And last but not least, note that the establishment of the body is not the goal. The goal is to assure accountability in the community engagement and equity work with the leadership of this body.

#### 8) Develop understanding of Neighborhood District Association demographics

An understanding of the overall demographics of the City of Milwaukie can be enhanced with the knowledge of the demographics located with Neighborhood District Association (NDA) boundaries. This can help City staff and officials understand the needs and concerns of different areas within the City. In addition, it can help inform what type of outreach is performed. To do this effectively, much care and attention beyond the scope of this project must be given to this task.

The City of Milwaukie has experience using Geographic Information Systems (GIS) as they work toward understanding housing issues in the area<sup>19</sup>. GIS may also be employed to understand the data by neighborhood. Appendix M offers rough draft examples of the Milwaukie NDA boundaries combined with various maps from Milwaukie Housing's GIS data.

One suggestion is to work with staff members who worked on the housing GIS maps in order to add a layer of NDA boundaries. Since 2020 is a census year, many opportunities to engage new data exist. For instance, the [Population Research Center](#) at Portland State University can work with the City to apportion census data by NDA boundary. This provides an opportunity to measure growth over time; informing City Officials and staff understand how to adjust equitable outreach strategies.

#### 9) Think beyond demographic representation

The Citizens Jury process is designed to ensure that the demographic characteristics of the jury members closely match with the demographic composition of the community from which the jury members are drawn. However, in a predominantly white community like Milwaukie, reliance on demographic representation may result in mirroring the

---

<sup>19</sup> <https://milwaukie.maps.arcgis.com/apps/MapSeries/index.html?appid=d490261ccd5349488dacd90596c67ac5>

dominant voice of the majority population in the community reflected in the deliberation. In order to assure community deliberation that results in identifying equitable outcomes, it is important to put an extra effort to hear from historically underrepresented groups in the community. The City needs to think beyond demographic representation and reach out to representatives of under-represented communities in Milwaukie and provide them with opportunities to share their ideas and concerns about Milwaukie's community.

#### 10) Engage diverse community groups and support their capacity building

The City needs to further engage with diverse community groups and organizations, strengthen the relationship, understand how they organize themselves and how they are served and supported. This will ensure effective, diverse, and equitable community engagement in the future.

Building on the strong relationship with various under-represented groups in the community, the City can find out the types of events people in those under-represented communities most would want to participate in. Engage with under-represented community members in designing and co-producing events and include elements that raise visibility, honor their communities, and showcase their art, food, stories, and cultures.

#### 11) Adopt formal community engagement policy with equity lens

Currently, the level and quality of community engagement, and extent to which equity is taken into consideration, varies across different City departments, boards, commissions, and committees. The development of basic expectations and appropriate best practices guides and training for City staff and the members of these bodies could improve the quality and consistency of each body's community engagement.

City Council could consider adopting formal policy that clearly establishes the role of City departments, boards, commissions, and committees and emphasize the importance of having two-way communication between City Council/City government and the community. This policy could provide support for the development of clear community engagement and equity goals and performance measures for these bodies. It also will help embed and institutionalize their role and make it more difficult for their role to erode over time. With this formal policy as a framework, each body should develop a plan that fits the particular works, issues, and stakeholder groups relevant to each body.

As part of the formal policies, consider developing model RFP and model contract that lays out clear descriptions of expected skill sets and experience of consultants, and desired elements of community engagement processes. It should also lay out the values and principles of equitable community engagement, key groups and stakeholders in the community that need to be engaged, preferred approaches and activities, clear requirements for documenting the community engagement processes and the final reporting process. Developing this model RFP and model contract can be done by convening a workgroup of City staff who have been involved in the past community engagement projects, pull together past examples of RFPs and contracts, and discuss their experiences using community engagement consultants--what worked and what didn't.

Also consider developing a formal process for archiving community engagement project materials so that they easily can be available to City staff as resources for future projects.

## 12) Develop evaluation plan and track results for accountability

Once the City established formal policies and goals for community engagement and equity, that articulates a formal measure of what success would look like, the City could use it to develop an evaluation plan and track results to assure accountability.

As part of the evaluation plan, the City can consider including questions in the community survey that align with these success measures. By administering the community survey consistently over numbers of years, the longitudinal data will provide the City a way to examine whether the engagement efforts are successful and whether the efforts are producing equitable results that the policies aimed to accomplish. In the event that efforts are successful, lessons learned from that particular project can be incorporated into other activities. For example, organizers associated with the Climate Action Plan and the Milwaukie Comprehensive Plan Update had attendance at their Spanish-speaking focus groups, whereas other projects (such as the Milwaukie Affordable Housing Strategy) had no participation at their Spanish-speaking focus group. Exploring processes involved with successful projects can inform processes as plans are made for future engagement.

## CONCLUSION

One of the biggest assets in the City of Milwaukie is the careful attention dedicated to fostering community through citywide events. The City's decision to take the lead in managing and supporting these events is a major factor in their success. The City should continue to play this role and ensure continued funding and support for these community engagement activities.

The [online resource packet](#) provided together with this report will provide City of Milwaukie staff more information to continue improving equitable processes and outcomes in community engagement endeavors.

Online resource packet:

[https://drive.google.com/drive/folders/1871YaFHSEdLDq3oBHpY0I-hf4\\_WmZ71l?usp=sharing](https://drive.google.com/drive/folders/1871YaFHSEdLDq3oBHpY0I-hf4_WmZ71l?usp=sharing)

## REFERENCE LIST

City of Milwaukie

City of Milwaukie. (September 5, 2017, City Council Adoption Draft). *Milwaukie Community Vision and Action Plan*. From [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/2017\\_community\\_vision\\_september\\_2017.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/2017_community_vision_september_2017.pdf)

---. ---. Appendices, Appendix D Community Conversations, Summary of Community Conversations. From [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/attachment\\_3\\_-\\_community\\_vision\\_appendices.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/attachment_3_-_community_vision_appendices.pdf) )

---. ---. Appendices, Appendix C Town hall Reports, Town Hall Summary, November 10, 2016. From [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/attachment\\_3\\_-\\_community\\_vision\\_appendices.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/46881/attachment_3_-_community_vision_appendices.pdf) )

---. (January 2020 Public Review Draft). City of Milwaukie Comprehensive Plan. From [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/104111/third\\_draft\\_comp\\_plan\\_document\\_dec\\_2019.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/planning/page/104111/third_draft_comp_plan_document_dec_2019.pdf)

---. City Council Goals for 2019-2020. From <https://www.milwaukieoregon.gov/citycouncil/goals#:~:text=In%20its%20actions%20and%20planning,its%20residents%20and%20other%20cities.&text=WHEREAS%2C%20the%20Milwaukie%20Community%20Vision,through%20celebrations%20and%20collective%20action.>

---. (December 10, 2019). Council Goal Update—Community Engagement. Presentation at City Council meeting by Kelly Brooks.

---. (2016, February 9). *Milwaukie Neighborhood District Association (NDA) Training Manual*. Office of the City Manager, Milwaukie Neighborhoods Program. From [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/city\\_manager/page/42691/nda\\_training\\_manual\\_as\\_of\\_2\\_9\\_2016.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/city_manager/page/42691/nda_training_manual_as_of_2_9_2016.pdf)

---. (2018, October). Milwaukie Community Climate Action Plan. From [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/sustainability/page/85191/2018\\_0917\\_climateactionplan\\_forreview.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/sustainability/page/85191/2018_0917_climateactionplan_forreview.pdf)

---. Community Satisfaction Survey. (2017, May 23). Patinkin Research Strategies.

---. Community Satisfaction Survey. (2020). Summary presented at City Council meeting on February 4, 2020.

## Interviews

Detchon, Cindy, North Clackamas School District Executive Director Community Relations. (2020, January 10). Interview with Paul Leistner.

Heberling, Mary, City of Milwaukie Assistant Planner. (2019 December 18). Interview with Paul Leistner.

Imlah, Jordan, City of Milwaukie Communications Program Manager. (2020, January 31). Interview with Paul Leistner and Diane Odeh.

Marquez, Andrea, City of Portland Youth Program Coordinator. (2020, February 5). Interview with Paul Leistner.

Stauffer, Scott, City of Milwaukie City Recorder; and Aschenbrenner, Amy, City of Milwaukie Administrative Specialist II. (2019, December 30). Interview with Paul Leistner.

Wachs, Jason, City of Milwaukie Community Engagement Program Coordinator. (2019, December 12). Interview with Paul Leistner.

## City of Portland

City of Portland. (Adopted August 4, 2010). *Public Involvement Principles*. From <https://www.portlandoregon.gov/civic/article/312804>

---. (2008, January). *Community Connect Final Report: Five-year Plan to Increase Community Involvement in Portland*. From <https://www.portlandoregon.gov/civic/article/182408>

---. (2006, October) *Public Involvement Task Force Report: A Strategic Plan for Improving Public Involvement in the City of Portland*. From <https://www.portlandoregon.gov/shared/cfm/image.cfm?id=43577>

## Community Engagement Manuals

City of Alexandria, Virginia. (2014, January). *What's Next Alexandria: Handbook for Civic Engagement*. From [https://www.alexandriava.gov/uploadedFiles/special/CivicEngagement/web\\_boxes/WNA%20HANDBOOK%20FINAL%20reduced\\_3\\_2014.pdf](https://www.alexandriava.gov/uploadedFiles/special/CivicEngagement/web_boxes/WNA%20HANDBOOK%20FINAL%20reduced_3_2014.pdf)

City of Portland, Bureau of Environmental Services. (2019, August). "Public Involvement and Community Outreach Procedural Manual" (revised).

IAP2 International Federation. (2016). *Foundations in Effective Public Participation: 01 Planning for Effective Public Participation*.

IAP2 International Federation. (2016). *Foundations in Effective Public Participation: 02 Techniques for Effective Public Participation*.

Local Government Commission. (2013, November). *Participation Tools for Better Community Planning*, Second Edition. 2013. [https://www.lgc.org/wordpress/wp-content/uploads/2013/07/Participation\\_Tools\\_for\\_Better\\_Community\\_Planning.pdf](https://www.lgc.org/wordpress/wp-content/uploads/2013/07/Participation_Tools_for_Better_Community_Planning.pdf)

Community Engagement Evaluation

Nabatchi, Tina. (2012) *A Manager's Guide to Evaluating Citizen Participation*, Maxwell School of Citizenship and Public Affairs, Syracuse University for IBM Center for The Business of Government. From <http://www.businessofgovernment.org/sites/default/files/A%20Managers%20Guide%20to%20Evaluating%20Citizen%20Participation.pdf>

Patty, Steve, PhD. Project Impact, from <http://www.stevepatty.com/>

Vaughn, Deloris. (2018, July). *Evaluating Community Engagement: An Evaluation Guide and Toolkit for Practical Use*, Version 2. Everyday Democracy. From <https://www.everyday-democracy.org/resources/evaluating-community-engagement> )

Equity

Center for Social Inclusion. "What is Racial Equity?" From <https://www.centerforsocialinclusion.org/our-work/what-is-racial-equity/>

City of Portland. (2012, April). Portland Plan “A Framework for Equity” From <https://www.portlandonline.com/portlandplan/index.cfm?c=58776&a=420370>

---. Racial Equity Toolkit. From <https://www.portlandoregon.gov/oehr/71685>

City of Seattle. Race and Social Justice Initiative. From <https://www.seattle.gov/rsji>

---.---. 2019-2020 Strategy. From [https://www.seattle.gov/Documents/Departments/RSJI/18-21\\_RSJI\\_Strategic\\_Plan\\_4.6.19\\_FINAL.pdf](https://www.seattle.gov/Documents/Departments/RSJI/18-21_RSJI_Strategic_Plan_4.6.19_FINAL.pdf)

---. ---. Racial Equity Toolkit. From [https://www.seattle.gov/Documents/Departments/RSJI/Racial%20Equity%20Toolkit\\_FINAL\\_August2012\\_with%20new%20cncl%20districts\(0\).pdf](https://www.seattle.gov/Documents/Departments/RSJI/Racial%20Equity%20Toolkit_FINAL_August2012_with%20new%20cncl%20districts(0).pdf)

Government Alliance on Race and Equity (GARE). From <https://www.racialequityalliance.org/>

---. “Advancing Racial Equity and Transforming Government: A Resource Guide to Put Ideas into Action.” From <https://www.racialequityalliance.org/tools-resources/>

North Clackamas School District. Equity Program. From <https://www.nclack.k12.or.us/superintendent/page/equity>

---. Equity Lenses. From <https://www.nclack.k12.or.us/superintendent/page/equity-lenses>

---. (Adopted April 23, 2015). District Equity Policy. From [https://www.nclack.k12.or.us/sites/default/files/fileattachments/superintendent/page/55984/equity\\_policy.pdf](https://www.nclack.k12.or.us/sites/default/files/fileattachments/superintendent/page/55984/equity_policy.pdf)

---. (2017, July 18). North Milwaukie Industrial Area Plan. Adopted by City Council. From [https://www.milwaukieoregon.gov/sites/default/files/fileattachments/economic\\_development/page/82632/nmia\\_plan\\_august2018.pdf](https://www.milwaukieoregon.gov/sites/default/files/fileattachments/economic_development/page/82632/nmia_plan_august2018.pdf)

---. North Milwaukie Industrial Area Plan. Public Survey #1: Summary.

---. North Milwaukie Industrial Area Plan. Final Progress Report as of August 30, 2017.

#### OTHER RESOURCES:

Berry, Jeffrey M., Kent E. Portney, and Ken Thomson. (1993). *The Rebirth of Urban Democracy*. Washington, D.C.: The Brookings Institution.

Fisher, Robert. (1994). *Let the People Decide: Neighborhood Organizing in America*. Updated ed. New York: Twayne Publishers.

Healthy Democracy. (2019, September – November). Milwaukie Citizens Jury Pilot Project. From <https://healthydemocracy.org/cj/milwaukie/>

Institute for Local Government. (2017). "Working with Public Engagement Consultants: Tips for Local Officials." From [https://www.ca-ilg.org/sites/main/files/file-attachments/working\\_with\\_public\\_engagement\\_consultants\\_0.pdf?1499720724](https://www.ca-ilg.org/sites/main/files/file-attachments/working_with_public_engagement_consultants_0.pdf?1499720724)

International Association for Public Participation (IAP2). (2018). "Spectrum of Public Participation." From [https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum\\_8.5x11\\_Print.pdf](https://cdn.ymaws.com/www.iap2.org/resource/resmgr/pillars/Spectrum_8.5x11_Print.pdf)

Lee, Marvin and Schuele, C. Melanie. (2010). "Demographics", published in *Encyclopedia of Research Design* (ed. Neil J. Salkind), SAGE Publications, Inc. Thousand Oaks, CA. (Available online through PSU Library.)

Leighninger, Matt and Bonnie C. Mann. (2011). *Planning for Strong Local Democracy*. Washington, D.C.: National League of Cities.

Leighninger, Matthew. (2006). *The Next Form of Democracy: How Expert Rule is Giving Way to Shared Governance...and Why Politics Will Never be the Same*. Nashville, TN: Vanderbilt University Press.

Michel, Katie Hannon; De La Vega, Cesar; and Yuen, Tina. (2018, October 15). "Inclusive Community Engagement & Equitable Participation to Improve 4 Core Functions of Local

Government,” ChangeLab Solutions. From <https://medium.com/changelab-solutions/equitable-community-engagement-34d2542f68fd>

powell, john a., Menendian, Stephen, and Ake, Wendy. (2019, May). Targeted Universalism: Policy and Practice. Haas Institute. From (<https://belonging.berkeley.edu/targeteduniversalism>) [Use of lower case for john a. powell is his preferred format]

Sirianni, Carmen. (2009). *Investing in Democracy: Engaging Citizens in Collaborative Governance*. The Brookings Institution. 2009.

Thomson, Ken. (2001). *From Neighborhood to Nation: The Democratic Foundations of Civil Society*. Hanover, NH: University Press of New England.

Vu. (2015, January 20). Blog Post: “Are you or your org guilty of Trickle-Down Community Engagement?” From <https://nonprofitaf.com/2015/01/are-you-or-your-org-guilty-of-trickle-down-community-engagement/>

Willis, Wendy. (2020, Winter). “Take a Seat at Oregon’s Kitchen Table: Adapting Targeted Universalism for Broad and Deep Civic Engagement,” *National Civic Review*, Vol 108, No 4. From <https://www.nationalcivicleague.org/ncr-article/take-a-seat-at-oregons-kitchen-table-adapting-targeted-universalism-for-broad-and-deep-civic-engagement/>

# City of Milwaukie Community Engagement Evaluation

## Report to

City of Milwaukie, Oregon

July 2020

## Submitted by:

Center for Public Service  
Mark O. Hatfield School of Government  
Portland State University

Paul Leistner, Ph.D. Project Manager/Senior Fellow  
*Diane Odeh, MPA Research Assistant/Doctoral Student*  
Masami Nishishiba, Ph.D. CPS Associate Director

## Contact Info

[leistner@pdx.edu](mailto:leistner@pdx.edu) (for Paul Leistner)

[nishism@pdx.edu/503-725-5151](mailto:nishism@pdx.edu/503-725-5151) (for Masami Nishishiba)

# TABLE OF CONTENTS

<b>Appendix A: IAP2 Core Values for Public Participation .....</b>	<b>2</b>
<b>Appendix B: City of Milwaukie Community Engagement Goals and Policies .....</b>	<b>2</b>
<b>Appendix C: Full List of Organizations Involved in Milwaukie Visioning Project .....</b>	<b>5</b>
<b>Appendix D: Full List of Participants in North Milwaukie Industrial Area Plan .....</b>	<b>6</b>
<b>Appendix E: Climate Action Plan Stakeholders .....</b>	<b>8</b>
<b>Appendix F: Content Covered in NDA Section of Milwaukie Pilot .....</b>	<b>10</b>
<b>Appendix G: Citizens Jury Demographic Targets and Panelists Chosen .....</b>	<b>15</b>
<b>Appendix H: Opportunities to Engage with the Milwaukie Police Department .....</b>	<b>17</b>
<b>Appendix J: List of community events organized by type, with some basic information about the event and the participant information if applicable .....</b>	<b>31</b>
<b>Appendix K: List of Consultants Used for City of Milwaukie Community Engagement Projects .....</b>	<b>42</b>
<b>Appendix L: Guiding goals developed by the neighborhood and community leaders who designed the City of Portland Community Summit in 2015 .....</b>	<b>43</b>
<b>Appendix M: Rough draft examples of the Milwaukie NDA boundaries combined with various maps from Milwaukie Housing’s GIS data .....</b>	<b>44</b>

## Appendix A: IAP2 Core Values for Public Participation

### IAP2 Core Values for Public Participation

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

(Source: <https://www.iap2.org/page/corevalues>)

## Appendix B: City of Milwaukie Community Engagement Goals and Policies

### 1 COMMUNITY ENGAGEMENT GOALS AND POLICIES

Overarching Section Goal: Engage community members in city decision-making processes in an inclusive, collaborative, transparent, accountable, and equitable manner through a broad range of strategies that inform and involve

a full spectrum of community members, including established neighborhood organizations and other groups, as well as people and groups who have been traditionally left out of the planning process.

#### GOAL 1.1—Foster Broad and Collaborative Community Participation

Implement and encourage practices that increase community participation by providing thorough information, consulting with the community, and fostering collaborative partnerships.

Policy 1.1.1—Generate interest and encourage diverse participation in City committees and commissions through broad outreach.  
Diversity, Equity & Inclusion (DEI): Diversity and Inclusion is the concept of engaging and involving a wide variety of stakeholders with different backgrounds in land use related activities and decision-making, while Equity deals with providing access and opportunities to groups that have historically experienced obstacles to participation.

Policy 1.1.2—Ensure publications and printed materials regarding current issues and proposed policies are readily accessible for all ages and abilities, allowing for dialogue between policy-makers and the community.

Policy 1.1.3—Keep the community informed of opportunities for involvement using a range of outreach tactics that may include media, presenting information at fairs and events, and direct outreach to existing organizations.

Policy 1.1.4—Enhance and extend community involvement by using emerging technologies, methods, and techniques.

Policy 1.1.5—Improve engagement and dialogue with property owners, tenants, and employees in Milwaukie’s commercial and employment areas.

#### GOAL 1.2—Promote Inclusion and Diversity

Involve a diverse cross-section of the community in community events and decision making related to land use and comprehensive planning, including people of a variety of geographic areas, interest areas, income, races, ethnicities, genders, sexual orientations, and all ages and abilities.

Policy 1.2.1—Build engagement across Milwaukie’s diverse communities by notifying and facilitating participation in all land use and Comprehensive Plan related activities.

Policy 1.2.2—Provide information to the community in multiple languages where appropriate.

Policy 1.2.3—Seek public input on major land use issues through community organizations, such as faith groups, business associations, school districts, non-profits, service organizations, and other bodies to encourage broad participation.

Policy 1.2.4—Reduce barriers to participation by considering language, meeting time, location, and required level of involvement.

#### GOAL 1.3—Maintain Transparency and Accountability

Ensure transparency and accountability in city and land use policy decision-making by maintaining access to city leadership and making a commitment to equitable engagement practices.

Policy 1.3.1—Recognize the Planning Commission as the City’s Community Involvement Advisory Committee (CIAC) to evaluate community involvement practices related to land use and comprehensive planning. The CIAC shall meet annually to specifically review community involvement practices.

Community Involvement Advisory Committee (CIAC): Statewide Planning Goal 1 calls for cities’ land use programs to include an officially recognized committee for citizen involvement that is broadly representative of geographic areas and interests related to land use and land use decisions.

Policy 1.3.2—Establish a Comprehensive Plan Advisory Committee (CPAC) to assist in periodic review or major updates to the Plan.

Policy 1.3.3—Evaluate the success of community involvement activities regularly and make results available to the community.

Policy 1.3.4—Prioritize funding in the planning budget to support inclusive community engagement and participation.

GOAL 1.4—Uphold Neighborhood District Associations (NDAs)

Continue to support, inform, consult, and empower community members through the Milwaukie NDAs.

Policy 1.4.1—Encourage and support NDA leadership to develop and implement strategies to nurture new leaders and increase participation while intentionally reflecting the diversity in each neighborhood.

Policy 1.4.2—Provide opportunities for NDA's to give relevant and effective testimony to the City Council and Planning Commission on matters affecting their neighborhoods.

Policy 1.4.3—Assist NDAs by providing financial assistance, subject to budgetary allocations as approved by the City Council.

Policy 1.4.4—Notify NDAs and solicit feedback on proposed land use actions and legislative changes as required by ordinances.

## Appendix C: Full List of Organizations Involved in Milwaukie Visioning Project

- City Bodies:
  - City Budget and Audit Committee
  - Citizens Utility Advisory Board
  - Ledding Library Board
- Neighborhood District Associations:
  - Hector Campbell

- Historic Milwaukie
- Island Station
- Lake Road
- Lewelling
- Linwood
- Neighborhood District Association Quarterly Leadership
- Community Organizations
  - Madres de Corazon
  - Metropolitan Family Services
  - Rotary Club
- Milwaukie High School (3 classes)
- Vision Advisory Committee Applicants

## Appendix D: Full List of Participants in North Milwaukie Industrial Area Plan

Project Advisory Group members:

- Local Government
  - City of Milwaukie City Council (Councilor Wilda Parks)
  - City of Milwaukie Planning Commission (Commissioner Adam Argo)
  - Clackamas County Board of Commissioners (Commissioner Jim Bernard)
  - Clackamas Community College Board of Education (Greg Chaimov)
  - Clackamas County Business & Community Services (Gary Barth)
- Regional and State Government
  - Metro (Councilor Carlotta Colette)
  - Governor’s Regional Solutions Team (Bobby Lee)
  - Oregon Department of Transportation (Ted Miller)
  - Oregon Liquor Control Commission (Bill Schuette)
  - TriMet (Dave Unsworth)
- Commercial and Manufacturing
  - Greater Portland, Inc. (Matt Miller)

- Business Oregon (Michell Gee/Bryan Guiney)
- Alpine Food Distributing, Inc. (Greg Carlston)
- Consultant for Howard Dietrich (Peter Stark)
- Anderson Die & Manufacturing (Rick Anderson)
- Alpha Stone Works (Dan Canfield)
- Neighborhood and Environmental Groups
  - Ardenwald Neighborhood district Association (Bob Clark)
  - Milwaukie Historic Neighborhood Disstrict (Denise Emmerling-Baker)
  - Johnson Creek Watershed Council (Daniel Newberg)

## Appendix E: Climate Action Plan Stakeholders

Stakeholder interests and key organizations

Interests	Specific Organizations/ Groups to Engage	Potential Engagement Method			
		Implementation Partner Workshop	CAPC	CAP Summit	Briefing/ other outreach
Schools	North Clackamas School District	X	X		
Parks	North Clackamas Parks and Recreation District	X	X		
Industry and business (large/medium/ small)	Precision Castparts Blount Bob's Red Mill Dave's Killer Bread Sock It to Me Breakside Brewing Dark Horse Comics Anderson Pots	X	X		
Public safety	Public Safety Advisory Committee Milwaukie Police Department Clackamas Fire Department	X	X		
Utilities	PGE Citizens Utility Advisory Board NW Natural	X	X		
Developers	Guardian Real Estate Services	X			
Health	Providence	X	X		
Tree Board		X			X
Active Transportation	Bike community Pedestrian groups	X		X	X
Watershed Councils	Johnson Creek Watershed Council North Clackamas Watershed Council	X			X
Housing/ homelessness		X		X	X
Low income population				X	X
Community members with disabilities			X	X	X
Non-native English speakers	Spanish, Russian, Vietnamese and Chinese speakers Spanish, Russian, Vietnamese and Chinese community serving organizations		X	X	X
Youth			X	X	X
Arts and culture	ArtMOB			X	
Seniors			X	X	X

Neighborhood District Association	Liaison from the Comprehensive Plan Citizens Advisory Committee		X	X	X
State legislators	Sen. Kathleen Taylor Rep. Karin Power			X	X
City Council liaison			X		X

## Appendix F: Content Covered in NDA Section of Milwaukie Pilot

Friendly Reminder-Used to describe content related to “reminding” residents of topics related to public safety, public health, etc. Example: Reminding people to watch for children during early morning hours.

Meeting Information-Information related to the meeting, including meeting location/time and what topics will be discussed.

Meeting Overview-A summary of what occurred at the previous month’s meeting.

Volunteer Request Board/Event-Refers to volunteer requests. Board is used to describe appointments to boards and committees; event refers to a request for a specific neighborhood event.

Suggestion/Participation Request-Used to describe various requests for engagement from the community; such as suggestions on what to include in the newsletter.

Capital Project Update-Refers to updates regarding infrastructure changes in the neighborhood.

### Ardenwald-Johnson Creek

Month	Topic 1	Topic 2	Topic 3
Jan-19	No Issue		
Feb-19	(none)		
Mar-19	Meeting Overview	Volunteer Request Board	Social Media

Apr-19	Volunteer Thank You	Volunteer Request Event	Fun Event Information
May-19	Volunteer Request Event	Capital Project Update	Volunteer Request Event
Jun-19	New Farm Stand	Event information	Volunteer Request Event
Jul-19	Summer Break	Fun Event Information	
Aug-19	Fun Event Information		
Sep-19	Fun Event Overview	Meeting Information	Fun Event Information
Oct-19	Fun Event Information		
Nov-19	(none)		
Dec-19	(none)		

*Hector Campbell*

Month	Topic 1	Topic 2	Topic 3
Jan-19	No Issue		
Feb-19	Fun Event Overview	Meeting Information	Volunteer Thank You
Mar-19	Meeting Information	Volunteer Request Board	
Apr-19	(none)		
May-19	(none)		
Jun-19	Volunteer Request Board		
Jul-19	(none)		
Aug-19	Annual Picnic		
Sep-19	Volunteer Thank You	Meeting Information	

Oct-19	(none)		
Nov-19	Friendly Reminder	Meeting Information	Volunteer Request Board
Dec-19	Participation Request		

*Historic Milwaukie*

Month	Topic 1	Topic 2	Topic 3	Topic 4
Jan-19	No Issue			
Feb-19	Capital Project Update	Meeting Information		
Mar-19	Friendly Reminder	Meeting Update		
Apr-19	Vision/Mission Workshop Info	Capital Project Update	Meeting Overview	Volunteer Request Board
May-19	Capital Project Update	Elections Announcement		
Jun-19	Vision/Mission Info	Meeting Information		
Jul-19	Capital Project Update	Meeting Overview		
Aug-19	Volunteer Thank You	Walking Tour	Meeting Overview	
Sep-19	Fun Event Information	Volunteer Thank You		
Oct-19	(none)			
Nov-19	Meeting Overview			
Dec-19	Meeting Information	Meeting Overview		

*Island Station*

Month	Topic 1	Topic 2	Topic 3
-------	---------	---------	---------

Jan-19	No Issue		
Feb-19	Capital Project Update	Infrastructure Update	Volunteer Thank You
Mar-19	Meeting Update	Capital Project Update	Volunteer Thank You
Apr-19	Meeting Overview	Capital Project Update	Volunteer Request Board
May-19	Elections Announcement	Email Thread Information	
Jun-19	(none)		
Jul-19	(none)		
Aug-19	Fun Event Information	Meeting Information	
Sep-19	Volunteer Thank You	Fun Event Information	
Oct-19	Fun Event Overview	Volunteer Thank You	
Nov-19	(none)		
Dec-19	Nature Information	Meeting Information	

*Lake Road*

Month	Topic 1	Topic 2	Topic 3	Topic 4	Topic 5
Jan-19	No Issue				
Feb-19	Youth Civic Engagement	Meeting Information	Volunteer	Suggestions Request	
Mar-19	(none)				
Apr-19	Meeting Overview	Meeting Information			
May-19	Capital Project Update	School District Update	Volunteer Request Event	Meeting Information	

Jun-19	Milwaukie Kiwanis Update	Key Club	Capital Project Update	Fun Event Information	Volunteer Request Event
Jul-19	Volunteer Thank You	Fun Event Information	Summer Break		
Aug-19	Fun Event Information				
Sep-19	(none)				
Oct-19	Meeting Overview	Meeting Information			
Nov-19	Volunteer/Participation Request				
Dec-19	(none)				

*Lewelling*

Month	Topic 1	Topic 2	Topic 3	Topic 4
Jan-19	No Issue			
Feb-19	Fun Event Overview	Volunteer Thank You	Meeting Information	
Mar-19	Meeting Information	Volunteer Request Event		
Apr-19	Meeting Overview	Volunteer Request Event		
May-19	Volunteer Request Event	Capital Project	Meeting Information	
Jun-19	Volunteer Thank You	Capital Project Update	Volunteer Request Event	
Jul-19	Summer Break	Fun Event Information		
Aug-19	Fun Event Information			
Sep-19	Fun Event Overview			
Oct-19	Volunteer Request Event	Donation Update (Food for Success)	Meeting Information	

Nov-19	Volunteer Request Event	Meeting Overview	Meeting Information	Fun Event Information
Dec-19	Volunteer Thank You	Fun Event Information		

*Linwood*

Month	Topic 1	Topic 2	Topic 3
Jan-19	No Issue		
Feb-19	Capital Project Update	Volunteer Request Event	Suggestions Request
Mar-19	Capital Project Update	Volunteer Thank You	Suggestions Request
Apr-19	Fun Event Information		
May-19	Capital Project Update	Volunteer Request General	Meeting Information
Jun-19	Fun Event Information	Volunteer Request Event	Meeting Information
Jul-19	Summer Break	Fun Event Information	
Aug-19	Volunteer Request Event		
Sep-19	Meeting Information	Suggestions Request	
Oct-19	Friendly Reminder	Meeting Information	
Nov-19	Friendly Reminder	Meeting Information	
Dec-19	Suggestions Request	Participation Request	Meeting Information

Appendix G: Citizens Jury Demographic Targets and Panelists Chosen

City of Milwaukie Citizen Jury  
 Demographic Targets and Panelists Chosen  
 (September 2019)

Characteristic	% in Community	# of Panelists Recommended	Panelists Chosen by Software	%
<b>Age Range</b>				
16-19	6%	1 or 2	1	5%
20-29	16%	3 or 4	3	16%
30-39	18%	3 or 4	4	21%
40-49	18%	3 or 4	4	21%
50-59	19%	3 or 4	3	16%
60-69	13%	2 or 3	2	11%
70+	12%	2 or 3	2	11%
TOTAL	100%		19	100%
<b>Neighborhood Cluster</b>				
Historic Milwaukie, Island Station, Lake Road, Industrial Nbrhoods	31%	6 or 7	6	32%
Ardenwald, Lewelling	37%	7 or 8	7	37%
Hector Campbell, Linwood	32%	6 or 7	6	32%
TOTAL	100%		19	100%
<b>Party Affiliation</b>				
Democratic Party	34%	6 or 7	7	37%
Independent Party or other	7%	1 or 2	1	5%
Republican Party	25%	5	5	26%
Non-Affiliated	29%	5 or 6	5	26%
Not Registered	4%	1 or 2	1	5%
TOTAL	98%		19	100%
<b>Homeowner/Renter</b>				
Own	59%	11 or 12	11	58%
Rent	41%	8 or 9	8	42%
TOTAL	100%		19	200%
<b>Gender</b>				
Female	51%	10 or 11	10	53%
Male	49%	9 or 10	9	47%
Other	Unknown	0 or 1	0	0%
TOTAL	100%		19	100%
<b>Race/Ethnicity</b>				
Asian/Pi (non-Hispanic)	2%	0 or 1	0	0 (see next)
Black / Af Amer Native Amer / AN / (non-Hispanic)	1%	0 or 1	1	5% Black or AA or NA or AN
Multiracial non-Hispanic	4%	0 or 1	1	5%
Hispanic/Latinx of any race	7%	1 or 2	1	5%
White (non Hispanic)	85%	17	16	84%
TOTAL	99%		19	100%
<b>Educational Attainment</b>				
Some schooling no diploma	14%	2 or 3	1	5%
High school diploma or equivalent	41%	8 or 9	8	42%
Some college or Associate's degree	34%	6 or 7	7	37%
Bachelor degree or higher	11%	2 or 3	3	16%
TOTAL	100%		19	100%

## Appendix H: Opportunities to Engage with the Milwaukie Police Department

Program	Description
Coffee with a Cop	Police provide opportunities for community members to come to a local coffee shop and talk with police about issue and get to know them better. Police advertise on social media and through the host business.
Touch a Truck	The Library sponsors these events as an opportunity for police to talk with community members about their equipment (e.g. marked police car, undercover car, County SWAT Armored vehicle) and responsibilities.
Ride-along Program	Community members can ride along with an officer to “learn more about the department, how we run our business” and create better connections between community members and police officers.
Police Bike Patrol	The Bike Patrol Team serves as a community engagement tool that “puts officers in closer contact with the community.” The Bike Patrol often is used as events to emphasize “community engagement vs. traditional enforcement.”
Project Hope	Milwaukie Police partner with Clackamas County Health, Housing and Human Services (H3S) and Clackamas County Fire District #1 Community Paramedic to reach out to people who are addicted to opioids “and overdose survivors to encourage them to seek treatment and help eliminate the barriers to treatment.” Police also can refer people who are unhoused in the community to Project Hope “and then also meet their caseworkers in the field to help direct them to those without a physical address.” Peer Mentors with lived experience support individuals through the program. Chief Strait notes that some “previously houseless individuals are not over six months clean and sober as the result of our officers’ outreach and no longer houseless.”
RxOT Prescription Opioid Task Force	This task force is a “partnership with H3S, community members (with lived experience), treatment community,

	schools, law enforcement and courts” dedicated to “combat the negative effects opioids/opiates are having on our youth and communities.” Chief Strait co-chairs the task force with Clackamas County Judge Colleen Gilmartin.
Emergency Services Foundation (CESF):	The Milwaukie Police Department partners with Clackamas Fire District #1 and members of the business community to “provide humanitarian assistance to those who have been adversely affected by disaster, tragedy, injury or other misfortune.” The partners work actively to prevent or minimize the effects of these misfortunates on Milwaukie community members.
Veterans Resource Team/Corporal Diffie Relief Fund	Milwaukie police officers partner with the Milwaukie American Legion to raise money to “meet the emergency needs of veterans” in the community. Support provided by the program includes “food, temporary housing, transportation, assistance with bills and connection with other resources.” Officers in the field access these resources when they “come face to face” with people in need, some of whom are unhoused.
Shop with a Cop	Pairs police officers with youth to create a positive experience with police for young people “whose families have had some enforcement contact with police or require assistance for a variety of reasons.” School counselors and school resource officers refer youth to the program. Chief Strait reported that in 2018, over 100 young people were paired with law enforcement personnel and received a \$100 gift card at the Happy Valley Wal-Mart Store. Chief Strait noted that “Interestingly, almost all the kids shopped for their family members first, then themselves! Officers and kids learned a great deal from each other during this great event.”

Polar Plunge	A team of officers participates in the Polar Plunge to raise money for Special Olympics.
Bike Give-Away	MPD Officer Bill Wells, started this program, which takes seized and unclaimed bikes to a local repair shop to be refurbished. Chief Strait notes that "Each year we give away about 50 bikes to kids in our local school." The Clackamas County Fire District provides "new helmets and a fitting for each recipient."
Police Cadet Program	"This is a volunteer program for youth from 16 to 21 years of age." Participants volunteer their time at community functions "in exchange for training in all aspects of law enforcement." In addition to skills training, the department also emphasizes "the core values of our agency." The department uses cadets in "public relations assignments in support of the police department as well as the city." Cadets assist with events such as First Friday, Davis Graveyard haunted house, Umbrella Parade, Winter Solstice.
School Resource Officer (SRO)	The Milwaukie Police Department (MPD) stations an officer full-time at Milwaukie High School" (MHS) rather than dispatching an offer to calls for service" at the school. Chief Strait asserts that by "having an officer stationed [at the high school] full-time who specializes in the unique needs of the school, we're able to provide a much higher level of customized service."
Boost	"Boost" is SRO after-school work out for girls led by MPD Officer Nold. Chief Strait notes that the program "targeted young ladies at MHS who were not involved in sports and generally not comfortable exercising within the general population at school." Participants have exclusive use of the MHS weight room. Ofr Nold "created and managed a customized exercise program designed to enhance fitness, as well as personal confidence."

Public Information and Social Media	Chief Strait reports that the Police Department has shifted from having on Public information Office (PIO) who would handle press releases and periodically post to the departments social media sites to a team approach that involves a number of staff. The Chief also reported that the department has “doubled down on our efforts to use social media to provide information to the public, as well as express our core values and increase transparency, communication and collaboration.”
NDA Meeting Attendance	Police have prioritized attendance at NDA meetings “as an opportunity for community engagement.” Chief Strait reports that either the Chief of Police or the Patrol Division Commander attends the meetings. They “incorporate intentional messaging about how we operate and include education about why we do things certain ways.” Police provide updates on internal department news and external crime and safety issues. They “bring officers and sergeants to the meeting to introduce them and talk about their background and experience to help the community “really get to know their police department.” Police also invited questions (Q&A) from the community during these meetings.
Rotary Club Attendance	Police have “commanders Chief/Captain” join the local Rotary Club and participate in Rotary engagement events such as “Feed the Hungry and Dictionaries to 3rd Graders.

Appendix I: List of community groups and organizations identified in this study

Developing a baseline knowledge of who is in the Milwaukie community and how to reach and engage with them most effectively is essential to achieving high quality and consistent community engagement. A key focus of this study

was the City of Milwaukie's desire to identify who was being engaged and gaps in the City's engagement efforts.

Milwaukie City staff have done great work over a number of events, programs and projects at developing a good list of communities to engage and potential partner to work with to engage with these communities.

Identifying the basic demographic characteristics of the community is only the beginning of this process. Another important step is to determine the different ways people identify and organize themselves in the community and the civic infrastructure they already have created for themselves. As reviewed earlier in this report, identifying this existing infrastructure is a core focus of Asset-Based Community Development asset mapping.

Harder-to-Reach Stakeholders: IAP2 notes that some groups are "typically difficult to reach with traditional communication methods." IAP2 suggests that these groups include: "People who speak a language other than the local language; People from different cultures; Indigenous people; Young people; older people; people with disabilities; families with young children; people who do not belong to organized groups and unemployed people." IAP2 asserts that specific approaches are needed to encourage people from these groups to participate and that they may have "different participation and communication needs." (IAP2 Federation. (2016). Planning for Effective Public Participation. (P. 8))

Groups Engaged by City of Milwaukie: The City's community engagement events, programs, and projects engage many different people and groups in the community.

The City's award-winning Community Visioning Process was identified by many people as the City's most extensive and effective outreach effort. The process reached out to and engaged the following groups:

- City Bodies:
  - City Budget and Audit Committee

- Citizens Utility Advisory Board
- Ledding Library Board
- Neighborhood District Associations:
  - Hector Campbell
  - Historic Milwaukie
  - Island Station
  - Lake Road
  - Lewelling
  - Linwood
  - Neighborhood District Association Quarterly Leadership
- Community Organizations: Madres de Corazon, Metropolitan Family Services, Rotary Club
- Milwaukie High School (3 classes)
- Vision Advisory Committee Applicants

The Climate Action Plan identified specific organizations and groups to engage that represented a long list of interests.

- Schools: North Clackamas School District
- Parks: North Clackamas Parks and Receptions District
- Industry and Business (large/medium/small): Precision Castparts, Blount, Bob's Red Mill, Dave's Killer Bread, Sock It to Me, Breakside Brewing, Dark Horse Comics; Anderson Pots
- Public Safety: PSAC, MPD, Clackamas Fire Department
- Utilities: PGE, Citizens Utility Advisory Board, NW Natural
- Developers: Guardian Real Estate Services
- Health: Providence
- Active Transportation: Bike community, Pedestrian groups
- Watershed Councils: Johnson Creek Watershed Council, North Clackamas Watershed Council
- Non-native English Speakers: Spanish, Russian, Vietnamese and Chinese speakers; and organizations serving these same communities
- Arts and Culture: ArtMOB

- Neighborhood District Associations: Liaison from the Comprehensive Plan Citizens Advisory Committee
- State Legislators: Sen. Kathleen Taylor, Rep. Karin Power

The North Milwaukie Industrial Area Plan Project Advisory Group members represented a number of government, business, and community organizations, including:

- Local Government
  - City of Milwaukie City Council (Councilor Wilda Parks)
  - City of Milwaukie Planning Commission (Commissioner Adam Argo)
  - Clackamas County Board of Commissioners (Commissioner Jim Bernard)
  - Clackamas Community College Board of Education (Greg Chaimov)
  - Clackamas County Business & Community Services (Gary Barth)
- Regional and State Government
  - Metro (Councilor Carlotta Colette)
  - Governor’s Regional Solutions Team (Bobby Lee)
  - Oregon Department of Transportation (Ted Miller)
  - Oregon Liquor Control Commission (Bill Schuette)
  - TriMet (Dave Unsworth)
- Commercial and Manufacturing
  - Greater Portland, Inc. (Matt Miller)
  - Business Oregon (Michell Gee/Bryan Guiney)
  - Alpine Food Distributing, Inc. (Greg Carlston)
  - Consultant for Howard Dietrich (Peter Stark)
  - Anderson Die & Manufacturing (Rick Anderson)
  - Alpha Stone Works (Dan Canfield)
- Neighborhood and Environmental Groups
  - Ardenwald Neighborhood district Association (Bob Clark)
  - Milwaukie Historic Neighborhood Disstrict (Denise Emmerling-Baker)
  - Johnson Creek Watershed Council (Daniel Newberg)

The Milwaukie Police Department, in addition to its many general community outreach activities, engages in outreach and support with specific groups, including:

- Attendance at NDA Meetings: MPD leadership members attend NDA meeting to share information and answer questions from the community.
- Project Hope and RxOT Prescription Opioid Task Force: Outreach to and support for people who are addicted to opioids and survivors of overdoses, people who are unhoused, and youth people, in partnership with:
  - Clackamas County Health Housing and Human Services (H3S)
  - Clackamas County Fire District #1 Community Paramedic
  - Project Hope
  - Peer Mentors (community members with lived experience)
  - Treatment community
  - Schools
  - Law enforcement and courts
- Emergency Services Foundations (CESF): Assistance to community members affected by “disaster, tragedy, injury or other misfortunate, in partnership with:
  - Clackamas Fire District #1
  - Business community members
- Veterans Resource Team/Corporal Diffie Relief Fund: Fundraising to meet the emergency needs of veterans, some of whom are unhoused, in partnership with:
  - Milwaukie American Legion
- Shop with a Cop: Engagement with youth “whose families have had some enforcement contact with police or require assistance for a variety of reasons.”
- Polar Plunge: Raises funds to Support Special Olympics.
- Bike Give Away: Provides bikes to youth local schools.

- Police Cadet Program: Engages youth from 16 to 21 in supporting community functions in exchange for training in all aspects of law enforcement.

The City's many successful community events, in addition to engaging the broader community, involves the work of community volunteers, and the support and involvement of a number of community partner organizations.

- Adopt-A-Road: Forms partnerships with and engages NDAs, businesses, non-profit organizations and faith communities.
- Umbrella Parade and Tree Lighting: Bob's Red Mill donates over 1,500 cookies to give away. A number of community organizations set up information booths along the parade route, including local veterans groups.
- Winter Solstice and Christmas Ships Viewing Event: The Lewelling NDA partner with the City to sell food at this event.
- Earth Day/Arbor Day: The City partners with SOLVE on this event, and was planning to partner with Friends of Trees to do a tree planting event.
- First Friday: The City supports First Friday volunteers who are members of the Downtown Milwaukie Business Association. The event brings together food and craft vendors, live music, and artists.
- Carefree Sunday: This large event engages many volunteers and engages vendors and sponsor organizations for each of the three primary activity centers along the route. Last year, a church along the route decided to welcome participants as a major part of their community service work.

Neighborhood District Associations and City Boards, Commissions, and Committees engage many individual Milwaukians on their boards. They also engage a wide range of organizations in the community through their events, activities, and projects. Collection of demographic information about board members would allow a better understanding of the range of communities and interests represented on these bodies. A deeper review of the review of NDA and City Boards, Commission, and Committee activities would reveal the range of community organizations engaged. The NDA Annual Grant program allows

NDA's to help support many organizations that engage events and projects in their neighborhoods.

## OTHER SUGGESTIONS WHEN ENGAGING COMMUNITY MEMBERS

**It's the Same Community!:** The study's review of a number of City of Milwaukie planning and capital projects shows that City staff are familiar with the need to identify stakeholder groups in the community. While each City department, or consultant they hire, goes through a similar process of stakeholder identification, it is the same Milwaukie community that they all are trying to engage. This applies other entities as well, including the Ledding Library, the North Clackamas School District and North Clackamas Parks and Recreation. All these entities have an incentive to work together to develop a shared analysis of the groups in the community, the way each group organizes and structures itself, and the most effective methods for reaching and engages these groups.

**Build on Existing Expertise and Experience—Inside and Outside City Government:** City planning staff are very experienced in community engagement. Other City departments also have had good success identifying and engaging different groups in the community. A number of people noted that the City's Ledding Library is particularly well connected to the community—especially lower income residents and communities of color.

At a minimum. The City's group of community engagement staff that have begun meeting could begin to develop a master list of groups that the City has engaged in its events, programs, or projects or has identified as possible stakeholders, and begin to document their experiences working with these groups. Group members then could reach out to other City department staff to identify the groups they have worked with and what has worked well and any challenges. This could be done through individual interviews, a single focus group that would bring these staff together to share their experiences or a series of special meetings. If the City creates a new, ongoing Community Engagement and Equity Committee, that group also could assist in this effort.

The process also should be expanded to include other government jurisdictions and community organizations. Ledding Library already is part of the City government and is seen by many people in the City and community as having strong connections to historically underrepresented groups including lower-income households and households that speak a language other than English at home. The North Clackamas School District has done extensive work in identifying and engaging with the full diversity of the students and families it serves. North Clackamas Parks and Recreation also has extensive interaction with many different groups in the community.

All of these groups could partner in this effort and share information that would benefit all of them. This could be done through individual interviews, a focus group, a series of meetings, an ongoing committee, and/or some sort of quarterly or annual gathering to bring everyone together—including community and neighborhood groups--to review and update this information.

North Clackamas School District (NCSD)—Strong Example of Engagement and Equity: NCSD has done a tremendous job of developing clear community engagement and equity policies and then identifying and building relationships with different groups of students and their communities. The City included NCSD in the City’s Visioning Process.

The NCSD is a strong model of how to engage different groups effectively. The NCSD has hired staff to serve as liaisons to specific language and cultural communities, including Spanish, Russian, and Vietnamese. NCSD supported the creation of Madres de Corazon by Spanish-speaking moms of students who wanted to have a place to get together and have a greater voice in their children’s education. Madres de Corazon has evolved into an organization that is a valuable partner for the district and other entities—including the City—that want to engage with the Latinx community. NCSD also created a strong program that identifies students and their families who are unhoused or housing insecure and supports them with a range of services. NCSD also has developed a good relationship with a number of local pediatricians who encourage parents of infants who may have disabilities to contact NCSD and begin working with

the district to ensure their child gets the services and support they need when they enter school. NCSD also developed the Wichita Center which provides a wide range of services to lower-income students and families in the community.

NCSD also is a strong example of an organization that is implementing meaningful equity policies. The district included equity in its strategic plan and then developed clear equity policies and an equity lens to guide program development and implementation.

Work with the Community and Avoid Trickle-Down Community Engagement: An influential blog post in 2015 by “Vu” in Seattle warned against “trickle-down community engagement.” Trickle-down community engagement occurs when government agencies or community organizations hire consulting firms to support their community engagement efforts but expect local community of color leaders to provide input and assist government and other institutions and organizations in reaching and engaging with their communities for free. Vu. (2015, January 20). Blog Post: “Are you or your org guilty of Trickle-Down Community Engagement?” From <https://nonprofitaf.com/2015/01/are-you-or-your-org-guilty-of-trickle-down-community-engagement/>

The City of Portland took action against trickle-down community engagement by creating the City of Portland Community Engagement Liaisons (CELS) Program. Community leaders from communities of color and immigrant and refugee communities who graduate from the Portland’s Diversity and Civic Leadership program can offer their consulting services to help advise oce City agencies program...eligible to serve as paid consultants to City agencies to advise them on how to engage with their communities...  
[https://www.portlandoregon.gov/civic/article/482264#:~:text=November%2026%2C%202019-.Community%20Engagement%20Liaisons%20\(CELS\)%20Program,with%20interperetation%20and%20facilitation%20services.](https://www.portlandoregon.gov/civic/article/482264#:~:text=November%2026%2C%202019-.Community%20Engagement%20Liaisons%20(CELS)%20Program,with%20interperetation%20and%20facilitation%20services.)

Knowledge, Relationships, and Trust Support Effective Community Engagement: City agencies and staff have recognized and sought to reach out

to and engage Milwaukie's growing Latinx community. The City's efforts to engage this community offer some good lessons on the importance of working with community groups to design and implement effective engagement activities.

The City's Visioning Process reach out to Spanish-speaking community members, some of whom attended the projects town halls, one of which included a break out table for Spanish speakers with Spanish translators.

The Comp Plan Process engagement included three Spanish-language focus groups organized with Madres de Corazon with a total of 50 participants. Consultants facilitated the focus groups in Spanish with English translation available for City staff. Staff reported that about 10 to 15 community members regularly participated in the general focus groups and town halls.

The Milwaukie Housing Strategy Plan process hired PSU's Institute of Metropolitan Studies (IMS) to help guide the plan development. IMS developed focus groups to get input, including one for Spanish-speaking tenants. However, no Spanish-speaking resident attended the focus group.

The Climate Action Plan project staff partnered with Maria Perdomo (Ready Set Go Program with Metropolitan Family Services) to facilitate "a focus group discussion with 14 Spanish speaking community members. The project team recognized that Latinx "community members make up a significant portion of the city's population and that this community is expected to grow." (Community Engagement Summary Report, p. 3)

Partnering with an organization or individual who has knowledge of and a relationship with a particular community can significantly increase the chances of success.

Beware of Community Engagement Fatigue: City agencies often want to engage many different communities in their work. City staff need to respect the limited capacity and interest of communities to engage. Community members

generally prioritize engaging on policies, programs, projects that are most relevant to their communities and that they have the greatest change to affect. City staff should respect the time and energy and the political and social capital community organizations expend by working with them. Build relationships with communities to learn what is most important to their community members and co-produce outreach efforts to these community that are respectful and provide value to both the community and the City.

For instance, City agencies should be careful to ensure that messages they sent out to the community include the kind of information most important to community members. The City of Portland developed the following suggestions:

- Why is this relevant/important to community members? How might this affect something they care about?
- What is being decided and by whom?
- What input would be most helpful to the decision makers?
- What realistic opportunity do community members have to affect the outcome?
- How can they share their input most effectively?
- When do they need to get their comments in and to whom?
- Where can they go or who can they contact with questions or for more information?
- Who should people contact for ADA or language translation accommodation?

Appendix J: List of community events organized by type, with some basic information about the event and the participant information if applicable

Activity	Type of Activity	Brief Description	Key Participant Information
Adopt-A-Road	Community-Building	Program co-produced with	Participation continues to grow

		NDA member. Volunteers and Community groups are invited to maintain the beautification of a section of road in Milwaukie	as 2019 saw the largest amount of groups adopt roads (11). 100-211 people participate per year.
Carefree Sunday	Community-Building	Carefree Sunday temporarily opens almost four miles of streets to people for the portion of a day by closing them to cars. The result is hundreds of people biking, walking, rolling, and connecting with the community.	The first event held in 2019 garnered 5000 participants.  There were a lot of regional participants, with some coming from Vancouver, WA.
Earth Day	Community-Building	From 2014 to 2018, the city held an Earth Day event in partnership with SOLVE to do a litter cleanup somewhere in town. 2019 celebrated the opening of a park.	150-200 participants each year

Arbor Day	Community-Building	A family-friendly tree planting event held on Arbor Day.	N/A (was recently moved to a separate event from Earth Day)
Umbrella Parade and Tree Lighting	Community-Building	The city holds an Umbrella Parade and Tree Lighting annually. Participants decorate umbrellas, parade down Main St. to City Hall where the tree is lit. Prizes are given out for the best decorated umbrellas in three categories. Prizes are donated by local businesses. Santa Claus is in attendance for the kids, hot chocolate and cider is provided to all while supplies last and Bob's Red Mill donates over 1,500 cookies to give away annually.	1,500-2000 participants each year
Winter Solstice	Community-Building	This is an annual celebration at Milwaukie Bay Park each December to	Approximately 3,000 people attend annually.

		view the Christmas Ships, warm by a fire, and purchase food and beverages to provide fundraising support to the Lewelling NDA.	
Milwaukie Farmer's Market	Community-Building	The city works with the Milwaukie Farmers Market to host a City Booth at the market that is staffed by volunteers from the city's boards, commissions, committees, NDAs, and City Council as well as staff. The purpose is to get information out to the community about upcoming projects, events, and other opportunities and to engage with the community about anything that visitors to the booth would like	Approximately 5,000 people attend weekly.  48 community members volunteer at this event.

		to know about related to the city.	
First Friday	Community-Building	Every first Friday of the month from May through October, the downtown Milwaukie community comes together to celebrate First Friday Milwaukie and support local businesses. The event includes food and craft vendors, live music, and art installations at City Hall and other local businesses. The City partners with this event by providing in-kind resources to event organizers.	N/A (not collected)
Milwaukie Police Department Outreach	Community-Building	The Milwaukie Police Department has a presence at many community-building events in addition to performing targeted outreach.	Youth are engaged via Police Cadet, Shop with a Cop, and Bicycle programs

<p>Milwaukie All Aboard Community Vision and Action Plan</p>	<p>Strategic Planning</p>	<p>Visioning Project is considering by some City staff and community members as the City of Milwaukie’s best recent community engagement process. The Visioning Project was awarded the 2018 Good Governance Award by the Oregon League of Cities.</p>	<p>Approximately 1,000 people engaged in this project through 84 related events.</p>
<p>Milwaukie Comprehensive Plan Update</p>	<p>Strategic Planning</p>	<p>City Council created the Comp Plan Advisory Committee (CPAC) and identified members as the primary liaisons to the Milwaukie community. They were tasked with involving a variety of different stakeholders in the decision-making process, provide feedback on public involvement efforts and offer feedback</p>	<p>Approximately 600 people participated in this project via focus groups, town hall meetings, and conversations. 50 Spanish-speaking participants were engaged in 3 focus groups.</p>

		on draft goals and policies	
North Milwaukie Industrial Area Plan (NMIA Plan)	Strategic Planning	In 2017, the City initiated a process to develop a "framework plan and implementation strategy to develop the NMIA as a vibrant, mixed-use urban area.	<p>Online survey had 140 respondents.</p> <p>Age range: 85% fell between 25-64</p> <p>Race/ethnic background: 78% identified as White/Caucasian, 3% as Asian/Asian Indian/Pacific Islander, 3% were Hispanic/Latinx, 3% is multi-racial, 1% is American Indian/Alaskan Native, and 1% Black. 10% did not report their race/ethnicity.</p> <p>Gender: 42% identified as females, 41% as males, and 2% as "Other". 11% did not report their gender.</p>
South Downtown Area Projects (SODO Projects)	Strategic Planning	Various community engagement activities were	35 people were engaged at the project beginning

		hosted to gather feedback on revitalizing the South Downtown Area (SODO)	to provided feedback on SODO goals  Respondents of the Milwaukie Community Survey provided feedback after project implementation.
Safe Access for Everyone (SAFE)	Strategic Planning	Safe Access for Everyone (SAFE) is the “city’s program to improve safety for people walking, biking and more. The SAFE Program was created as part of the development of the City of Milwaukie’s American’s with Disabilities Act Transition Plan for Accessibility in the Public Right-of-Way.	Participants from all 7 NDAs were involved.
Milwaukie Housing Affordability Strategy (MHAS): 2018–2023 Action Plan	Strategic Planning	The City’s Community Development Department developed the MHAS with	Tenants, homeowners, and property owners were engaged via 11 focus groups.

		<p>assistance from a groups of subject matter experts known as the "housing affordability working group" (HAWG). The HAWG included subject matter experts in housing, tenants, and economic development. The HAWG met nine times and helped frame issues and potential solutions.</p>	<p>A Spanish-speaking focus group was conducted but had no participants.</p>
<p>Climate Action Plan (2018)</p>	<p>Strategic Planning</p>	<p>The City of Milwaukie began to develop its Climate Action Plan in 2018. The plan serves as a "roadmap to mitigating and adapting to the effects of climate change." The City co-created the plan with residents and partners.</p>	<p>17 individuals served on the Climate Action Plan Committee (CAPC)</p> <p>51 individuals attended the implementation partner workshops</p> <p>14 individuals attended the Spanish-language focus group</p>

			<p>75 individuals attended the Climate Action Fair and Summit</p> <p>101 individuals responded to the online survey</p>
<p>Mayor's Roundtable on Affordable Housing (August 28, 2018)</p>	<p>Community Discussion</p>	<p>On August 28, 2018, Mayor Gamba and City Councilor Falconer convened stakeholders to identify solutions to address the housing affordability crisis in Milwaukie. The group discussed housing affordability, discrimination in the voucher system, and ways to make city services more equitable</p>	<p>15 individuals participated in this discussion.</p> <p>Participants were representative of property developers, tenants, advocacy groups, housing agencies, landlords, property owners and managers, unions and Clackamas County.</p>
<p>Housing Forum (December 6, 2018)</p>	<p>Community Discussion</p>	<p>The City hosted this discussion inviting national and regional experts on the</p>	<p>480 people were invited to attend (no participant information was available)</p>

		barriers and solutions to achieving equitable and affordable housing in Milwaukie	Participants that speak Russian, Spanish, and English were invited to attend.
Cottage Cluster Feasibility Study (2019)	Decision-Making Process	The City of Milwaukie hired Cascadia Partners, a consulting firm, to support City staff in implementing a cottage cluster feasibility study. The study was part of the City's effort to diversify its stock of affordable housing	15 stakeholders comprised an advisory group, including those that have experience constructing accessory dwelling units (ADUs), landowners, neighborhood organizations, partner jurisdictions, and partner public agencies.  52 people participated in an open house.
City of Milwaukie Citizens Jury	Decision-Making Process	First-ever citizens jury in the state of Oregon to determine resource allocation.	Out of 100 respondents, 18 were chosen to participate (See Appendix G)

Milwaukee Community Survey	Ongoing Assessment	Ongoing assessment of community attitudes and priorities	1093 Respondents in 2017 400 Respondents in 2020
----------------------------	--------------------	--	---

### Appendix K: List of Consultants Used for City of Milwaukee Community Engagement Projects

Consultant	Milwaukee Project(s) Worked On
Cogen Owens Greene	Milwaukee All Aboard Community Vision and Action Plan
Enviro Issues	Milwaukee Comprehensive Plan Update, Climate Action Plan
MIG, Inc	North Milwaukee Industrial Area Plan (NMIA Plan)
Center for Environmental Structure	South Downtown Area Projects (SODO Projects)
Institute of Metropolitan Studies	Milwaukee Housing Affordability Strategy
Cascadia Partners	Cottage Cluster Feasibility Study
Opticos Design	Cottage Cluster Feasibility Study
Orange Splot	Cottage Cluster Feasibility Study
Association for Corporate Growth	Cottage Cluster Feasibility Study
Patinkin Research Strategies	Milwaukee Community Survey

## Appendix L: Guiding goals developed by the neighborhood and community leaders who designed the City of Portland Community Summit in 2015

### Goals for the Summit

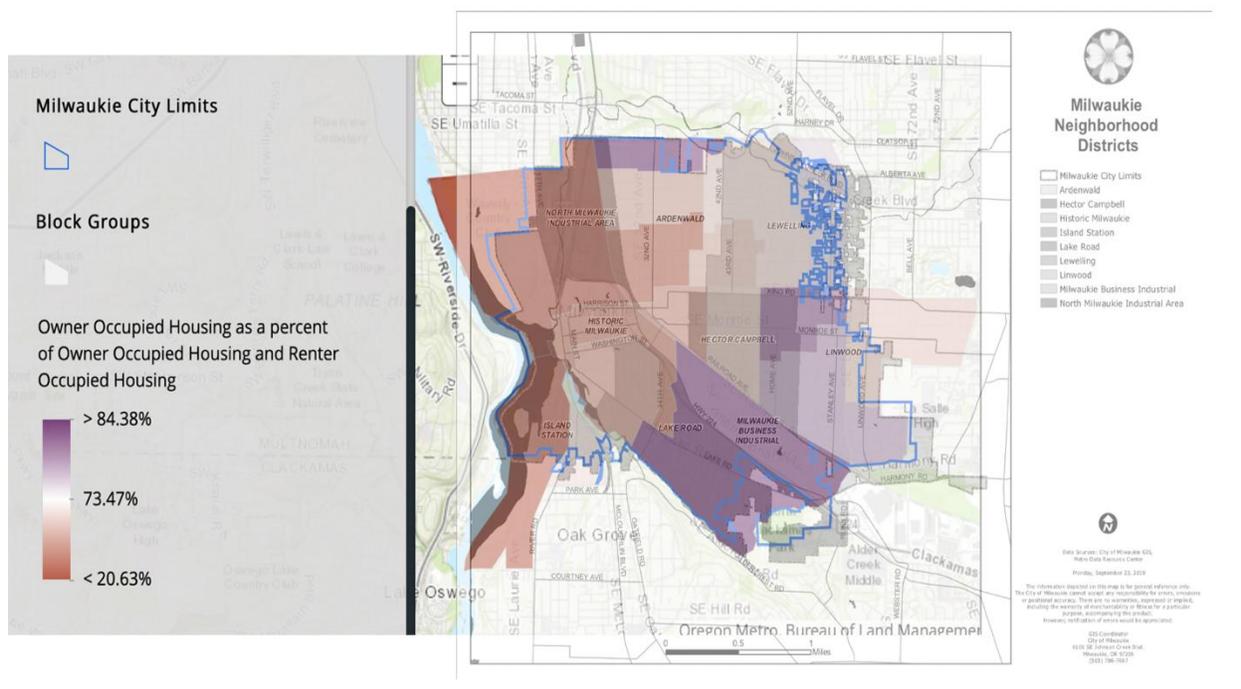
- Diverse ONI partners work together to design the summit.
- The summit is relevant and valuable to each ONI partner community.
- Summit planning and implementation model collaboration—we're all in this together.
- ONI community partners experience working together toward common goals.
- ONI community partner organizations build relationships.
- Participants learn skills to help them be more effective.
- Participants learn about each other's organizations and communities.
- Participants share information.
- Celebrate the 40-year history of Portland's community and neighborhood involvement system.
- Participants identify common goals and projects to work on together after the summit.
- Get to know community leaders from other communities
- Networking
- Share cultures and experiences
- Promote small businesses and communities
- Lessons learned from experts in similar roles
- Engage everyone's experience
- Priority is serving the needs of community members, not the needs of city bureaus
- ONI general goals:

- Get more people and a greater diversity of people involved in civic life
- Build capacity in the community: leaders, organizations, and help leaders/organizations to link together
- Help people have an impact on decision making

Summit Characteristics

- Access to elected officials during the summit
- Feeling that the city is listening to the community
- Feeling heard and that your ideas matter
- Balance of civic engagement—all areas represented
- To be informed and have knowledge

Appendix M: Rough draft examples of the Milwaukie NDA boundaries combined with various maps from Milwaukie Housing’s GIS data



\

Compiled by the Oregon Health Authority Health Systems Division, this map displays the affordable housing stock in Milwaukie.

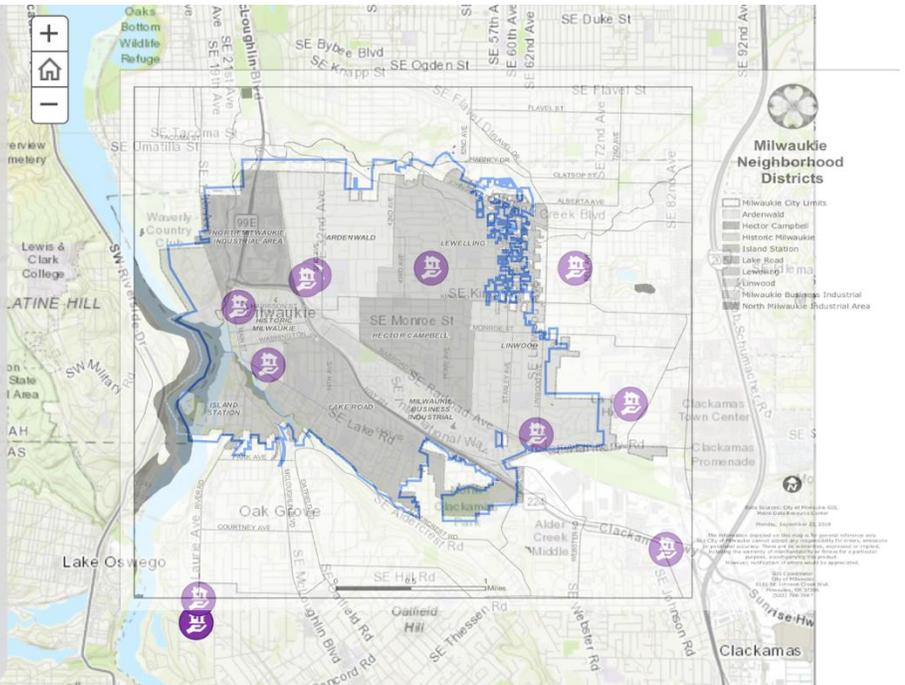
Click on each icon to see the name, address, and contact information. **The number and type of units does not represent availability.** Many of these properties have waiting lists, and anyone searching for housing is encouraged to add their names to multiple.

*This database is updated every 6 months - the last update was in February, 2018.*

Milwaukie City Limits



Affordable Housing Structures



positively affect *all* residents, and work to balance historic disinvestment in traditional communities of color.

**An estimated 15% of Milwaukie residents identified as Non-White in 2016.**

Source: ACS 2012-2016 5-year Estimates Retrieved from: IPUMS NHGIS, University of Minnesota, [www.nhgis.org](http://www.nhgis.org)

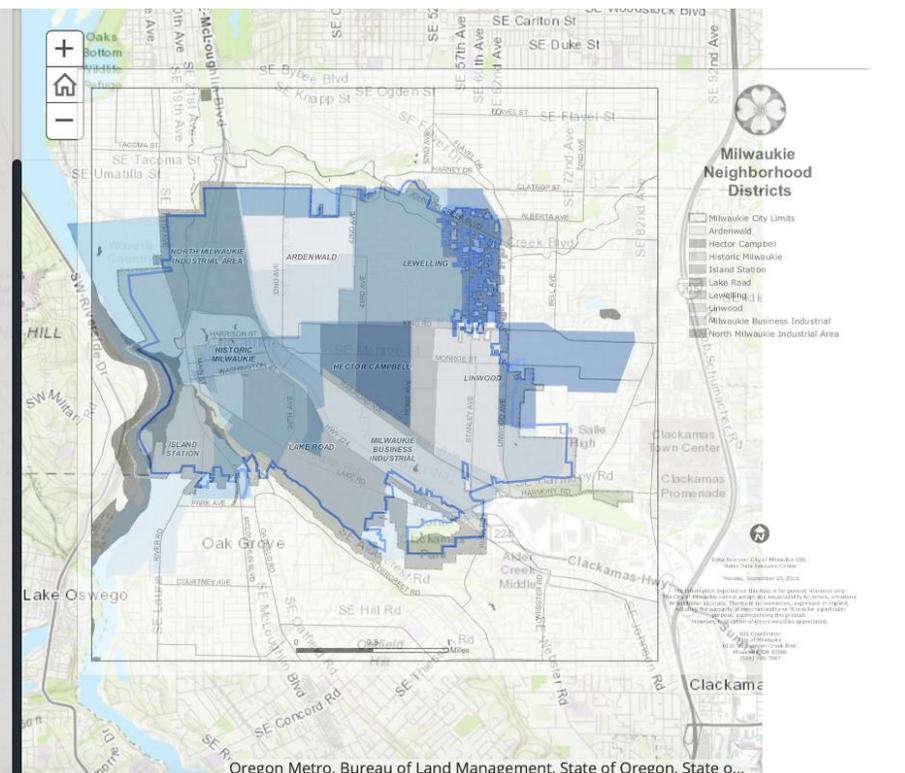
Milwaukie City Limits



Race by Block Group

% Total Minority Groups

- 26% to 37%
- 21% to 26%
- 14% to 21%
- 11% to 14%
- 6% to 11%





# Community Engagement Goal Recap

Study Session - Oct. 13, 2020

## **Council supported three strategies in Dec. 2019:**

1. Use IAP2 principles to standardize and enhance outreach across all departments and ensure city staff have access to engagement resources and training.
  2. Support signature events to ensure quality, safety, and continued success.
  3. Evaluate existing outreach efforts to determine how well they are performing and use results to determine how best to allocate resources.
- **Earlier Goal in 2019** – Develop a Milwaukie Leadership Academy (Fall 2019 – Spring 2020)

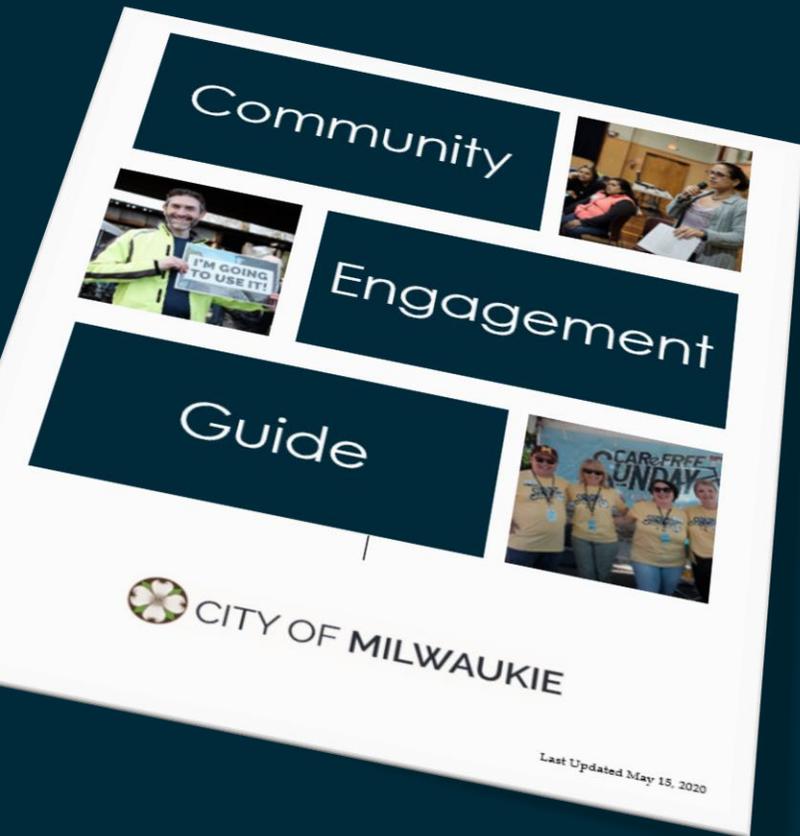


## STRATEGY 1 – STANDARDIZE AND ENHANCE

- Nov. 2019 – Five staff members from various departments participated in IAP2's Foundations in Public Participation training
- Dec. 2019 – Engagement Task Force was formed and began meeting monthly

Notable accomplishments:

- May 2020 - Community Engagement Guide for staff
- June 2020 - Community Engagement Staff Roles & Responsibilities



# STRATEGY 2 – SUPPORT EVENTS

---

- Fall 2019 through Spring 2020 – Completed first **Milwaukie Leadership Academy** with 30 participants
- March 2020 - New **Events Coordinator** position created and filled
  - Most in-person events canceled in 2020
  - Position has assisted on other high priority needs including pandemic response and emergency management
- Fall & Winter events update provided to council on Oct. 6, 2020





## STRATEGY 3 – EVALUATE AND ALLOCATE

- Allocation of resources shifted to online engagement in 2020

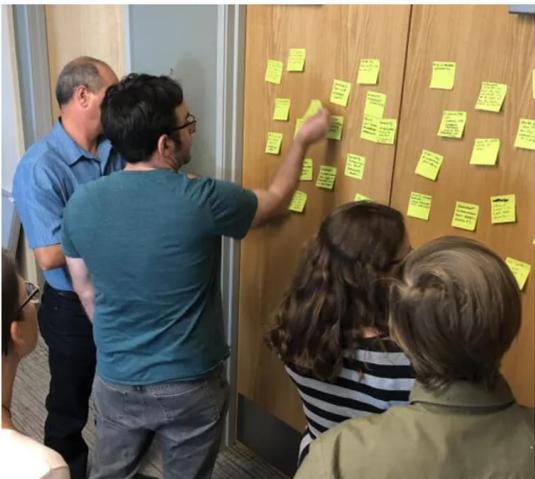
- Ensure that all NDAs, boards, commissions, and committees are able to meet virtually until in-person meetings are able to resume safely

## CORONAVIRUS MILWAUKIE RESPONSE

City of Boulder Website   Active Projects   Past Projects   About Be Heard Boulder   Search   Sign In | Register

### BE HEARD Boulder

Welcome to Be Heard Boulder, the City of Boulder's online engagement platform! We know better decisions are made when our community provides input, and we want to make that easy. Contribute your ideas and ask questions about featured projects, at times that work best for you. We're excited to hear from you!



Share feedback on the city's beta website



2020 City Ballot Items  
Questions and Answers



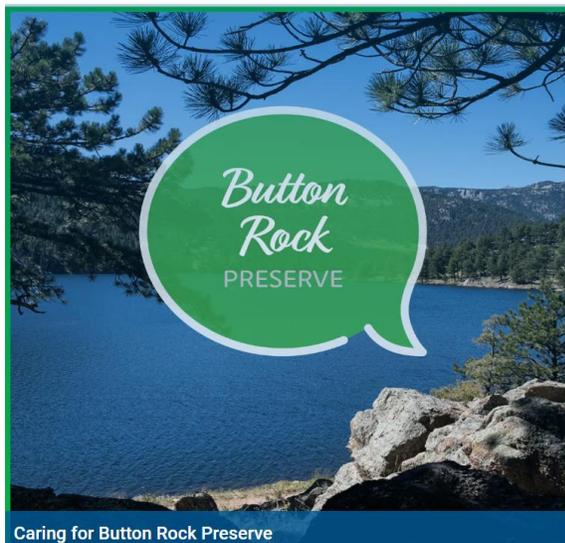
Provide feedback on  
micromobility in Boulder

- Enhance online engagement using Bang the Table to create a website called Engage Milwaukie
  - Goal is to launch in November

# STRATEGY 3 – EVALUATE AND ALLOCATE

- Data needed to evaluate existing engagement efforts not available
  - We have community demographics, but we don't consistently ask and record who we are engaging with
- Previous efforts:
  - Data is collected project by project, but not in a consistent manner
  - 2020 Community Survey includes new questions related to engagement





# STRATEGY 3 – EVALUATE AND ALLOCATE

- Next steps:
  - Enhance online engagement using Bang the Table
  - Continue to improve consistency of data collected and shared
  - Evaluate engagement efforts using an equity lens

Project Report:		Your Vision For The Future			24-Mar-2017	to	17-Oct-2018
		<b>Project Highlights</b> Total Visits: 230 New Registrations: 5 Video views: 0 Photo Views: 0 Document Downloads: 0		<b>Admin Notes</b>			
<b>ENGAGED PARTICIPANTS</b> 32 Engaged Actions Performed: 14 Registered, 0 Unverified, 0 Anonymous		<b>INFORMED PARTICIPANTS</b> 40 Informed Actions Performed: 0 Viewed a video, 0 Viewed a photo, 0 Downloaded a document, 0 Visited the Key Dates page, 0 Visited an FAQ list Page, 0 Visited Instagram Page, 14 Visited Multiple Project Page, 0 Contributed to a tool (engage32)		<b>AWARE PARTICIPANTS</b> 79 Aware Actions Performed: 79 Visited at least one Page			
<b>ENGAGEMENT TOOLS SUMMARY</b>							
Forum Topics	1	Guestbook Quick Polls	0	Maps	1	News Feeds	1
Qandas	0		0	Stories	0	Survey Tools	3
<b>Tool Type</b>		<b>Engagement Tool Name</b>		<b>Tool Status</b>		<b>Visitors</b>	
						<b>Contributors</b> Registered Unverified Anonymous	
Qanda	O&A		draft		0	0	0

# **QUESTIONS OR COMMENTS SO FAR?**

**Portland State Engagement Study  
coming up next!**

SS 2. 10/13/2020 Presentation - PSU

# City of Milwaukie Community Engagement Evaluation

*October 13th, 2020*

*Portland, Oregon*

*Masami Nishishiba, Ph.D. | CPS Associate Director*

*Paul Leistner, Ph.D. | Project Manager/Senior Fellow*

*Diane L. Odeh, MPA | Research Assistant/Doctoral  
Student*

# The Charge

## The CPS Team was asked to...

- gather and review participation and demographic data for City events and community engagement opportunities identified by the City;
- review the level of engagement in the City's planning and capital projects, social media and other online outreach efforts, summarize the demographic data;
- identify gaps in the data collection and identify possible approaches to fill the gaps; and
- compile a list of best practices based on the review of the literature.

# Our Approach

## On our information-gathering quest, we:

- Conducted interviews with 5 City staff and 2 community engagement experts within the area
- Reviewed communication and outreach materials from the City of Milwaukie and Neighborhood District Associations (NDAs)
- Collected demographic and program information related to City events
- Examined demographic changes in Milwaukie Community Survey respondents as well as the U.S. Census Bureau American Community Survey
- Reviewed community engagement plans and past community engagement endeavors

# Our Observations

## Through analysis of practices, we found...

- City officials and staff have a clear commitment to innovative civic engagement practices
- The City of Milwaukie is experiencing demographic shifts that require new methods of outreach and tracking

# Who's in the Milwaukie Community?

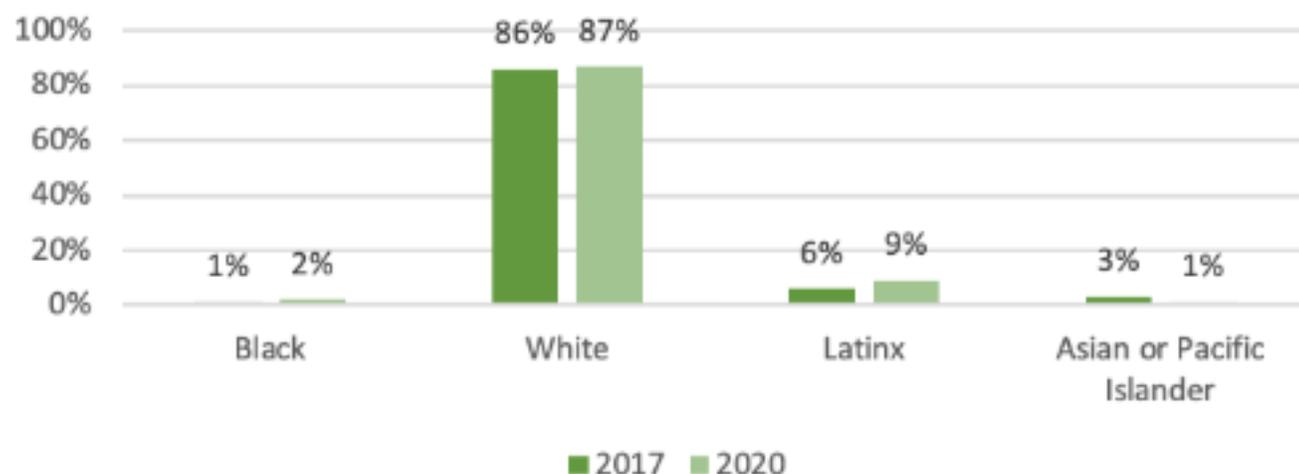
Source: American Community Survey (U.S. Census Bureau)

Racial/Ethnic Demographic Type	2016 (20,643)	2018 (20,955)	Change
<b>ASIAN</b>			
Overall	655 (3.2%)	652 (3.1%)	-0.1%
Asian Indian	69	140	
Chinese	214	112	
Filipino	58	112	
Japanese	73	89	
Korean	68	75	
Vietnamese	68	80	
Other Asian	98	44	
<b>NATIVE HAWAIIAN AND PACIFIC ISLANDER</b>			
Overall	24 (.1%)	36 (.2%)	+0.1%
Native Hawaiian	0	0	
Other Pacific Islander	24	36	
<b>TWO OR MORE RACES</b>			
Overall	537 (2.6%)	596 (2.8%)	+0.2%
White and Black/African American	121	99	
White and American Indian	125	79	
White and Asian	211	238	
Other	80	180	
<b>AMERICAN INDIAN/ALASKAN NATIVE</b>			
Overall	105 (.5%)	102 (.5%)	(No % Change)
Cherokee tribal grouping	21	14	
Navajo Tribal grouping	10	0	
Other	74	88	
<b>HISPANIC OR LATINX</b>			
Overall	1552 (7.5%)	1901 (9.1%)	+1.6%
Mexican	1204	1450	
Puerto Rican	50	61	
Cuban	10	8	
Other Hispanic or Latinx	288	382	



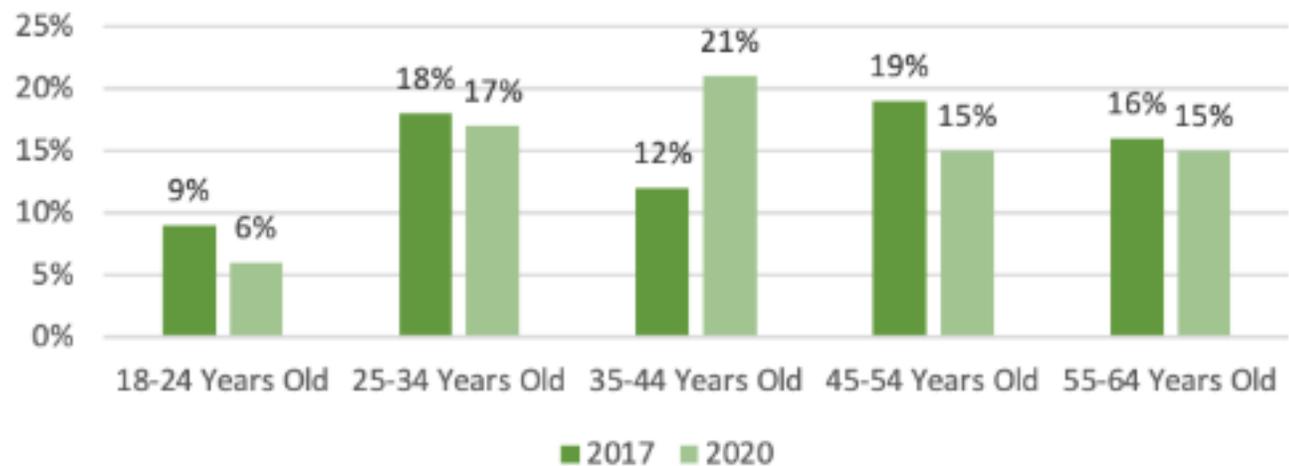
# Who Responded to the Milwaukie Community Survey?

## Milwaukie Community Survey: Demographic Shifts in Respondent Racial/Ethnic Identity



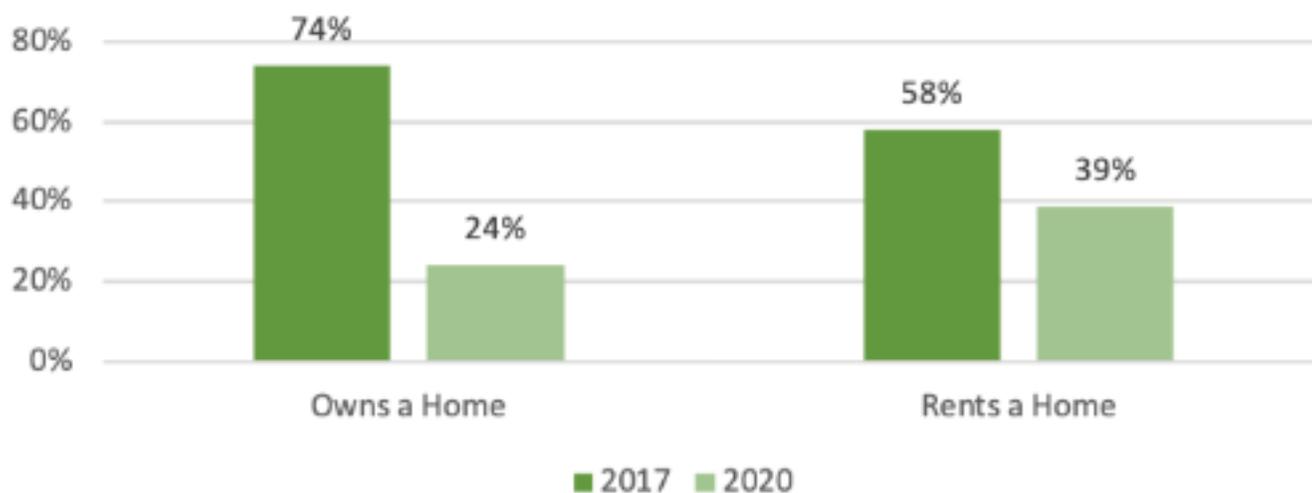
# Who Responded to the Milwaukie Community Survey?

## Milwaukie Community Survey: Demographic Shifts in Respondent Age

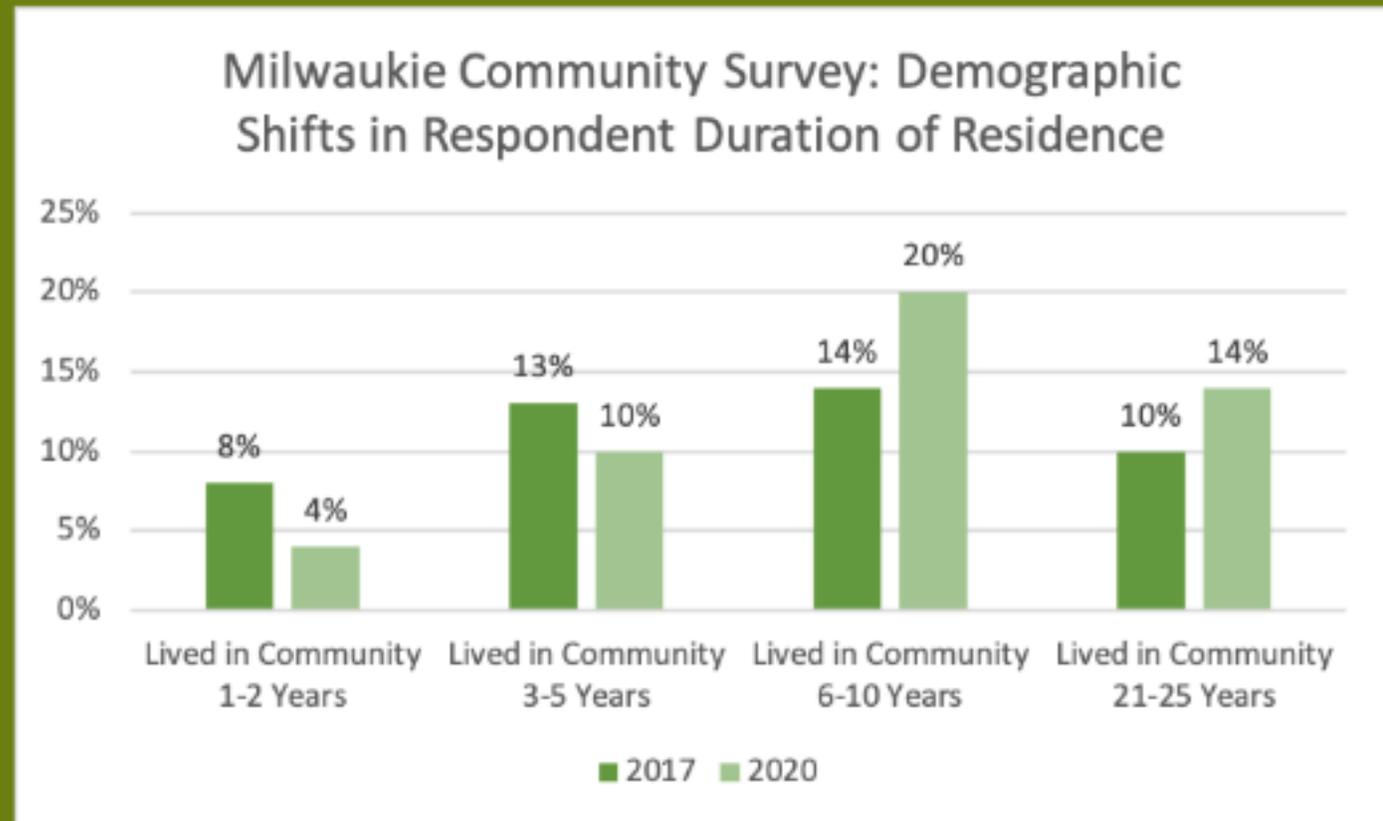


# Who Responded to the Milwaukie Community Survey?

## Milwaukie Community Survey: Demographic Shifts in Respondent Homeownership



# Who Responded to the Milwaukie Community Survey?



## Recommendations

### Data collection and sharing

- Create an infrastructure to develop and maintain City-wide Community Engagement Data Dashboard
- Develop guideline for information collection for evaluating community engagement activities

## Recommendations

### Engagement and Outreach

- Further strengthen the relationship with Neighborhood District Associations (NDAs)
- Develop training materials, networking opportunities and online-resources for boards, commissions and committees
- Engage Milwaukie youth
- Expand outreach strategies

## Recommendations

### Strategies for Equitable Engagement

- Create a formal, ongoing entity that focus on strategic actions for equity (e.g. Equity Planning Council)
- Think beyond demographic representation
- Engage diverse community groups and support their capacity building
- Adopt formal community engagement policy with equity lens
- Develop evaluation plan and track results for accountability

# Online Resource Packet

[https://drive.google.com/drive/folders/1871YaFHSEdLDq3oBHpY0l-hf4\\_WmZ71l](https://drive.google.com/drive/folders/1871YaFHSEdLDq3oBHpY0l-hf4_WmZ71l)

*Thank  
you!*

Questions?