

Memorandum

Date January 29, 2020
Project Name Park Ave Community Project
Project Number 1901020
Attention Karen Buehrig, Clackamas County
From Anita Yap, MCC
Erin Reome, SERA



Equitable Public Engagement Strategy Cover Memo

Attached is the Park Avenue Community Project Draft Equitable Engagement Strategy. This strategy is organized as follows:

1. Project Background
2. Equitable Engagement Background
3. Equitable Engagement Strategy for Park Avenue Community Project
 - A. Stakeholders
 - B. Power Analysis
 - C. Engagement Level
 - D. Equitable Engagement Strategies
 - E. Focused Equitable Engagement Strategies
 - F. Messaging Content
 - G. Measurements of Success
 - H. Recommendations/Options/Timeline
 - I. Contact Information for specific organizations
 - J. Best Practices and Future Planning and Implementation
4. Attachment A. Community Advisory Committee Interview Summary Notes
5. Attachment B. Stakeholder Power Analysis

At the February 12, CAC meeting, we will be reviewing the draft Equitable Engagement Strategy with the committee. The committee will be asked the following questions:

1. **Are there any comments or questions about the strategy?**
2. **Section F. What are your recommendations regarding messaging strategies for various groups?**
3. **Section G. What measurements of success are important for the committee to track?**
4. **Section H. Which outreach and engagement strategies is the committee willing to commit to?**
 - **What groups do you specifically want to focus on for the High Priority engagement?**
 - **Who is willing to be the lead on the High Priority engagement focus?**
5. **Section J. What longer term strategies does the committee want to focus on?**
6. **Is there anything else we should consider for this strategy?**

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Erin Reome, SERA



Park Ave Community Project, Phase II

Equitable Public Engagement Strategy Memorandum

January 29, 2020 - DRAFT 2

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BACKGROUND

The Park Avenue Community Project, Phase II focuses on development and design standards for commercial and multifamily lands in unincorporated Clackamas County next to McLoughlin Boulevard within a one-half mile radius of the Park Avenue Light Rail station. This project is a continuation of Phase I study of this area that included market and demographic information, a review of the McLoughlin Area Plan policies and engagement with community and stakeholders in the area.

The project includes a focus on equitable engagement. The county and the Park Avenue Community Advisory Committee (CAC) endeavor to have meaningful engagement, specifically with diverse populations, under-represented residential and business communities, and to have focused collaboration with Oak Grove Elementary School.

Memo 1 from Phase I included the following demographic information about the project area.

The population of the appropriate census tract was 16,850 in 2017, with a population growth of -0.7% since 2010. Similarly, household growth in the same area has averaged -0.3%. In 2017, the census tract reference area had 10,150 households.

Racial diversity increased only slightly between 2010 and 2017, averaging a total increase of about 1 – 1.5% since 2010. Since the Census Bureau categorizes Hispanic/Latino as “origin” rather than “race”, the Hispanic/Latino population is categorized across races. From 2010 to 2017, the changes were as follows:

- Whites – decreased by 1,841
- Asians – decreased by 23
- African Americans – increased by 144
- American Indian/Alaskan Native – increased by 115
- Native Hawaiian/Other Pacific Islanders – increased by 91

In 2017, approximately 9% (2,166) of the population was of Hispanic or Latino origin, an increase from 5% (1,199) in 2010. This trend is also represented in the enrollment of Oak Grove Elementary School that consisted of 18% Hispanic/Latino students and 8 spoken languages in the 2017-18 school year¹.

The Park Avenue community has expressed a desire to lead more tactical outreach and include volunteers to actively lead outreach.

The project is funded through Metro’s 2040 Planning and Development Grant program, which awards grants to cities and counties in the Portland region to help remove barriers to private investment in development, promote planning activity that makes land ready for development and help to implement the Portland region’s long term plan for livability, as outlined in the 2040 Growth Concept.

EQUITABLE ENGAGEMENT

What is equitable engagement and why is it important? It is good public policy and governance to understand how historical and current laws, regulations, practices and systems have excluded, and

¹ Oregon At-a-Glance School Profile 2017-18 Oak Grove Elementary, Oregon Department of Education 2018

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continue to exclude, a large segment of our community. Specifically these federal, state and local laws have excluded women, people of color, people with low incomes and other community members by making it difficult or impossible for them to vote, own land, marry, and have access to jobs, wealth, housing, health care and education. Intentionally focusing on and making changes to structures and systems for under-represented individuals and communities provide a pathway for robust and resilient communities.

Metro Regional Government's 2040 Planning and Development Grants have nine criteria for project proposal evaluation. The public involvement evaluation criterion evaluates proposals for best practices for public involvement, including with historically marginalized communities and residents with lower incomes. *Metro 2040 Planning and Development Grant Application Handbook, Cycle 7, 2019.*

Metro also provides the following goals and reasons for focusing on racial equity in the Portland metropolitan region:

Metro will concentrate on eliminating the disparities that people of color experience, especially in those areas related to Metro's policies, programs, services and destinations. People of color share similar barriers with other historically marginalized groups such as people with low income, people with disabilities, LGBTQ communities, women, older adults and young people. But people of color tend to experience those barriers more deeply due to the pervasive and systemic nature of racism. By addressing the barriers experienced by people of color, we will effectively also identify solutions and remove barriers for other disadvantaged groups. The result will be that all people in the 25 cities and three counties of the Portland region will experience better outcomes. This strategic direction allows Metro the opportunity to make a difference in the lives of disadvantaged communities while having a positive impact on the Portland region's overall quality of life. *Metro Regional Government's Strategic Plan to Advance Racial Equity, Diversity and Inclusion (2016).*

How is equitable engagement defined and what are some best practices from other government organizations? The city of Seattle is a leader in racial equity in government operations. Seattle's Department of Neighborhoods provides this definition to guide their community engagement:

Equitable engagement is a combination of processes that support the participation of people of color, immigrant and refugee communities, and low-income people in neighborhood groups' outreach and public engagement processes. This type of engagement is about building strong and sustainable relationships and partnerships. Creating trusting relationships, increasing accessibility to facilities and services, and providing a range of opportunities to become involved are key actions that reflect on organizational attitudes and values about developing equitable engagement.

One of the key components of making engagement processes responsive, inclusive, and culturally appropriate is building the capacity of your organization to understand the implications of race, culture, and socio-economic status in decision-making. For community engagement to flourish, government entities and neighborhood groups alike must be open to organizational changes that are responsive to community insight and

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allow for shared power between communities and the organizations that serve them. Authentic community engagement cannot be about just involving more numbers of people; it needs to lift up underrepresented voices and incorporate them into the decision-making process. *Seattle Department of Neighborhoods, Strategies for Equitable Engagement.* <https://www.seattle.gov/Documents/Departments/Neighborhoods/Shared/CommunityResourceHub/Strategies-for-Equitable-Engagement.docx>

MultiCultural Collaborative's approach to equitable engagement allows customization of tactics and strategies based on the organization's relationships with diverse communities, power analysis of stakeholders and successful results with other projects. Some of the common foundational values and approach for our work include helping organizations to:

- Build trust with diverse communities;
- Develop authentic relationships with community leaders;
- Provide equitable logistics, such as transportation, food, childcare and stipends for participants, accessible locations for meetings, language interpretation and materials translation;
- Provide feedback loops to participants;
- Create measurements of success and track progress;
- Develop practices of continuous improvement.

EQUITABLE ENGAGEMENT STRATEGY FOR PARK AVENUE COMMUNITY PROJECT

A. Stakeholders

The Project Management Team (PMT) identified and engaged some stakeholders in Phase I of the project. Tactics included roundtable meetings, on-line surveys and public workshops. Phase I participants included:

- Residents within ½-mile radius;
- Community members from inside and outside the project study area;
- Mailing list of 250 interested parties with commercial, employment and residential interests;
- Completion of 376 on-line surveys. (Spanish version was provided, but no responses were received.);
- Key community groups, including the Oak Grove Community Council (OGCC) and McLoughlin Area Plan Implementation Team (MAP-IT);
- Key business groups, including the McLoughlin Area Business Alliance (MABA).

The Community Advisory Committee (CAC), created for Phase II of the project, is made up of project area residents, and commercial property and business owners within the ½ mile radius of the Park Avenue Station, as well as representatives of broader interests that are impacted by the project. The membership provides a balanced representation of geographic and special interest stakeholders, including residents, businesses, and commercial property owners within the project area, and diverse representation including a balance of races/ethnicities, gender, age, sexual orientation, ability, family structure, etc.

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In December 2019, one-on-one interviews were conducted with CAC members to better understand individual interests, connections and bandwidth to champion outreach activities. A summary and themes of these interviews are in Attachment A and incorporated in this engagement strategy.

B. Power Analysis

A critical component of conducting equitable engagement is to conduct a power analysis. This analysis allows considerations of power dynamics for access to decision-making and to members of the community most impacted with the least amount of power. Conducting a power analysis allows an understanding of current power dynamics as they relate to racially diverse communities, low income and other disadvantaged communities and their access and ability to advocate and influence change.

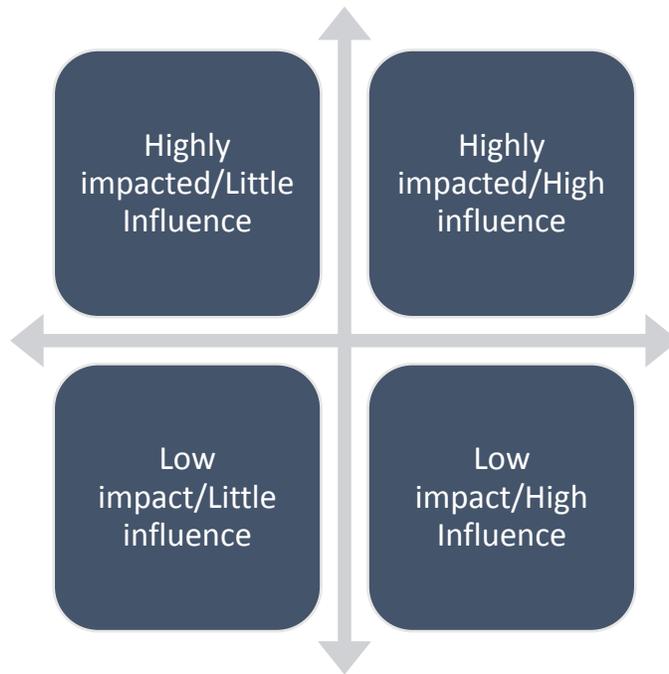
Power can include:

- access to resources, such as generational wealth from financial, property or social standing,
- relationships,
- fluency in English,
- physical ability,
- gender identity,
- sexual orientation and
- race and ethnicity.

The power analysis can highlight groups or individuals that the CAC can focus strategies on for engagement, advocacy and resources to create a more equitable approach to community engagement.

The CAC participated in a power analysis during the November 23, 2019 meeting. The results are in Attachment B. This exercise enabled the CAC members to consider and understand variations of power in order to understand specific needs that can be addressed in the equitable engagement strategy. The project is process and decision-making oriented: the X/Y variables are impact and influence.

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Impacted by Decision (Y axis): Impact is identified by having a positive/negative or missed opportunity to share in the benefit of a policy or plan.

Influence in Process (X axis): Defined by time, resources, information, familiarity with process and real or perceived ability to influence outcomes.

C. Engagement Level: Ladder of Engagement

In 1969, Sherry Arnstein, a public policy consultant to the U.S. Department of Housing and Urban Development, described a “ladder of citizen participation” about community involvement in planning processes in the United States that showed participation ranging from high to low. The ladder is a guide to seeing who has power when important decisions are being made. Typically, government organizations engage on the bottom three rungs of the ladder. Below is a modified Ladder of Participation, updated to be more inclusive to use the term “stakeholders.”

Ladder of Participation
Stakeholder Control: Stakeholders take over the power of decision making
Partnership: Decision-making power is shared between institution and Stakeholders
Involvement: Stakeholders are asked to participate in some aspects of planning and delivery

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Consultation: Stakeholders are invited to respond to proposals, but the institution retains the decision-making role
Information: Stakeholders have no say about what goes on, but are kept informed about decision-making, information goes one way.

Considerations for level of engagement also include amount of resources needed to engage. Resources include financial budget for staff and materials, as well as the time and effort needed to deeply engage with stakeholders and time to provide a feedback loop.

- **Stakeholder Control:** This type of engagement is rare, especially in a government process. A unique example is the Dudley Street Neighborhood Initiative in Roxbury area of Boston. The neighborhood organized, created a governance structure, developed a bottom-up alternative planning document and submitted it to Boston's Redevelopment Authority, then convinced the city to adopt it. In 1987 the City partnered with Dudley Street Neighborhood Initiative, using \$134 million in public funds to rehabilitate 300 housing units and develop 300 new homes, a town common, gardens, urban agriculture, parks and playgrounds.
- **Partnership:** An example of a partnership would be a joint agreement with a private party and government entity where both share financial, legal and/or decision-making roles. This could also be between two or more government entities, private parties or non-profit organizations. Other examples include urban renewal areas and other public/private partnerships.
- **Involvement:** Examples include community advisory committees, neighborhood groups such as Community Planning Organizations, and city and county planning commissions. These advisory bodies are more involved in the process and design of the projects or programs, but they only provide recommendations to the decision-making body.
- **Consultation:** Examples include focus groups, workshops, surveys. Stakeholders are asked to react or respond to specific information, recommendations or options provided and the decision-makers retain control over the final outcome.
- **Information:** Examples include public outreach techniques for one-way communication, email listservs, websites, newsletters, radio, media print or electronic/text notifications.

D. Equitable Engagement Strategies

There are many engagement strategies for various projects. Professional organizations that focus on engagement, such as the International Association of Public Participation (IAP2),

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provide opportunities for communities and professionals to learn evolving best practices. This memo provides a tactical list of engagement strategies and a commentary of the pros and cons relating to equitable engagement. The strategies are organized around the Ladder of Engagement. Section H provides specific engagement tactics based on the timeline and relationships that the CAC and county currently have. Note that the lists below range from longer time/more resource commitments to shorter time/fewer resource commitments.

Stakeholder Control

At this point in time, there is not a mechanism for this type of community control opportunity with this project. In the future, the CAC may want to explore options for governance and community leadership outside the county government structure.

Partner

There are several property owners, business owners and affordable housing developers on the CAC. There could be an opportunity to partner with these property owners as design and development standards are developed for their properties. Depending on the future plans of these property owners, the CAC could encourage them to be among the first to develop in the corridor to set an example of good design.

Involve

- *Advisory groups.* While conducting in-depth focus groups and community conversations, the CAC could create small focused advisory groups to develop relationships with stakeholders, and stakeholders could become ambassadors for and co-creators of the project, process and outcomes. In particular, the CAC could focus on renters, small business owners, large site property owners, property owners with redevelopment opportunities, faith institutions, elementary through high school students, seniors, houseless, Spanish-speaking residents and homeowners.
- *Community engagement leadership academy.* There is an opportunity to build a broader base of informed and engaged community members through a program such as this. Clackamas County has such a program -- the ClackCo Academy for interested residents to learn more about county government and how they can be engaged.
- *Student involvement.* Students at nearby schools provide an excellent opportunity to engage with projects that range from art/place-making projects, walk audits, advocacy training, architectural/design projects, maker projects, map projects, photo-voice, etc. Having youth voices at the table and learning to engage and advocate at the political level is often fun and exciting for students. The work can be used as a model or theme for the project and can have far-ranging reach and impact on decision-makers and community members.

Engaging students also engages their parents, families and guardians. Opportunities to highlight student projects or presentations provides the option for engaging

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parents during the same time. Focus groups, surveys and participation in workshops, could be led by students for additional engagement with adults.

Consult

- *On-line surveys.* Provide opportunity to collect feedback. Typically, a 10% participation rate is considered good response. May not reach intended audiences.
- *Door-to-door canvassing or tabling at events with paper surveys or interviews* have been proven to be successful in reaching focused participants, such as renters, seniors, people who speak a language other than English as their first language. CAC can provide help fill out surveys. Time-consuming.
- *Focus groups/coffee klatches/small group discussions.* Good opportunity to develop relationships for focused audience. Need to have consistent approach to facilitation, agenda and feedback loop to participants. Best practices include language access, stipends for participants, food, childcare. Needs more resources, time, budget and logistical support.
- *Interactive workshops in different languages.* Highly interactive workshops that are inclusive and address language differences can be very effective. One example is James Rojas Place IT workshop that uses random objects to represent elements of the built environment.
- *Photo-voice projects.* This is an in-depth opportunity to work with a group (typically school aged students and residents) to tell a story of place and usually challenging situations in the neighborhood through photos and other storytelling. These are usually produced in a presentation and/or book.
- *Community workshops and open houses.* This is becoming less popular for equitable community engagement. Typically, these meetings are attended by self-selected individuals and, unless focused recruitment is conducted ahead of time, will not provide a diverse viewpoint of the community. Using language interpretation devices and language interpreters and providing food and child care are important for community meetings.

Inform (may not reach intended audiences)

- *Email listservs.* Provide one-way information and may not reach intended audiences.
- *Social media*, e.g., Facebook/Next Door. Provides information and opportunity to receive comments and dialog. Needs to be monitored and moderated. May not work for government where public comment needs to be documented.
- *Website/Blogs.* These are a good way to share information and allow people to access background information. Can be used to gather public comment for projects.
- *Print newsletter articles or electronic news.* Peach Jar Flyer is a school-based newsletter. Provides opportunity for project updates, background info.
- *Door to door flyers/door hangers, tabling at events, presentations to community groups.* Good way to provide information and reach individuals to inform about project and conversations for continue participation.

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E. Focused Equitable Engagement Strategies

At the December 11, 2019 meeting, the CAC identified specific under-represented communities that it was interested in focusing on and strategies for engagement. In addition, we interviewed CAC members to determine relationships within the community.

The following is an analysis of the ability to engage these individuals within the timeline and project, and a list of organizations that could lead or assist with engagement.

1. *Houseless individuals.* Important to engage because they are highly impacted and have the least amount of influence in the outcomes. In most cases, this community is not considered a stakeholder and typically is difficult to engage on policy issues. Based on the scope and timeline of this project, it will be challenging to get engagement from this community. Longer-term relationships and opportunities to engage include:
 - a. Homeless point-in-time count
 - b. Motels along corridor: working with owners and residents
 - c. Northwest Housing Alternatives. Works with transitional housing and individuals
2. *Seniors.* Residential living complexes within and close to the study area provide an excellent opportunity to engage with residents in focus groups or community workshops.
 - a. Senior Companion program Clackamas County
 - b. Rose Villa and Willamette View residents
 - c. Elks Lodge
 - d. Clackamas County Aging Services Advisory Council
3. *Employees.* Engaging with employees in the study area will provide an important opinion and understanding of the needs of these individuals. In most cases, you must get permission of the employer to engage with their employees on site. Fortunately, one CAC member offered to engage with their employees at Willamette View.
 - a. Willamette View
 - b. Rose Villa
 - c. Other large employers: Fred Meyer, etc.
4. *Low income.* The general category of low-income people will be more challenging to find and engage. Many of these individuals could be engaged through other affiliations in this list. However, the following opportunities could be utilized to focus on low income individuals and families.
 - a. County Health and Human Services Department
 - b. Students receiving free or reduced meals at local schools
 - c. Door to door canvassing using census tract information
 - d. Clackamas County Community Action Board
5. *Homebound.* These individuals provide an important perspective for equitable engagement. It is likely that other focus areas -- such as seniors and people with disabilities -- may also include this population. A few ways to reach these individuals could include:
 - a. Meals on Wheels
 - b. Lift: TriMet

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6. *School-aged students and families.* Elementary-aged students and families are a wonderful group to engage with and there are many opportunities and tactics that can provide useful feedback on projects. Walking tours with surveys, interactive workshops, mapping workshops, art-based projects, Photovoice and journalism projects are a few tactics that are successful with elementary students.
 - a. Oak Grove and Riverside elementary schools
 - b. Girl Scout troops
 - c. PTA's
 - d. Safe Routes to School programs
7. *High school students.* CAC members reported that they engage with high school students at the Elks and Willamette View. Successful engagement with high school students is a great way to bring a perspective that is not often included in these types of projects. Successful tactics include public art, urban design/architecture, mapping, landscape, canvassing, bus stop intercepts surveys, training for engagement/advocacy, and presentations/testimony to planning commission and board of county commissioners.
 - a. Rex Putnam High School
 - b. Milwaukie High School
 - c. Milwaukie Elks
 - d. Willamette View
 - e. Rose Villa
8. *Spanish-speaking community.* According to the Phase I project, approximately 9% of the population in the census tract identify as Hispanic or Latinx. Eight different language are spoken by students at Oak Grove Elementary School and its population consists of 18% Hispanic/Latinx students. In addition, one CAC member reported a large Spanish-speaking membership at St. John the Baptist Church. There are several tactics for engaging the Spanish-speaking community and others who are non-native English speakers through the schools to reach parents. Another opportunity is to work with culturally specific organizations, such as Latino Network and Verde that have current relationships to engage with community members. Tactics include having a trusted leader who is fluent in that community's language recruit and facilitate focus groups at a location known to be safe for the community, and offering food from local vendors, childcare and stipends for participants. In addition, it is critical to have a clear understanding and protocol for action if immigration authorities show up at meetings.
 - a. St. John the Baptist Church Spanish-speaking members
 - b. Oak Grove Elementary
 - c. Riverside Elementary Dual Language program
 - d. Latino Network of Oregon
 - e. Verde
9. *Residents in mobile home parks.* Residents in mobile/manufactured home parks are an important group to engage with. Many of the older mobile home parks have residents on fixed incomes. Some residents own their units, while others rent. Regardless of ownership, these communities are typically the most vulnerable to displacement. One CAC member is the owner of a mobile home park and can provide opportunities to engage with residents.

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- a. Steeves Mobile City
 - b. Smith's Mobile Estates
10. *Renters in apartments.* Renters in apartment units are typically difficult to engage in public policy projects. While the CAC and county staff reported that they have been unsuccessful in engaging renters in apartments in the study area, these individuals have important opinions and needs and should be engaged. A longer-term engagement strategy could be employed to work with tenant organizers to engage with these individuals. The following organizations work directly with renters and advocate for renters' rights with landlords.
- a. Fair Housing Council of Oregon
 - b. Community Alliance of Tenants
 - c. Portland Tenants United
 - d. Welcome Home Coalition
11. *Faith Institutions.* Engaging with faith-based institutions is a good way to reach community members. Tabling at socials and events, and holding workshops and meetings at the faith-based institution are good ways to build relationships with community members.
- a. Oak Grove United Methodist Church
 - b. St. John the Baptist Church
12. *Pedestrians and bicyclists.* While these individuals can provide important input into the project, they may not be an organized group and may not be interested in the project. As with organizing renters and tenants, there are several regional and statewide organizations that advocate for pedestrians and bicyclists and could help with providing technical assistance and organizing community members in the study area. Tactics include organizing walks, and bicycle tours with community members and elected officials to point out issues from a walking and bicycling perspective. Organizations to consider partnering with include:
- a. Oregon Walks
 - b. The Street Trust
 - c. Safe Routes to School local/state/national
 - d. Clackamas County Pedestrian/Bikeway Advisory Committee
13. *Transit dependent/transit riders/commuters.* These individuals may overlap with other groups. They can provide important input to help determine where people are coming from and going to, and also what needs they have focused on the study area. Tactics include bus stop intercept interviews and focused interviews to determine travel patterns, employment, transit ridership, concerns about facilities and safety, and open questions relating to consumer needs and wants. This is a time-consuming activity, but yields very good information that may not be able to be gathered anywhere else. Best practices have included paying high school students to do the interviews. Momentum Alliance is a youth organizing non-profit that MCC has worked with.
- a. TriMet Equity and Access Advisory Committee
 - b. OPAL Environmental Justice. Organizing People Activating Leaders
 - c. Momentum Alliance Youth Organizing

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14. *People with disabilities.* These individuals can provide good insight and recommendations about accessibility challenges and how to provide better access. They also may overlap in other categories listed above, such as seniors. It may be difficult to engage with these individuals for the project. The committee may consider partnering with the following organizations and advisory councils:
- a. Clackamas County Developmental Disabilities Advisory Council
 - b. Clackamas County Seniors Advisory Council
 - c. Disability Rights Oregon
 - d. TriMet Committee on Accessible Transportation

F. Messaging Content

Inform. Messaging content and form need to be eye-catching and use graphics, color and short description about the project, such as a one-page or half-page flyer or email. The county and project consultant will provide mailed notices of workshops, flyers, website text, social media and other materials to help spread the word about the project, inform people of specific events and invite involvement.

- Messaging should include information about the project, why people should care about it and how to get more information about the project.
- Include a name of a person, phone number and email.
- List briefly how to get involved, including attending a workshop.
- Flyers and messages should be delivered by CAC members and include a personal invitation to attend the workshop and follow up reminder to attend.
- A brand or logo is helpful in identifying the project. The project website is a good way for people to get background information.
- The message should be provocative and descriptive, in a positive way and not unnecessarily alarm community members about increased density, development or displacement.
- Provide talking points for CAC members.
- Include color images, maps, conceptual designs, graphics and limited amount of text in plain language and in Spanish.

Consult. Messaging content includes on-line or paper surveys, workshops and focus groups. These can be held in a larger open house workshop format or smaller group focus groups facilitated by CAC members outside of an open house. Recruitment for focus groups outside of public workshops may have limited attendance unless CAC members leverage personal relationships for recruitment. Use personal invitations and offer stipends and/or door prizes to encourage people to attend.

- Provide a facilitator's guide and training for getting relevant feedback for the project.
- All focus groups should be scheduled within a timeframe so the information can be incorporated into the project process.
- Consistent agenda and materials for focus groups, including notetaking.
- Materials should include graphics, such as maps, design concepts and examples to keep conversations on topic.

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- Focus groups are an excellent way to build relationships and encourage additional participation in the project.
- Provide a feedback loop to participants so they can see how their input is incorporated into the project.

G. Measurements of Success

How will the CAC know if it is successful with equitable engagement? What measurements, both qualitative and quantitative, should be measured? How will you collect the data and analyze it? What benchmarks will you use and how will you measure improvement? How will you improve your process?

At the December 11, 2019 CAC meeting, members discussed what success would look like:

- No one showing up at the end to oppose the project.
- Engaging with community members, in particular the ones that they had not heard from and were the most impacted and marginalized.

Other considerations include:

- The engagement led to specific components of the project to be highlighted, changed or included that would not have surfaced without their input.
- What components of the project did not have adequate equitable engagement and why?
- Track continued engagement, relationships and participation from community members. Don't just measure the number of individuals on an email list or at a meeting; use a simple table or spreadsheet to keep track of whether they are repeat participants, their level of involvement and what techniques you used to encourage them to continue.
- Consistently track demographic information of participants to the extent possible. Best practices include such categories as race, ethnicity, language, disability, gender identity, sexual orientation, place of employment, place of residence, transit ridership, etc.
- Gain feedback from participants about the process of engagement, did they feel that their input was valued? Did the workshops/surveys/focus groups provide the right opportunity for them to participate? What are other recommendations to engage community members that are not represented? Will they participate again? Would they be willing to serve on a CAC or bring others to participate in the project?
- Other considerations and best practices. What was the budget amount, financial and time allocated to the project? Was the budget and timeline adequate to equitably engage community members?
- Conduct a project debrief with the CAC to assure the continuation of things that went well and modification for the things that could be improved or done differently for the next process.
- Set benchmarks or goals for each element and adjust with better understanding of the issue. Track these over time and provide a dashboard and tracking system to measure and show progress and improvements. The information can be collected in a number of ways to protect privacy and inform the process, and should be

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collected during every interaction with the community. Use anonymous paper surveys or on-line surveys, zip codes for proxies for address and other opportunities to self-identify.

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Recommendations/Options/Timeline

- **February 22, 2020 Workshop on Guiding Principles.** Building interest.
 - In advance, each CAC member invites 5-10 people they know or can reach out to, asks them if they will attend, and let them know you look forward to their participation and can help them participate.
 - Focus on the list of highlighted Priority Equitable Engagement Communities that begins later in this memo.
 - Phone, email or in person provide a flyer, project info sheet and or in-person description of the project and why it is important for them to attend.
 - One week before the event, send reminder email, phone call or in-person asking them if they can attend.
 - At the workshop, CAC members help facilitate small group discussions, assist with sign in and conversations with community, and make contact with participants who are people they invited.
 - At the end of the workshop, ask participants to attend the next workshop and bring 2–3 others that might be interested.
 - After the workshop, provide information and follow-up to provide feedback about how their input was used, where they can see the results and next steps.
 - Begin to develop relationships with individuals/organizations listed in Section D. Priority equitable engagement with communities are identified by CAC members with relationships, see list on pages 15–16.
 - Set up in-person meetings with staff or CAC members and provide a briefing about the project, focus on equitable engagement, why participation is important and how the organization can help shape the outcomes that will benefit their mission/community.

- **High Priority. March 23–April 2, 2020.** CAC begins additional engagement using Framework Plan Alternative maps. This will be led by CAC members and held before and after the April 2nd public workshop.
 - CAC members help conduct walks/focus groups for community members to provide feedback on Framework alternatives. CAC members recruit participants, confirm attendance and lead focus groups, provide meeting notes.
 - Staff/consultants provide CAC members training on facilitation, facilitator guides, agenda, framework alternative materials to provide consistent messaging and collecting consistent feedback. There should be a minimum of two CAC members for each walk/focus group to assist with set-up and recording feedback.

- **April 2, 2020, Workshop on Framework Plan.** Building relationships.
 - Repeat all of the above from Feb. 22 workshop, including engaging the first round of individuals and the ones they invite to this workshop.
 - Repeat participants should get a special nametag at the event and be recognized as an involved community member.
 - Build interest and excitement for the next step of the project for design and development standards.

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- Invite participants to final workshop in May to view how their feedback was incorporated into the final options. Include photos of participants (with permission) and summary notes as part of the workshop.
- **Medium Priority. May 11–19.** CAC conducts additional engagement using high level development and design standards graphic material to gather community input before and after May 16 public workshop. Similar format as March 23–April 16th engagement.
- **May 16, 2020 Workshop on Development and Design Standards.** Engaging the community.
 - Interactive workshop about development and design standards.
 - Feedback loop on outcomes and next steps.
 - Invite participants to come to planning commission and board of county commissioners to testify.
 - Offer interested parties training about how to testify at a public hearing.
- **Late June/early July. Adoption process.** Planning Commission/Board of County Commission public hearings.

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Priority Equitable Engagement Communities and CAC Volunteers

This is a list of organizations identified by CAC members as ones they have relationships with and are willing to reach out to about the project. The groups highlighted in bold are priority groups for equitable engagement by the CAC.

- **Riverside Elementary students, PTA, Girl Scouts, Dog Park** (D.Lohmann)
- **North Clackamas School District** (N. Ember)
- **Oak Grove Elementary** (E. Chaimov)
- **Rex Putnam High School** (K. Householder)
- **Willamette View seniors and employees** (C. VanValkenburg)
- **Family connections at Rose Villa** (A. Muir)
- **Transit commuters** (C. Snoeberger)
- **St. John the Baptist Church Spanish Speaking community** (V. Chapman)
- **Steeves Mobile City** (C. Nikolas)

- Island Station Neighborhood Association (E. Chaimov)
- Clackamas Community College (E. Chaimov)
- North Clackamas Chamber of Commerce (E. Chaimov)
- Ledding Library (E. Chaimov)
- Clackamas County's Volunteer Connection (M. Cunningham)
- Oak Grove Community Council (V. Chapman, C. Snoeberger)
- Friends of the Trolley Trail (D. Harvey, C. Snoeberger)
- Clackamas County Historical Society (D. Harvey)
- Milwaukie Historical Society (D. Harvey)
- Bike Milwaukie (D. Filipek)
- Carol Cookson and Villages NW, an independent group working to keep neighbors connected; mostly seniors but also homeowners who want to stay in their homes as they age (K. Householder)
- Car dealerships on McLoughlin (M. Barnhouse)
- Oak Grove History Detectives, Pat Kennedy. (N. Ember)
- Elks Lodge (L. Kell)
- Rotary Club of Milwaukie (C. Van Valkenburg)
- Clackamas Fire Department (C. VanValkenburg)
- Clackamas Federal Credit Union (C. VanValkenburg)
- Clackamas County CERT, Community Emergency Response Team (C. VanValkenburg)
- Personal connections in neighborhood, churches (A. Muir, C. Snoeberger)
- Milwaukie City Council/Planning Commission (S. Grau, C. Snoeberger)

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H. Organizations and Consultants to Assist with Equitable Engagement

- **Fair Housing Council of Oregon (FHCO):** A statewide civil rights organization with a mission to eliminate housing discrimination through access to enforcement and education. FHCO is a nonprofit corporation, not a governmental agency.
Executive Director: Alan Lazo <http://fhco.org/>
- **Community Alliance of Tenants (CAT):** A tenant membership organization primarily composed of low-income tenants, predominantly low-wage workers, families with children, people living with disabilities, seniors and people of color that is building a strong housing justice movement led and directed by those who are most impacted by Oregon’s affordable housing crisis—low income renters.
Executive Director Katrina Holland <http://oregoncat.org/>
- **Portland Tenants United.** A member-led union working to end and mitigate the impacts of displacement caused by no-cause terminations and unjustified rent increases, and to ensure fair and equitable access to safe and secure housing in livable communities for all. Actions are based on the belief that stable housing is essential to providing the opportunities and security people need to live healthy and successful lives and create healthy communities.
Executive Director Margot Black <https://www.pdxtu.org/>
- **Welcome Home Coalition.** A diverse coalition in the Portland metropolitan region that uses its collective resources for community education, research and advocacy to advance housing policies that enable all everyone to succeed.
Executive Director Tyler MacInnes <https://welcomehomecoalition.org/>
- **Oregon Walks.** Partners with community-based groups and organizations to listen and learn the walking issues that are important to them. Advocates with partners for better laws, more sidewalks and signed crosswalks, education programs, community improvements for pedestrians, and increased funding to support these activities.
Executive Director Jessica Thompson <https://oregonwalks.org/about/>
- **The Street Trust.** Works in classrooms, on the streets, in city hall and the state legislature encouraging and advocating for safe and convenient walking, biking, and transit options.
Executive Director Jillian Detweiler <https://www.thestreettrust.org/>
- **Northwest Housing Alternatives (NHA).** Homeless advocacy/services to create opportunity through housing. Provides affordable housing options for families, seniors and people with special needs across Oregon.
Executive Director Trell Anderson <https://nwhousing.org/about-us/mission-and-history/>
- **OPAL Environmental Justice.** The grassroots-driven hub at the center of Oregon’s movement for environmental justice focusing on developing community members’ leadership skills and motivating them to take action by leading campaigns, impacting

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public processes and winning victories in policy and procedure to achieve a safe and healthy environment where we live work, learn, play and pray.

Executive Director Huy Ong <http://www.opalpdx.org/about/>

- **Verde.** Serves communities by building environmental wealth through social enterprise, outreach and advocacy. Brings new environmental investments to Portland's neighborhoods, involves community members in the planning and building of these investments, and ensures that low-income people and people of color directly benefited from the investments.
Executive Director Tony DeFalco <http://www.verdenw.org/>
- **Latino Network.** Latino-led education organization, grounded in culturally specific practices and services, that lifts up youth and families to reach their full potential based on our core belief in Latino community self-determination
Executive Director Carmen Rubio <https://www.latnet.org/overview-aboutus>
- **Disability Rights Oregon.** Upholds the civil rights of people with disabilities to live, work, and engage in the community. The nonprofit works to transform systems, policies, and practices to give more people the opportunity to reach their full potential.
Executive Director Jake Cornett <https://droregon.org/>
- **James Rojas: Place IT workshop.** A design and participation-based urban practice founded by urban planner James Rojas that uses model building workshops and on-site interactive models to help engage the public in the planning and design process specializing in Latino Urbanism concepts and design. <http://www.placeit.org/about.html>
- **International Association for Public Participation (IAP2).** Advances and extends the practice of public participation through professional development, certification, standards of practice, core values, advocacy and key initiatives with strategic partners around the world. <https://www.iap2.org/mpage/Home>
- **Photovoice Project.** Developed in 1992 by Caroline. C. Wang from the University of Michigan and Mary Ann Burris with the Woman's Health program at the Ford Foundation to build on the belief that images and words together can effectively express communities and individual's needs, problems and desires. The University of Kansas provides resources and toolkits for community empowerment and more about how to conduct a Photovoice project. <https://ctb.ku.edu/en/table-of-contents/assessment/assessing-community-needs-and-resources/photovoice/main>

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I. Best Practices and Future Planning and Implementation

Many important aspects of equitable engagement cannot be accomplished within the timeframe of this project. Engaging authentically and meaningfully with under-represented communities takes intention, time, money and commitment. Building trust with organizations and individuals means understanding their priorities, needs, ways to communicate and culture.

- **Developing Relationships.** Typically, government organizations ask community volunteers to provide feedback and information, and participate in activities. Community members who have the time and resources to participate in this manner are usually a small subset of the general population. Some community members observe the inequity of this process. Government and consulting staff are being paid and they are being asked to give of their time and expert advice without compensation. There are a number of best practices for building trust and developing relationships, and engaging with community without a project or transactional ask. Examples include:
 - Financially sponsoring organizations for community events, e.g., with small mini-grants from \$250–\$1,000;
 - Government staff or CAC members volunteering at events or with organizations with which they want to build relationships;
 - Creating a community leadership/advocacy program.
- **Process Design.** Equitable engagement means building and developing projects and the process of engagement with the community. Opportunities to develop a process with community enhances buy-in and also brings community leaders to the table.
 - Developing a community vision with high priority equitable communities;
 - Developing projects from the vision with community;
 - Creating a process with the community that builds trust, enhances engagement, and develops and creates leaders.
- **Budgeting/System Approach.** A major component of a robust equitable community engagement strategy is developing a budget line item specifically for equitable engagement. Ideally, this should be consistent throughout the organization.
 - Long-term budgeting should be countywide and have an amount in several departments or within one department with a program that develops a strategic plan for vision and implementation.
 - Equitable engagement should be built into all projects that the county sponsors, including capital project planning, project delivery, long-range planning projects, and infrastructure departments that use public funds that build projects in communities.
- **Equitable Engagement Best Practices.** Working directly with culturally specific organizations or organizations that focus on a specific population, such as the houseless community, is a good way to start to build relationships and trust. Understanding the organization's role in the community and their yearly work plan, and offering resources that will empower their community will help in developing strong relationships. Several government organizations contract with community-based organizations to assist with the following tasks:

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- Recruit for advisory committees, focus groups or attending workshops;
- Facilitate groups and gathering feedback for projects;
- Provide stipends for participants;
- Provide food from local vendors and childcare;
- Provide venue and transportation for community members to attend meetings;
- Provide language interpretation and translation services.

ATTACHMENT A

Park Avenue Project Community Project Community Advisory Committee interviews 2019-2020 Summary notes and themes

List of possible community partners for engagement and outreach and PACAC members with connections

- Riverside Elementary students, PTA, Girl Scouts, Dog Park (D.Lohmann)
- Island Station Neighborhood Association (E. Chaimov)
- Clackamas Community College (E. Chaimov)
- North Clackamas Chamber of Commerce (E. Chaimov)
- Ledding Library (E. Chaimov)
- Clackamas County's Volunteer Connection (M. Cunningham)
- Oak Grove Community Council (V. Chapman, C. Snoberger)
- Friends of the Trolley Trail (D. Harvey, C. Snoberger)
- Clackamas County Historical Society (D. Harvey)
- Milwaukie Historical Society (D. Harvey)
- Bike Milwaukie (D. Filipek)
- North Clackamas School District (N. Ember)
- Oak Grove Elementary (E. Chaimov)
- Rex Putnam High School (K. Householder)
- Carol Cookson and Villages NW, an independent group working to keep neighbors connected; mostly seniors but also homeowners who want to stay in their homes as they age (K. Householder)
- Car dealerships on McLoughlin (M. Barnhouse)
- Oak Grove History Detectives, Pat Kennedy. (N. Ember)
- Elks Lodge (L. Kell)
- Willamette View seniors and employees (C. VanValkenburg)
- Rotary Club of Milwaukie (C. Van Valkenburg)
- Clackamas Fire Department (C. VanValkenburg)
- Clackamas Federal Credit Union (C. VanValkenburg)
- Clackamas County CERT, Community Emergency Response Team (C.VanValkenburg)
- Personal connections in neighborhood, churches, family connections at Rose Villa (A. Muir, C. Snoberger)
- Milwaukie City Council/Planning Commission (S.Grau, C. Snoberger)

Key influencers

- Commissioners and elected officials
 - Commissioner Savas

- Commissioner Bernard would be good to engage with too
- Metro Councilor Christine Lewis
- TriMet Board
- Business owners in the project area
- Homeowners
- Oak Grove Community Council
- Elks Lodge
- Fred Meyer in Oak Grove (tap into the foundation or try to get store manager or other employee to a future meeting)
- Future business owners in the project area
- St. John's Catholic Church
 - Access to Hispanic community
- Neighborhood associations
 - Island Station is in project area
 - Residents who are involved and privileged can be activated through engagement process
- Bridge Housing buying the Mustang property
- Anna Hoesly: a relatively new resident but is involved in several different groups. Is convening conversations on housing and equity issues.
- Houseless community advocates
- Dave of Dave's Killer Bread: owns mustard yellow building on McLoughlin and Park; has done pro bono work and can help promote this

Other ideas/opportunities for engagement:

- Schools are a good community hub in a community that is otherwise disconnected.
 - Student populations are very diverse
 - "Once the project is real, families and educators will be interest in engaging."
 - School communications and newsletters could be good outreach tools
 - Oak Grove Elementary is a Title I school (under-resourced families) so could be a good partner on engagement.
- Go out into the neighborhoods and draw people out, meet them where they're at
 - McLoughlin bisects community: access is difficult and neighborhoods tend to be isolated from each other.
 - Door to door conversations with neighbors
 - House concerts at Ann Muir's place, her kids are musicians
- Many of the area's key influencers are PACAC committee members so one-on-one outreach with the help of fliers and online communications/talking points could be very effective.
- It's hard to find community spaces in area, but libraries can be good places to bring community together: Oak Lodge (Clackamas Co) and Ledding (City of Milwaukie)

Events and activities

- Event to partner on: Kellogg Creek Trail opening

- Event to partner on: Trolley Trail 5k run/walk xx
- Event to partner on: Ledding Library reopening
- Event to partner on: Milwaukie Senior Center has lots of events
- Possible venue for an event: Max Station plaza
- Possible venue for an event: Courtney Plaza Shopping Center has had a lot of turnover and empty storefronts. It has parking and good exposure for an engagement event.
- Possible venue for an event: The Bomber restaurant is popular with locals
- Possible venue for an event: Milwaukie Elks Lodge Bowling
- Event to create: summertime outreach, such as traveling BBQs
- Possible event for CERT, Community Emergency Response Team. Willamette View offer to host picnic/BBQ and invite neighborhood
- Walks within study area with elementary school kids, Girl Scout Troops, seniors.

Publicity and outreach

- NextDoor social media platform
 - Many residents active on this app, some older but some younger families too
- Have multiple opportunities for engagement and reach out to folks several times
- Ads in The Pilot neighborhood newspaper
- Earned media in Clackamas Review and Milwaukie Pilot
- Ellen Rogalin at Clackamas County Public and Government Affairs office will have media lists and contacts (M. Cunningham)
- Earned media on news stations
- Publicize at Max Station
- Fliers posted at car dealerships on McLoughlin
- Facebook, Willamette View uses to inform residents
- School newsletter: Peach Jar news
- McLoughlin Area Business Alliance
- Rotary Club of Milwaukie
- North Clackamas Chamber of Commerce
- PTA at Riverside Elementary
- Informal groups like people who bring their dogs to Oak Grove Elementary

Specific communities to engage with

- Renters
- Seniors
- Hispanic residents
- Children and families
- Low-income folks
- Homebound
- Disabled residents

Concerns about outcomes of project

- Walkability for lifestyle and safety
 - “We don’t want it to be industrialized like 82nd Avenue or Front Avenue in Portland”
- Improve economic development in the community
- Avoid/prevent gentrification and displacement of low income renters
- Balance growth and livability?
 - People who live in area want a little space so density will be a hard sell.
 - One reason people move to this area is that they want space. There will be resistance to density. People here don’t want to be Portland. We have to make sure that we engage with people in such a way that isn’t too frightening and bear in mind that this community isn’t Portland. It’s different in some good ways and bad ways.
 - We probably need to move toward density but we have to be clear of the way we outline some of the goals. Everybody has their own thing: I wouldn’t want to give up my view and land. It’s fun to go to those places, but not everyone wants to live like this. People here select oversized lots and a serenely quiet environment; they haven’t opted to live in a city.
- Concern that folks that are opposed to density and change will not participate and come out at the last minute to say negative things about the project and process.
- Density needs to be talked about in a way that is not just building more residential units. Need to talk about how the people moving through this area can be part of the solution to getting services and amenities without more people living in the area.
- Concerns about not enough parking at the MAX station and overflow into neighborhood that does not have sidewalks or lighting.
- Concerns about traffic speeds and pedestrian safety on McLoughlin
- Concern Phase one was not fully completed.
- Commissioner Savas held a town hall at the Elks to take the temperature of the community, would like to see other Commissioners do this.
- Would like to see true community spaces for gathering/events, community center, public plazas and green spaces.
- Want specific services and amenities in area: coffee shop, grocery store, restaurants, banks, etc that people can walk to safely.

Concerns/ideas about process

- Would like to brand project so there is a concise name and identity that will help people understand the project. Would like a CAC group exercise.
- Make engagement compelling
 - No one is coming if pitched as changing code. That’s not interesting. Make an interactive event that is something people care about.
 - Food and a fun event (music, performance, art) will bring people out even for something like zoning changes

- People will get behind a park and beautification. This project has a long-range outcome, so what we have to offer is difficult. We can ask what they want to see but I'm not sure how to get from here to there.
- We need to make clear that this phase is about zoning changes, not design and amenities.
 - With outreach and activities, we need to have a clear goal in mind and know what we're moving toward so that when people come and engage, they realize that we're not building something tomorrow. This phase is about encouraging growth that the community would like to see. This is a broader, zoning changes project, not about a new grocery store would happen tomorrow.
- Many impacted folks may feel like they don't have a voice or influence.
 - There are lots of people in our neighborhood who don't show up for anything, but they would benefit the most from us doing this project right, or would be hurt the worst if it isn't done right.
 - We need to make sure people know that we really want to hear what they have to say, that things aren't already decided.
- We finally have funding: we want to community to have a say without weighing down the process.

ATTACHMENT B

PUBLIC ENGAGEMENT STRATEGY

POWER ANALYSIS RESULTS

