City of Milwaukie

Community Engagement Strategy - DRAFT
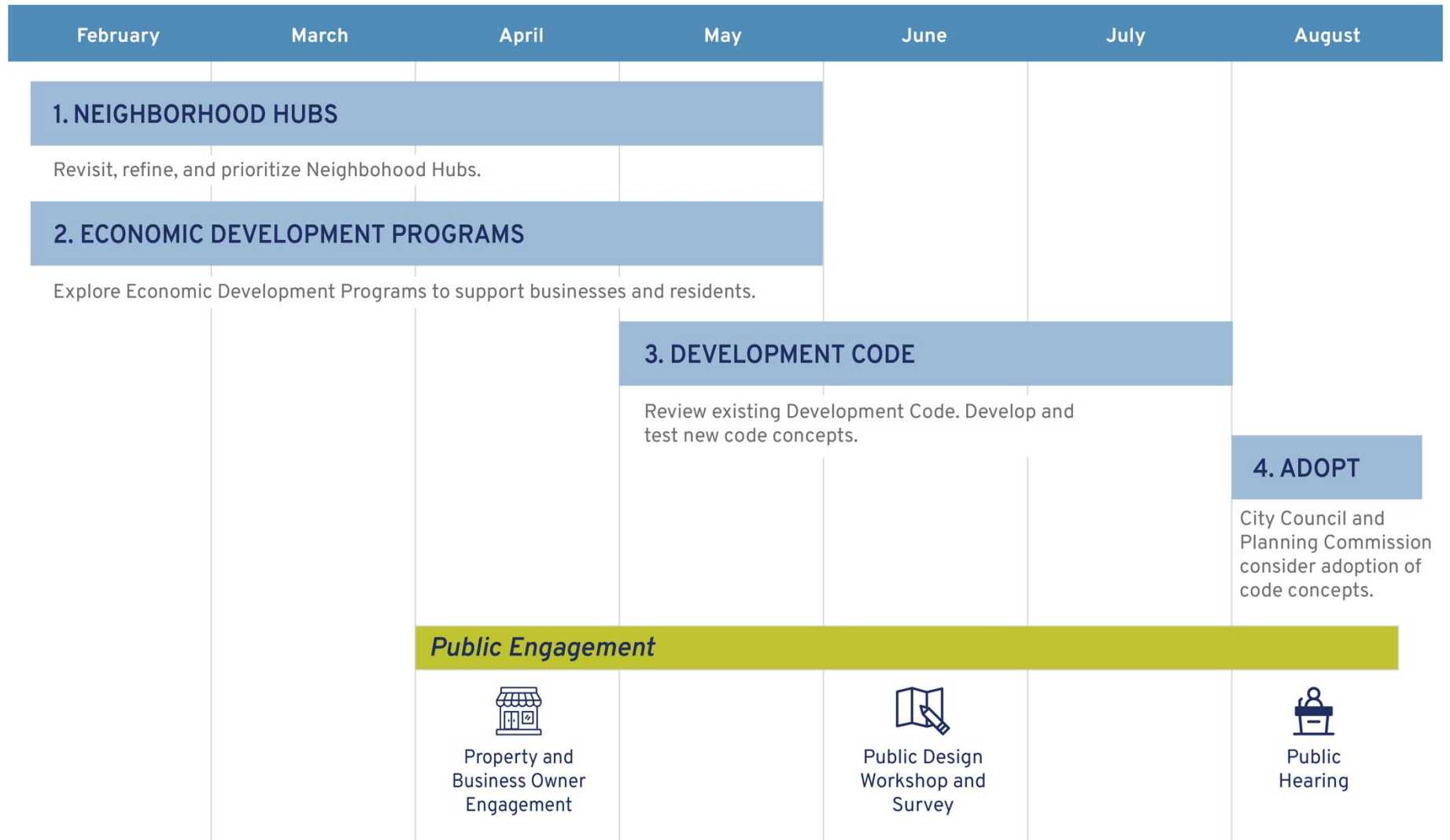
January - August 2023

This internal document will set the foundation and work plan for public involvement during the *Milwaukie Neighborhood Hubs* project, and address the goals articulated in the Scope of Work (SOW). The *Community Engagement Strategy* addresses all tasks and deliverables under Task 2 in the SOW. This is a working document and may be revised as the project progresses.

The consultant team has reviewed the City's 2022 Community Engagement Guide to ensure that the *Community Engagement Strategy* aligns with the City's best practices for meaningful community engagement and relationship-building. The *Community Engagement Strategy* incorporates discussions with City staff and Consultants from the Engagement Kick-off Meeting on January 31, 2023 including overall project and engagement purpose and outcomes and level of participation expected with the Milwaukie public at large.

I. Engagement Purpose and Goals

- **Build on past community engagement** efforts for Neighborhood Hubs to inform and include the community in the current phase of the planning process.
- **Conduct targeted outreach to under-represented communities** particularly BIPOC communities, low-income populations, renters, immigrant and refugee populations, and people with disabilities. Reduce barriers to participation as much as possible.
- **Begin building trusting relationships** with property owners, business owners, and underrepresented community members by following up with stakeholders on the results of their feedback and how it influenced the planning process.
- **Learn how neighborhood and business needs may have changed** since pre-pandemic times and incorporate into Hubs refinement.
- **Gather feedback on placemaking and community building strategies** that can be incorporated into developing criteria for Hub prioritization.
- **Manage expectations** about what is and is not possible within the Hubs, when development can happen, and the City's role in implementing the Hubs strategy.

II. Engagement Process / Timeline

February	March	April	May	June	July	August

1. NEIGHBORHOOD HUBS

Revisit, refine, and prioritize Neighbohood Hubs.

2. ECONOMIC DEVELOPMENT PROGRAMS

Explore Economic Development Programs to support businesses and residents.

3. DEVELOPMENT CODE

Review existing Development Code. Develop and test new code concepts.

4. ADOPT

City Council and Planning Commission consider adoption of code concepts.

Public Engagement

Property and Business Owner Engagement

Public Design Workshop and Survey

Public Hearing

III.   Involvement Work Plan

Involvement Activity / Timeline	Purpose / Objectives	Notification Methods	Staff / Consultant Roles
April - May 2023 **Property & Business Owner Engagement** *Audience:* *Businesses (home occ + brick & mortar) and residential properties within the established Hubs boundaries, as well as the properties in the C-N, C-L, and C-G zones. The business owner list assumes a ~¼ mile buffer.* *Potential Activities:* ● *One-on-one interviews* ● *Listening Sessions / small group discussions* ● *Survey* ● *Door-to-door*	● Provide information and build awareness about the concept of Hubs and the possible benefits/available economic development programs/incentives to property & business owners ● Gather feedback on concerns, barriers and challenges to redevelopment and businesses ● **Property owners:** Understand future ownership plans and identify any willingness to explore hubs-like activity or development and what, if any, changes might help make it happen ● **Brick & mortar businesses:** Understand business needs and interest in hubs-like activities, i.e. pop-up activities ● **Home occupations:** Understand business expansion, ACUs, barriers to brick & mortar, live/work, etc.	● Email and/or phone call invitations ● Postcard mailing	**CP/UW:** ● Develop property owner engagement strategy and meeting materials ● Develop outreach and communications strategy ● Develop outreach materials (postcard) ● Advise on stakeholder list and outreach and communications materials **City:** ● Identify potential property/business owner invitees ● Implement property & business owner engagement and outreach ● Manage schedules and communications with stakeholders ● Review strategy and

Involvement Activity / Timeline	Purpose / Objectives	Notification Methods	Staff / Consultant Roles
canvassing			meeting materials
March - early April 2023 **General Public Outreach Materials** ***Website Soft Launch –*** *April 1st* ***Existing Events for Tabling*:** • NDA meetings ** More events to be added.*	• Provide key up-to-date project information and a call-to-action to participate • Direct people to the project website and sign-up form for project updates	• Milwaukie Pilot • Engage Milwaukie • Facebook • Twitter • Downloadable Fact Sheet • Postcard • Tabling	**CP:** • Provide content and graphics for materials and website • Advise on meeting materials and public communications • Develop outreach materials (up to 2) **City:** • Coordinate and manage website updates, newsletters, social media, and other City communications channels • Coordinate translation services for all materials
June 2023 **In-Person Public Design Workshop**	• Provide information and build awareness about Hub concepts and what it will do • Share draft code concepts in an accessible and easy-to-understand way	• Milwaukie Pilot • Engage Milwaukie • Facebook • Twitter • Flyers at coffeeshops, library, city hall, apartment complexes,	**CP/UW:** • Develop annotated agenda and workshop materials • Advise on outreach and communications • Incorporate/format Spanish translation into

Involvement Activity / Timeline	Purpose / Objectives	Notification Methods	Staff / Consultant Roles

	• Share potential obstacles and solutions to Hubs implementation (ex: what is the City's role vs private market)
	
	• Acknowledge feedback from past engagement and confirm its relevance today especially post-Covid
	
	• Gather feedback on:
	
	  ○ how community needs/desires have changed and/or become more of a priority since COVID
	
	  ○ strengths and concerns about draft code concepts
	
	  ○ ideas for community centered development (i.e placemaking, design, partnerships, programs, safety, etc.)
	
	• Distribute short survey at event
		etc.
		• Coordinate with affordable multi-family developments to support with outreach
		• Coordinate with community-based organization (CBOs) to support with outreach (i.e. Wichita Center, BLM Milwaukie, PeachJar)
			workshop materials
			
			City:
			• Review annotated agenda and workshop materials
			• Develop outreach materials and implement notifications
			• Coordinate Spanish translation of materials
			• Coordinate and manage meeting logistics (venue, food, childcare, interpretation)

June 2023 **Online Public Design Workshop** *Launch on in-person public*	• Replicate in-person workshop to a digital version on Engage Milwaukie to reach a wider audience and allow those who can't attend in-person an opportunity to participate	• Milwaukie Pilot • Engage Milwaukie • Facebook • Twitter • Coordinate with affordable multi-family	**CP/UW:** • Develop online workshop content and graphics • Advise on outreach and communications • Incorporate/format

Involvement Activity / Timeline	Purpose / Objectives	Notification Methods	Staff / Consultant Roles
design workshop date	● Include survey in online workshop to gather quantitative and qualitative feedback	developments to support with outreach ● Coordinate with community-based organization (CBOs) to support with outreach	Spanish translation into workshop materials **City:** ● Develop online workshop on Engage Milwaukie ● Review online workshop content and graphics ● Develop outreach materials and implement notifications ● Coordinate Spanish translation of materials

June 2023 **Community Survey** (Paper and online) *Survey will be distributed at in-person design workshop and available at the online design workshop. The survey will be open for at least 3 weeks.*	● Gather feedback on strengths and concerns about draft code concepts ● Gather ideas for community centered development (i.e placemaking, design, partnerships, programs, safety, etc.) ● ~5-10 min survey including demographic questions (Coordinate with existing demographic questions on Engagement Milwaukie)	● Same as above	**CP/UW:** ● Develop draft and final survey ● Advise on outreach and communication efforts to promote survey **City:** ● Review survey content ● Incorporate into online workshop on Engage Milwaukie ● Coordinate translation and printing services ● Consolidate survey data
July - Early August 2023 **Synthesis Report + Report Back**	● Summarize technical and community engagement results, key takeaways, and recommended code concepts and amendments ● Provide transparency about how feedback influenced the recommendations, how it did not and why	● Milwaukie Pilot ● Engage Milwaukie ● Facebook ● Twitter ● Direct emails to property and business owners	**CP/UW:** ● Develop draft and final synthesis report ● Advise on outreach and communication efforts **City:** ● Review synthesis report ● Lead distribution of report to public ● Update website

IV. Stakeholder Involvement

The list below is not a comprehensive list of stakeholders but rather a general categorized list of stakeholders who should be involved, including their Level of Participation as defined in the *2022 Milwaukie Community Engagement Guide*.

The Primary Stakeholder List can be viewed here: PRIMARY Contact List

Stakeholder Groups	Level of Participation
Community-based organizations (incl. Culturally-specific orgs)	Inform / Consult / Involve
Affordable Housing and Multi-family Developments	Inform / Consult / Involve
General Public	Inform / Consult / Involve / Collaborate / Empower
Property and Business Owners	Inform / Consult / Involve / Collaborate / Empower
BIPOC	Inform / Consult / Involve / Collaborate / Empower
Limited income	Inform / Consult / Involve / Collaborate / Empower
Seniors	Inform / Consult / Involve / Collaborate / Empower
People with disabilities	Inform / Consult / Involve / Collaborate / Empower

V.   Key Messaging

The key messages below will be used for outreach materials and communications to the general public to maintain clarity, consistency, and transparency about the Milwaukie Neighborhood Hubs project. The key messages can be updated as additional questions and concerns arise from the public throughout the involvement process.

1. **What is a Neighborhood Hub?**
    Neighborhood Hubs are **gathering places** where residents have **easy access to goods and services** close to their homes. They are places where neighbors **create meaningful relationships** with each other.

    Hubs **vary in size and intensity**, some as small as a neighborhood amenity like a tool library and others larger like a cluster of buildings with housing located above shops and services. Hubs take time to develop and **some can take several years.**

    There are many **existing hubs** in the city, and places **potential hubs could develop. In 2017, c**ommunity members created a vision for Neighborhood Hubs and since then, the City has worked with the community exploring **how to put that vision into action**.

2. **Where are the Neighborhood Hubs? How were they decided?**
    In 2017, 13 Hub locations were identified across the city, with at least one Hub identified in each of Milwaukie's neighborhoods (excluding Historic Milwaukie which already functions as a developed Hub). Hub locations were decided through direct engagement with more than 400 residents, including 15+ Neighborhood District Association meetings, community events, and a community-wide survey that expressed strong support for Hub locations and concepts. Some hubs are established areas of commercial activity, while others are vacant sites with the potential for future development.

    The Hub locations will be refined in this project. Milwaukie has grown and changed since the 2017 Neighborhood Hubs Report and the COVID-19 pandemic has changed how and where people work, live, and gather in unpredictable ways. This project will revisit the 13 identified Hub locations and based on community feedback and current development trends and conditions, the project team will evaluate whether these locations should be modified.

3. **What is the Milwaukie Neighborhood Hubs project? What will the project do?**
    The Neighborhood Hubs project combines planning, placemaking, and economic development programs to increase access to goods and

services in residential areas. The Neighborhood Hubs project will result in program and policy changes that will make it easier to make Neighborhood Hubs a reality in the near and long-term future. The project is exploring a variety of tools that will help develop Hubs at various stages of growth while allowing a path for new Hubs to emerge. More specifically, the project will:

- **Evaluate the Hub locations identified in 2017** – How have these locations changed particularly since the COVID-19 pandemic? Do these locations and the Hub types still make sense today? Do they support the types of development needed to create a Hub?
- **Explore Economic Development programs** – What tools, such as grant and loan programs, could support new and existing businesses and residents? What are ways to stabilize existing businesses and neighborhoods to minimize risks of gentrification and displacement?
- **Review and refine the Development Code** – What inconsistencies, conflicts, and obstacles exist in the Development Code to Hubs development? What changes should be made to the Development Code to make it simpler and easier for Hubs to develop successfully?

[ADD PROJECT TIMELINE GRAPHIC]

- **What engagement has happened in the past?**
  For Neighborhood Hubs to succeed, it is important to have a community-supported plan of action to help guide their creation. This project began as a community vision more than five years ago. The City has worked with expert consultants to explore how to make this vision a reality.

  The project team conducted a variety of community engagement activities to identify hub locations and envision hubs.

  Some highlights from this process so far:
  15+ Neighborhood District Association meetings, at least two with each neighborhood during 2018-19.
  13 Neighborhood Hub locations identified by neighborhood residents at community events and NDA meetings.
  396 Milwaukie community members participated in our 2018 Neighborhood Hubs survey.
  85% of Milwaukie residents surveyed Support or Strongly Support the Neighborhood Hubs concept.

  To learn more about past engagement outcomes, check out the 2017 Neighborhood Hubs Report here [insert URL].

4. **Why is this project happening now? Why does the City need your feedback?**
   Neighborhood Hubs are a critical component of the city's Comprehensive Plan implementation process; and with the conclusion of Middle

Housing code updates, the Hubs project is a high priority project for the City. Outreach in 2018 and 2019 helped the city better understand the economic conditions in the Hubs, the growth potential of each Hub, and the community support for the Hubs project.

This next phase of the Hubs project is to create an action plan to evaluate and implement potential zoning changes, economic development initiatives, and placemaking programs that will help Hubs grow to meet community needs. Public engagement will help the city to better understand community support and concerns for potential strategies and refine the community vision for Hubs that has been developing since 2017. This phase of engagement will focus on identifying the needs of property owners, businesses, and underrepresented communities as they relate to the growth and development of Hubs.

5. **What is the difference between Hub Types?**
Hub Types can help people understand how hubs will develop over time. Each Hub is assigned an Existing Type, a Short-Term Type, and a Long-Term Type. These Types can help people to understand a Hub's current state and how we can expect it to develop over time. The Hub Types include:

- **Gathering/Event Space.** These are typically publicly owned sites, institutions, non-profit offices, or other facilities without a commercial component. Examples include parks, schools, and community centers. These spaces offer opportunities for neighborhood meetings, concerts, community gardens, tool libraries, and other similar uses.

- **Opportunity Site.** These are locations that have been identified as potential Neighborhood Hubs. They generally do not have existing neighborhood commercial uses, or if they do, they may not conform with the development code in some manner.

- **Underperforming Hub.** These generally consist of one or more small neighborhood-oriented convenience shops that primarily serve the immediate surrounding area and may sell convenience goods or provide services such as a laundromat. These Hubs also may be accessories to another use, such as a coffee shop. These sites are generally small in size with limited off-street parking, and typically have vacant or underutilized buildings or have been identified by the community as areas where they would like to see more commercial uses and/or gathering spaces.

- **Micro-Hub.** These spaces provide an opportunity to locate uses that are temporary or are not otherwise a traditional brick and mortar store. These uses may only exist in the space for a day, or may occur once a week or for a few months. They may be located in a shared space, such as

the parking lot of an existing use. Examples could include food carts, craft/art carts, a weekly farmers market stand, a neighborhood tool shed, or a neighborhood bike repair stand.

- **Transitional Hub.** These are characterized by an Underperforming Hub coupled with a Micro-Hub offering a variety of uses or services. This combination provides a way to enhance and transition the Underperforming Hub without requiring permanent improvements or parking facilities. They are envisioned as a way to encourage the expansion of services at an existing site so that permanent improvements will follow.

 -**Neighborhood Hub.** Clusters of three or more small commercial businesses that typically provide small-scale services to nearby neighbors and may include a convenience store, coffee shop, salon, florist, bookstore, or other similar use. The Neighborhood Hub typically consists of one to two story buildings with some off-street parking and may be located by low density residential uses.

- **Neighborhood Mixed Use Hub.** This typology represents an area with a cluster of larger commercial uses and businesses. These businesses typically provide services to the surrounding neighborhood, but may also attract people from other parts of the city. Examples could include a restaurant or café, a small-scale grocery store, a brewery or pub, or commercial offices. A Neighborhood Mixed Use Hub may also include residential uses, and is generally located in proximity to medium or high-density housing.

6. **How is this project related to other planning efforts like Middle Housing and Climate-Friendly and Equitable Communities (CFEC) statutory rules?**
Most existing Hubs do not have number of people and jobs necessary to spur development in the short-term. Missing Middle Housing rule changes allow certain types of housing, including duplexes, triplexes, quadplexes, and cottage cluster which may make commercial development more viable in and around existing neighborhoods.

The CFEC rules help eliminate at least one significant barrier to Hubs development: the cost of developing parking spaces. Due to new statewide transportation planning rules, Milwaukie is no longer allowed to require minimum off-street parking spaces in new developments. This may significantly reduce the cost of commercial and mixed-use developments citywide, including in identified Hub locations.

7. **How will Neighborhood Hubs development address gentrification and displacement risks?**
Much like in other cities that experience urban growth and development, it is likely that the development of Hubs into centers of commercial and social activity will increase the desirability – and the cost – of living in Milwaukie's neighborhoods which can lead to the gentrification and

displacement of existing small businesses and residents. This project will explore tools, such as small business grants and loan programs, and recommend strategies to minimize these risks.

8. **How and when could development happen in Neighborhood Hubs? What is the City's role in spurring development?**
The development or expansion of Neighborhood Hubs will be carried out by local business and property owners as they decide to develop or redevelop their properties, open or expand businesses, or establish community-oriented institutions. The City does not plan to purchase private property to create Neighborhood Hubs. In addition, there may not be enough market demand to develop and support desired businesses in all of the identified Hub locations.

However, it is important to have a community-supported plan of action to help guide and encourage the creation and evolution of Hubs. This will help signal to local property owners, businesses, and other community members that there is City and community support for development and other actions that support the Hubs concept. In addition, the City can support creation of the Hubs through:
- Changes to its zoning and development code
- Placemaking programs
- Expansion of temporary or pop-up uses in Hub locations to create active, people-friendly spaces
- Co-funding of public facility improvements
- Technical assistance to private property owners, developers and/or neighborhood groups and residents

The City will need to prioritize the use of its funds to support public investments in these areas.

Zoning & Development Code
1) Create a new "Neighborhood Hub" zone with reduced development barriers for businesses.
2) Create a "Hub Overlay" to allow small permanent businesses and temporary uses.
3) Create flexible parking requirements for off-street parking at hub locations.
4) Update allowed temporary uses to include food carts and similar uses.
5) Create a process for hub expansion.

Program Support
6) Public investment in site-specific and connecting infrastructure.
7) Create supportive grant or loan programs for small business improvements.
8) Help program public events and create new hub activities with residents and businesses.

9. **How will your feedback influence decisions?**
   Community feedback will help the City design and prioritize the strategies we use for Hub development while also helping the City understand which Hubs might be ready for significant growth in the short-term.

10. **How can I learn more about the Neighborhood Hubs project? How can I get involved?**
    Check out the Engage Milwaukie page at [insert URL] and select the Neighborhood Hubs project to learn more and get updates on ways to share your feedback. You can participate in the Online and in-person Public Workshops, attend NDA meetings, email staff directly with questions/comments, and testify at future City Council and Planning Commission meetings for the project. Sign up with your email address at the top right of the page to get project updates!