

Agenda



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Meeting: Optional Natural Areas and Capital Program Performance Oversight Committee Drop In
Date: April 5, 2022
Time: 3 – 4:00 p.m.
Place: Zoom:
<https://us02web.zoom.us/j/86443535193?pwd=ZFhDekpCbmlBNVltZ3pyNzhhMEJlPZz09>
Passcode: 830403 / Webinar ID: 864 4353 5193 / Telephone: +1 253 215 8782
Purpose: Provide a drop-in space for committee members to ask questions and provide feedback on draft year one report.
Outcome(s): Review year one report with committee members who are able to attend.

Testimony: Submit written testimony by emailing parksandnaturebond@oregonmetro.gov.
Testimony received will not be shared at this optional session, but will be passed along to the committee.

3:00 p.m. Year one report: overview and reminders

3:10 p.m. Metro Parks and Nature bond staff will be present to answer questions and take feedback from committee members on draft year one report materials.

4:00 p.m. Adjourn

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Meeting recording links



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Meeting: Natural Areas and Capital Program Performance Oversight Committee
Date: April 5, 2022
Time: 3 – 4:00 p.m.
Place: Zoom
Purpose: Provide a drop-in space for committee members to ask questions and provide feedback on draft year one report.
Outcome(s): Review year one report with committee members who are able to attend.

Meeting recording link for meeting packet:

<https://vimeo.com/696654426/22da2cb16f>

Date: March 2022

To: Metro Council

From: Natural Areas and Capital Program Performance Oversight Committee

Re: Year one report back

A report to the community from the Natural Areas and Capital Program Performance Oversight Committee

The 2019 parks and nature bond is a promise to build on the region's legacy to protect clean water, restore fish and wildlife habitat, and provide opportunities for people to connect with nature close to home. In 2019, the voters of the region chose to invest \$475 million to continue to protect clean water, restore fish and wildlife habitat and provide opportunities to connect with nature close to home across six program areas, which include

- Land acquisition and restoration
- Local share to the region's 27 park providers
- Nature in Neighborhoods capital grants
- Health, safety and accessibility improvements at Metro parks
- Investments to strengthen the region's walking and biking trail network
- Large-scale community visions

The members of the Natural Areas and Capital Program Performance Oversight Committee believe that natural areas are integral to the wellbeing of everyone in the region. The Natural Areas and Capital Program Performance Oversight Committee provides independent oversight of the 2019 parks and nature bond, the remainder of the 2006 natural areas bond, and capital investments from Metro's parks and nature five-year local option levy. Part of the committee's role is to monitor how bond implementation activities are meeting the direction in the bond measure, to monitor financial aspects of program administration and to share with the Metro Council related concerns or recommendations to help adjust work moving forward.

This report back covers committee work from its first meeting in April 2021 to the present and the committee will report to the Metro Council annually. At regular meetings in the last year, the committee has focused on building the foundations for its oversight work including the development of bylaws and group agreements; reviewing information about bond program goals and parameters with Metro staff; and receiving information about individual acquisitions made. In addition, committee members participated in one-on-one conversations and a committee discussion with a trainer to begin to build a shared understanding of the three bond criteria of racial equity, climate resilience and community engagement.

Over the last few months, the committee has formed topic-specific working groups to review in more depth the following topics: bond-funded land acquisitions, bond community engagement and bond finance. Feedback from committee members on these three topics helped shaped the attached staff reports and is summarized below.

Primary findings of oversight committee

The committee appreciates the detailed information in the attached staff report that helps reflect the depth and breadth of work to date to implement this bond measure.

- The committee appreciates the information shared about bond work to date and finds that staff has conducted the work related to the primary components of the bond work reviewed by the committee – bond finance, land acquisition and community engagement – in a transparent and accountable way.
- Channeling its role and responsibility to share information about the bond with the greater Portland community, the committee strongly recommends the creation of concise, clear summaries as part of Metro staff's and the committee's regular reporting on the 2019 parks and nature bond measure which is large and complex.
- The committee is committed to ensuring racial equity is prioritized across the entirety of the bond portfolio. The committee has emphasized to staff the importance of carrying these values through all aspects of the bond work and clearly articulating how bond investments are advancing toward these outcomes.
- The committee emphasizes the importance of accessibility in all its dimensions, including ensuring access parks and natural areas across the region for everyone and identifying opportunities for bond investments to address areas of the region with limited access to parks and natural areas.
- The committee believes the work to engage community members in bond implementation activities is essential to building programs and projects that truly reflect community priorities and need. The committee appreciates staff work on community engagement to date and has encouraged staff to continue engaging directly with community members as the bond work advances.
- Both Metro staff and the committee are focused on the bond administrative spending to date and expect the rate go down as bond funded investments in parks, trails and natural areas ramp up in 2022. Committee members have discussed with Metro staff the broader trajectory of administrative spending at the beginning of these types of bond measures and will continue to review reporting on bond spending that allows for ways to measure, track and anticipate the bond administrative spending over this year and beyond.

Looking to the year ahead

A significant amount of the committee's discussions are focused on the additional information, tools and reporting needed as the committee continues its oversight work. The committee has identified the following areas for its attention in the coming year.

Bond finance

- Continued review of reporting on bond spending.

- Continue to explore options for regular reporting on contracting with minority, women-owned and emerging small businesses and reporting on participation on a more granular basis.
- Review existing and potential strategies to help increase participation for contracting with minority, women-owned and emerging small businesses.

Bond-funded land acquisition

- Continued review of policies, engagement and regional priorities that shaped the 24 target areas in the bond measure.
- Lenses to analyze whether and how bond-funded land acquisition and other investments impact BIPOC communities in particular.
- Understand how Metro's land acquisition program works with the other programs in the bond and other jurisdictional partners to increase access and benefit communities that have historically not benefitted from these investments.

Promoting accessibility through the bond

- Understand how the bond measure is supporting accessibility across Metro's portfolio and the system of local parks around the region.

Ongoing opportunities for community to help shape the work

- Review the extent and impact of community engagement conducted to date.
- Review ongoing opportunities for community engagement to help shape bond investments.
- Review the development of tools available to conduct an evaluation of progress toward meeting these goals in the coming year.

2021 OVERSIGHT COMMITTEE MEMBERS

Burt Edwards, Co-chair	Communications Director, Friends of Columbia Gorge
Lisa Freedman, Co-chair	Former US Forest Service Executive and Budgeting Director
Tana Atchley Culbertson	Co-Director, Willamette River Network
John Ferguson	Former geotechnical engineer
Nicole Johnson	Community Engagement Director, 1000 Friends of Oregon
Shantae Johnson	Owner, Mudbone Grown LLC
Michelle Lin	Oregon Food Bank
Martita Meier	Digital strategist and project manager, Nike
PK Melethil	Environmental Scientist, private practitioner
Bryan Mercier	NW Regional Director, Bureau of Indian Affairs
Georgena Moran	Accessibility specialist, ACCESS recreation
Michael Morrow	Happy Valley Planning Commission
Tabitha Palmer DuPrau	Underwriting Counsel, Fidelity National Title Group
Eric Peterson	Vice President of Operations, Newland Communities
Vivek Shandas	Professor, Portland State University
Shannon Shoul	Director, Procurement Sustainability
Erin Upton	Environmental social scientist and landscape architect
Cary Watters	Contract Equity Specialist, Portland Bureau of Transportation
Owen Wozniak	Land Transactions Program Manager, the Land Trust Alliance



Staff report on bond work in calendar year 2021

For the Natural Areas and Capital Program
Performance Oversight Committee

March 2022

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

So, hello. We’re Metro – nice to meet you.

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DRAFT

Date: March 2022

To: Natural Areas and Capital Program Performance Oversight Committee

Re: Staff report on bond work in calendar year 2021

PURPOSE

The Natural Areas and Capital Program Performance Oversight Committee provides independent oversight of the 2019 parks and nature bond, the remainder of the 2006 natural areas bond and capital investments from Metro's parks and nature five-year local option levy.

As part of this charge, the Metro Council has asked the Oversight Committee to monitor how bond implementation activities are meeting the direction in the bond measure, to monitor financial aspects of program administration and to share with the Metro Council related concerns or recommendations to help adjust work moving forward. This report is intended to summarize information for the committee's review by providing:

1. Summaries of how bond activities in the last year are addressing the three bond criteria
2. Status updates on each of the six bond program areas
3. Reporting on bond spending and other bond financial data

BACKGROUND ON METRO PARKS AND NATURE VOTER APPROVED INVESTMENTS

For more than two decades, voters have repeatedly trusted Metro to protect clean water, restore fish and wildlife habitat and provide opportunities for people to connect with nature close to home through the passage of three capital bond measures and two local option levies.

The voter approved bond measures and levies are linked together to make the region's system of parks, trails and natural areas possible. The three capital bond measures (1995, 2006 and 2019) have supported the acquisition of more than 15,000 acres of priority habitat, investments in parks, trails and natural areas around the region. Metro's parks and nature local-option levy supports restoration of fish and wildlife habitat on lands purchased with the bond measure, and invests in park operations and improvements and community education, programming and grants to projects designed by community that strengthen people's connection to nature close to home.

1. ADDRESSING THE BOND CRITERIA

The Metro Council included three overarching criteria to govern 2019 parks and nature bond programs: racial equity, climate resilience and community engagement. Each of the six bond program areas will advance these bond criteria in different ways by providing direction to community grant or local share recipients or applying this policy direction to Metro's investments at its facilities and sites across the region. The Natural Areas Oversight Committee provides independent review of whether and how the bond activities are meeting the direction from the Metro Council and endorsed by voters of the region.

The following is a summary of efforts in the last calendar year to advance the three bond criteria through program development, tool building and fostering shared understanding. As bond investments continue, the committee's evaluation of how bond programs are meeting these criteria will continue to evolve.

Build resources and tools to understand how to advance climate resilience through bond investments made by Metro, grant recipients and the region's local park providers

- This bond measure builds on the legacy of 25-plus years of protecting the region's special places through land acquisition and restoration. Land acquisition is at the heart of Metro's parks and nature department work and has allowed for purchasing land to protect the region's priority habitats and species as outlined in the Oregon Conservation Strategy and Regional Conservation Strategy including riparian, floodplain, wetlands, oak woodland and forest, oak savanna and prairie and upland forest.
- Advanced an [understanding of concepts underlying climate resilience](#) for Metro staff, local park providers and other grant recipients by providing additional resources on considerations and definitions.
- As part of the refinement of land acquisition priorities, Metro staff engaged with BIPOC and people with disabilities and applied these findings to conduct an initial analysis that provides additional context on environmental burdens, access to natural areas and where potential land purchases may have greater opportunity to prevent flooding for these communities. This analysis will complement the data from the ecological assessments. Staff will continue to refine this analysis and identify additional uses for it across Parks and Nature's portfolio.

Ensure that bond programs are considering and addressing racial disparities in benefits from our parks, trails and natural areas

- Set a 20 % minimum for participation of minority-owned, women-owned and emerging small business owners registered with Oregon's Certification Office for Business Inclusion and Diversity (COBID) for bond contracting, with plans to set and meet higher goals for COBID participation through the life of the bond.

- Set a 20 % minimum for participation of minority-owned, women-owned and emerging small business owners registered with [Oregon's Certification Office for Business Inclusion and Diversity \(COBID\)](#) for bond contracting, with plans to set and meet higher goals for COBID participation through the life of the bond. In addition, developing and evaluating strategies to meet and exceed these goals including outreach with and technical assistance to potential contractors and reducing barriers to entry.
- Incorporated the requirements of [Metro's Construction Career Pathways framework](#) to increase the opportunities for access to the trades for women and people of color in greater Portland on bond funded projects at Metro facilities. The request for proposals for the upcoming bond funded improvement projects at Blue Lake Regional Park is the first to use Metro's Construction Careers Pathways Project framework to set specific diversity goals alongside its construction requirements for contractors.
- Supported local park providers to implement goals and tracking around COBID participation and workforce diversity for bond funded investments.
- Conducted [an initial analysis](#) of anti-displacement impacts and mitigation strategies related to trails and natural area investments and sharing those considerations with Metro staff and the region's park providers.
- Hosting [roundtables](#) for the region's park providers to share lessons learned about topics such as meaningful community engagement, Tribal government engagement, anti-displacement, contracting with minority and women owned firms and workforce diversity.

Carry out meaningful community engagement that centers the needs and builds trust with BIPOC and other marginalized community members

- Implement a community engagement framework that centers the voices of Black, Indigenous and other people of color (BIPOC), LGBTQ+ community members, immigrants and refugees, people with low incomes, people with disabilities, and other marginalized communities.
- Goals for community engagement during the last year of bond refinement activities included
 - Center BIPOC communities in development of bond programs and prioritization of bond investments
 - Increase transparency and access about bond decision-making
 - Shift decision-making to community members where possible
- Utilized a broad set of engagement strategies and tactics to achieve these goals, which are summarized in the appendix reporting on those tactics and can be found here ([add link](#)).

Develop bond evaluation framework

The voters of the region have asked us to do our work differently with this bond and that means listening and learning about the needs and priorities of communities who haven't benefitted equitably from previous investments. This also means we need to identify new ways to understand whether and how we are fulfilling this promise. Metro's parks and nature department has experience in collecting a robust set of data to quantify our work funded by voter approved measures and the values of this bond require us to think differently about measuring our impact.

Metro staff have launched a process with a consultant, Dialogues in Action, to develop a framework to monitor efforts towards meeting the three bond criteria and measuring the impact of bond investments through the life of the bond. Staff anticipates bringing an update on the status of this work for the committee's review in spring 2022 and expects that the oversight committee will want to help shape the analysis of data as part of its work in 2022 and beyond.

2. BOND REFINEMENT PROGRAM UPDATES

Bond refinement, the process to turn the bond measure language into six functional programs, will be nearly complete by spring 2022. Previous natural areas bond measures in 1995 and 2006 went through similar refinement processes. The 2019 parks and nature bond is following that same trajectory with staff having built six new bond programs with entirely new criteria that shift how we do our work. It takes time to build programs that center racial equity and climate resilience and to conduct meaningful community engagement in ways that actually shape these processes and programs. This work has been completed in the shadow of the COVID-19 pandemic, which created impacted Metro as an agency, Metro staff, partners and community members in unanticipated ways. The following summary provides updates on the status of each program area and work completed to date. More detail about the specific engagement activities for the development of each program area can be found in the [community engagement summary in the appendix on page 16](#).

PROTECT AND RESTORE LAND

\$155 million allocated for acquisition and restoration of priority habitat across 24 target areas, <https://www.oregonmetro.gov/protect-and-restore-land>

Program description: Protect and restore land builds on the successes of the 1995 and 2006 natural areas bond measures in protecting greater Portland's special places, by purchasing land and restoring it in 24 target areas across the region. Land protection and restoration in all 24 target areas helps restore and preserve regional watersheds, protect some of the region's rarest habitats, protect culturally important plants and create future potential access to nature.

Key bond refinement activities completed in 2021:

- [Completed ecological assessments of the 24 target areas](#) outlined in the bond measure with deep partnerships and ongoing input from members of the urban Indigenous community
- Engagement sessions to help confirm priorities and compile local knowledge for each of the 24 target areas with conservation partners, **park providers and community members including focused engagement with BIPOC and people with disabilities. Summaries of these engagements and the feedback received can be found in the appendix and at this link.**
- [Develop draft refinement plans](#) that articulate a road map for acquisition for each of the 24 target areas based on information collected and engagement findings
- Creating space for tribal governments to provide input on the priorities in refinement plans currently and post-Council approval in spring 2022
- In spring 2022, Council's consideration and approval of refinement plans for each of the 24 target areas will give staff direction to purchase land through our willing seller program.

Key implementation activities in 2022:

- Finalize refinement plans that articulate a road map for acquisition for each of the 24 target areas based on information collected and engagement findings
- Purchase land in priority habitats across the region through willing seller program
- Continue to receive feedback from tribal governments on refinement plans

LOCAL SHARE

\$92 million allocated to local governments for park improvement projects and locally important acquisitions, www.oregonmetro.gov/localshare

Program description: The local share program distributes \$92 million to 27 park providers (23 cities, 2 counties and 2 park districts) across the metro area to invest in their community's parks and nature projects including land acquisition, habitat restoration and connectivity, park access facilities at public parks and natural areas, local and regional trails and interpretive or environmental education facilities.

Key bond refinement activities completed in 2021:

- Developed a [local share program handbook](#) and supporting materials that provides guidance to park providers as they identify and submit priority projects
- Metro Council approval of an Intergovernmental Agreement template to govern individual agreements with park providers once they have submitted projects
- Convened the region's 27 park providers in monthly roundtables to share lessons learned around addressing the bond criteria including community engagement and anti-displacement
- Approved the use of local share funds for the [City of Gresham to acquire land near Southwest Community park](#).

Key implementation activities in 2022:

- Review park providers' project submissions and finalizing agreements to disburse bond funds
- Convene the region's 27 park providers to share lessons learned around meeting the bond criteria including tribal government engagement

NATURE IN NEIGHBORHOODS CAPITAL GRANTS

\$40 million to community groups, non-profits and local governments for projects that “re-green” or “re-nature” neighborhoods, <https://www.oregonmetro.gov/tools-partners/grants-and-resources/nature-grants>

Program description: The Nature in Neighborhoods capital grants program provides up to \$40 million for grants supporting projects that protect and improve water quality and fish and wildlife habitat, support climate resilience and increase people’s experience of nature at the community scale. This program also includes the Nature in Neighborhoods Capital Grants Pilot, which will use a participatory budgeting process and recommend up to \$4 million in grant funding to Metro Council to invest in projects selected by the community and benefit BIPOC and other historically marginalized communities.

Key bond refinement activities completed in 2021:

- Designed framework for capital grants pilot in partnership with Participatory Budgeting Oregon
- Recruited and convened a committee of community members to help design the capital grants pilot program and began meeting in January 2022

Key implementation activities in 2022:

- Launch and support the committee to help design the solicitation for up to \$4 million in grant funding through the capital grants pilot program
- Work with committee to develop a guidebook to launch the solicitation of project ideas in summer 2022.
- Begin to develop the guidebook for the Nature in Neighborhoods grant program for the remainder of the program funds to launch in 2023

WALKING AND BIKING TRAILS

\$40 million for building out the regional trails network, oregonmetro.gov/regional-trails-and-greenways-system

Program description: This program provides \$40 million to plan and build out trails that close gaps in the regional trails system via \$10 million for acquisition from willing sellers and roughly \$20 million for competitive grants to local governments to plan, design and build regional trails.

Key bond refinement activities completed in 2021:

- Compiled local knowledge and priorities for 39 regional trails listed in the bond measure from park providers, trail advocates and community members
- [Developed a tool to prioritize gaps](#) in the regional trail network for acquisition and refined it using feedback from partners and community members
- Led focused community engagement with BIPOC to revise and influence how factors were weighted in the trail prioritization tool according to relative priorities as expressed by the engagement participants. [Read the summary report here.](#)
- Developed a draft refinement plan that articulates a road map for trail acquisition priorities across 39 regional trails for Council approval in spring 2022
- Developed solicitation in fall 2021 for local government grants to plan and build regional trails

Key implementation activities in 2022:

- Finalize a refinement plan that articulates a road map for trail acquisition priorities across 39 regional trails for Council approval in spring 2022
- Purchase land through the willing seller program where Metro and partners will one day build regional trails
- [Solicit and review applications from local jurisdictions for trail grants](#), with grant awards expected to be made by the Metro Council in fall 2022.

TAKE CARE OF METRO PARKS

\$98 million for safety and accessibility improvements at Metro parks and facilities across the region

Program description: Metro's regional parks, boat launches and cemeteries areas welcome nearly 2.5 million visitors a year to enjoy nature, exercise and cultural gatherings. The take care of Metro parks program funding is a promise to take care of Metro's existing sites by addressing capital maintenance, repair and improvement needs at Metro facilities and completing nature parks with adopted master plans.

Key bond refinement activities in 2021:

- Opened two new nature parks: [Newell Creek Canyon](#) in Oregon City and [Chehalem Ridge](#) south of Forest Grove
- Worked to advance health and safety improvements at Metro's sites like [Blue Lake Regional Park](#) and addressed barriers to meet or exceed Americans with Disabilities Act barriers
- Dedicated \$4 million to Lone Fir Cemetery's cultural heritage and memorial garden, also known as Block 14, to honor Chinese immigrants and patients from the Oregon Hospital for the Insane

Key implementation activities in 2022:

- Complete a municipal water supply connection to Blue Lake Park and plan for the next phase of maintenance facility and utility improvements. Begin community engagement for Blue Lake Park renovation planning and design.
- Installation of a generator at the Oxbow Welcome Center and completion of maintenance area improvements as part of the Phase 2 of the welcome center and initiate assessment of Oxbow's potable water system for repair.
- Continue to work with community members to advance a vision and design for a cultural heritage garden at Lone Fir cemetery honoring Chinese immigrants and patients from the Oregon Hospital for the Insane
- Continue to plan and prioritize bond funded projects to improve access that meet or exceed ADA standards at Metro parks and facilities across the region

LARGE-SCALE COMMUNITY VISIONS

\$50 million for green investments in regional transformative projects

Program description: The Metro Council created the large scale community visions program to fund regionally significant catalytic investments that re-green communities and connect parks and nature with other community assets such as transportation and affordable housing. \$20 million is set aside for the Willamette Falls Legacy Project.

Key bond refinement activities completed in 2021:

- Develop program criteria in alignment with what's already in the bond measure and additional considerations to ensure projects selected through this program match the policy direction set by the Metro Council

Key implementation activities in 2022

- Work with the Metro Council to finalize more detailed program parameters and guidance by spring 2022.

3. BOND FINANCIAL REPORTING

The committee will regularly review financial reports for the limited remaining money from the 2006 natural areas bond, capital investments from the parks and nature levy, and the 2019 parks and nature bond. Financial data is tracked by Metro's fiscal year, which goes from July 1 through June 30.

Metro issued the first round of bonds on April 21 2020. So far, Metro has issued \$200 million in bonds for the start of this 10-year program and has been able to take advantage of historically low interest rates and earn a return while preparing to spend in the form of a bond premium.

As of December 2021, Metro has spent \$18.3 million of bond proceeds available. Here is how spending breaks down by program area. More details about bond spending by program area can be found in the appendix.

- Protect and restore land (including acquisitions): \$5.3 million
- Taking care of Metro parks: \$5.1 million
- Local share: \$2.9 million
- Capital grants: \$337k
- Walking and biking trails: \$374k
- Large-scale community visions: \$43k

The focus on bond refinement for six new program areas over the last year has meant that bond spending overall appears low. Additionally, there are many administrative costs Metro

has had to incur to shape the programs. With little capital investment spent to date, the current administrative rate appears quite high. The current administrative costs are \$4.17 million, representing 23 percent over the life of the bond.

As with other voter investments, administrative expenses tend to be highest in the first few years as new programs are being built. Once the programs are up and running, the administrative expenses decrease significantly, before a small uptick in the last few years of the life of the bond measure. We fully expect administrative expenses with the 2019 parks and nature bond measure to do the same. The 2006 natural areas bond measure's administrative cost was under 10 percent and we expect the 2019 parks and nature bond measure to be close to that over the life of this bond measure.

Here are some of the specific projects and programs we've invested from 2020 to December 2021. Note: some of these projects have received funding from several funding sources including the 2006 Natural Areas Bond, 2019 Parks and Nature Bond, and the local-option levy:

- Acquisition to protect key parcels from the Sandy River Gorge on the east to the Dairy McKay Creeks on the west totaling \$ 2,699,500. Most recently, Metro acquired two properties totaling 169 acres. Out at Killin Wetlands Nature Park, near Banks in Washington County, 52 acres were added to the natural area surrounding the park. And in the East Buttes area right on the Clackamas-Multnomah county line, 117 acres connect to the Sunshine Butte Natural Area. The property includes a hilltop where several small streams begin their way down to Johnson Creek.
- Local share funds for Gresham's acquisition of the Shaull property: \$2.5 million.
- Chehalem Ridge Nature Park, \$5.3 million: Chehalem Ridge Nature Park is just south of Hillsboro and is Metro's biggest park west of the Willamette River. The park has 10 miles of trails for hiking, biking and horseback riding.
- Newell Creek Canyon Nature Park, \$2.9 million: Newell Creek Canyon Nature Park, which is in the heart of Oregon City also opened in 2021. Newell Creek Canyon has 2.5 miles of hiking and walking trails and 2 miles of dedicated mountain biking trails.
- Blue Lake Regional Park utilities and facilities improvements, \$337k: The money we've spent at Blue Lake is only the start of improvements and renovations at this beloved park. The work so far has focused on connecting the park's water system to the City of Fairview. In December 2021, staff put out a request for proposals on a contract to demolish and replace several buildings at the park, which will set us up for additional park improvements that community members will help identify.
- Oxbow Regional Park health and safety improvements, \$296k: The biggest project so far at Oxbow is the replacement of a sanitation system.

COBID spending

Metro tracks the percentage of bond spending with minority owned, women owned and emerging small businesses that are certified with [Oregon's Certification Office for Business Inclusion and Diversity \(COBID\)](#). In addition, Metro tracks the spending percentage with each type of COBID certification minority owned, women owned and emerging small businesses, service-disabled veteran-owned).

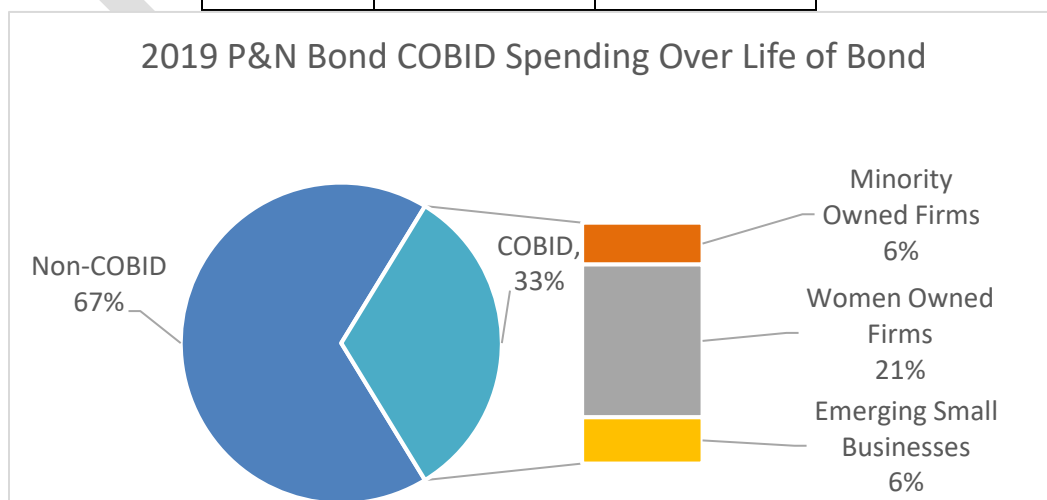
Metro's participation reporting method removes work that cannot reasonably be performed by a COBID-certified firms from the participation rate calculation. Metro excludes the following types of contracts and payments from the calculation:

- Services provided by another public agency that do not compete with the private sector
- Services for which there is a single or limited group of businesses, none of which are COBID-certified
- Services mandated by Oregon Law (Oregon Revised Statutes) to be provided by qualified rehabilitation facilities

Metro continues to identify, implement and evaluate strategies to increase the participation of COBID contractors for bond funded contracts in alignment with agency-wide priorities and protocol. In addition, staff will continue to explore ways for Metro and Parks and Nature to analyze and understand the COBID participation figures on a more granular basis including racial and other identity groups. Currently Metro may not have the tools to do so, but could learn from other agencies are doing.

Parks and nature bond COBID participation percentages from fiscal year 2019-20 to December 2021

Fiscal Year	2006 bond	2019 bond
FY20	32%	1%
FY21	14%	29%



2006 natural areas bond measure

Metro sold the remaining 2006 bonds in spring 2018. Remaining funds from the 2006 bond measure are close to being spent or are dedicated to upcoming projects or acquisitions. Staff will continue to provide the 2006 Natural Areas bond spending report to the oversight committee until funds are completely spent. . The latest 2006 natural areas bond spending report can be found in the appendix.

Local-option levy

Metro's parks and nature local-option levy protects clean water, restores fish and wildlife habitat at natural areas across the region and connects people with nature across 17,000 acres of parks, trails and natural areas through investments in capital projects and programs. The Natural Areas Oversight Committee will review any capital investments supported by the levy. In the last calendar year, the levy did not fund any capital investments, but in future years, the committee can expect to review levy-funded capital projects at Metro's parks, trails and natural areas.

APPENDIX

BOND MEASURE PROGRAM CRITERIA

Community engagement and racial equity criteria

Investments in all program areas must satisfy all of the following community engagement and racial equity criteria:

- Meaningfully engage with communities of color, Indigenous communities, people with low incomes and other historically marginalized communities in planning, development and selection of projects.
- Prioritize projects and needs identified by communities of color, Indigenous communities, low-income and other historically marginalized groups.
- Demonstrate accountability for tracking outcomes and reporting impacts, particularly as they relate to communities of color, Indigenous communities, people with low incomes and other historically marginalized communities.
- Improve the accessibility and inclusiveness of developed parks.
- Include strategies to prevent or mitigate displacement and/or gentrification resulting from bond investments.
- Set aspirational goals for workforce diversity and use of COVID contractors and work to reduce barriers to achieving these goals; demonstrate accountability by tracking outcomes and reporting impacts.

Climate Resilience Criteria

All projects funded by the bond must identify at least one climate resilience criterion that the project will satisfy from among the following:

- Protect, connect and restore habitat to support strong populations of native plants, fish and wildlife that can adapt to a changing climate.
- Protect and restore floodplains, headwaters, streams and wetlands to increase their capacity to handle stormwater to protect vulnerable communities from flooding.
- Increase tree canopy in developed areas to reduce heat island effects.
- Use low-impact development practices and green infrastructure in project design and development.
- Invest in segments of the regional trail system to expand active transportation opportunities for commuting, recreation and other travel.

GLOSSARY

BIPOC: Abbreviation for Black, Indigenous, and people of color

COBID: [Oregon's Certification Office for Business Inclusion and Diversity](#). The primary goal of certification is to level the playing field by providing certified firms a fair opportunity to compete for government contracts regardless of owner ethnicity, gender, disability or firm size.

Construction Career Pathways: Regional effort of public agencies teaming up with stakeholders from private industry, apprenticeship programs, unions and community-based organizations to provide reliable career pathways for women and Black, Indigenous, and people of color in the construction trades.

Refinement plans: Formal publically adopted road maps outlining strategies for land acquisition that reflect Council direction, community input and give Metro staff the guidance to protect habitat and land for future trails.

Bond refinement: The work to turn the 2019 parks and nature bond measure language into programs ready to invest in parks, trails and natural areas across the region.

BOND REFINEMENT COMMUNITY ENGAGEMENT SUMMARY, FEBRUARY 2022

Does not include Metro Council or tribal government engagement

Introduction

In November 2019, voters in greater Portland approved a \$475 million bond measure to further protect clean water, restore fish and wildlife habitat and provide opportunities for people to connect with nature close to home.

Much of the work to turn the parks and nature bond into programs ready to invest in our region's parks, trails and natural areas is on track to be complete by spring 2022. The investments from the 2019 bond measure will continue to strengthen our unique system with nature at its heart. The local share program is ready to make investments in parks, trails and natural areas in communities across the region, health and safety updates and renovation projects are underway at Blue Lake and Oxbow regional parks, and an application process is open for up to \$20 million in grants for local governments to plan and construct regional trails.

With this bond measure, the voters of the region asked us to do our work differently. That has meant listening and learning about the needs and priorities of communities who haven't benefitted equitably from previous investments. Over the last year, communities across the region have participated in meaningful engagement that staff have designed to meet the following core values:

- Center BIPOC communities in development of bond programs and prioritization of bond investments
- Increase transparency of and access to bond decision-making
- Increase access to engagement opportunities

The feedback collected in the last year from community members and partners has helped shape bond programs that protect clean water, restore fish and wildlife habitat and provide access to nature. In addition, the feedback captured will be instrumental in informing work across the parks and nature portfolio from community grants to restoration work.

Initial reflections from engagement planning and execution

- Setting clear expectations about what participants can influence, and acknowledging feedback even if it's outside the scope of the topic at hand increases transparency and can build trust
- Capturing and reporting back on feedback through follow up sessions with the same stakeholders can create stronger relationships with partners and increase interest in participation. Many community members participated in multiple engagement activities across bond programs from 2021-2022.

- Organizing focused events tailored to specific audiences can help build more meaningful and productive engagements

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ENGAGEMENT ACTIVITIES BY PROGRAM AREA THROUGH JANUARY 2022

Bond program	Goals for engagement during refinement	Engagement work complete to date	How engagement has shaped the bond programs and parks and nature
Protect and restore land <i>(engaged conservation partners, park providers, urban Indigenous community, tribal governments, BIPOC community members, people with disabilities)</i>	<p>Community and partner review of acquisition strategies for each of the 24 target areas before Metro Council approval</p> <p>Nurture authentic partnership with urban Indigenous community cohort throughout the refinement process</p> <p>Continue to work with conservation partners on information collection</p> <p>Include goals and priorities from BIPOC communities into refinement plans</p>	<ul style="list-style-type: none"> 100 community members and partners participated across three engagement sessions to review acquisition strategies in winter 2022 At least six meetings with urban Indigenous community on data and format for ecological assessments of 24 target areas Hosted 6 affinity group roundtables for BIPOC and people with disabilities in fall 2021 (with over 100 participants) and 2 follow up sessions in winter 2022 (with 60 participants) Interviews with 129 individuals representing 59 organizations including park providers and watershed councils Two information sessions with over 70 participants in fall 2021 	<ul style="list-style-type: none"> Data collected to understand each of the 24 target areas in the bond measure expanded to include stream daylighting/inline pond removal, pollution/toxins/water quality data, among others Acquisition strategies for the 24 target areas reflect information and local knowledge shared from partners and community members Environmental justice analysis that reflects the priorities of BIPOC and people with disabilities provided additional context to target area refinement plans

<p>Local share</p> <p><i>(engaged the region's 27 park providers)</i></p>	<p>Ensure program materials reflect needs and concerns raised by park providers</p> <p>Support park providers in identifying project priorities that meet bond criteria</p> <p>Build spaces for collaboration between Metro and park providers</p>	<ul style="list-style-type: none"> • Development of local share program materials • Hosted 6 roundtables for staff from region's park providers • Bond updates at 7 quarterly park directors meetings • At least one meeting with most of the 27 park providers across the region around project priorities 	<ul style="list-style-type: none"> • Local share projects submitted and more on the way • Lessons learned around strategies to meet bond criteria help shape park providers' local share project identification processes • Increased connections across park providers
<p>Walking and biking trails</p> <p><i>(engaged with the region's park providers, trail advocates and BIPOC community members)</i></p>	<p>Build relationships with BIPOC community members around needs and priorities for regional trails</p> <p>Ensure that up to \$20 million for grant program to plan and build regional trails has a solicitation process that reflects partner input</p>	<ul style="list-style-type: none"> • Two focused community sessions with over 100 BIPOC community members to provide input on what factors are most important for trail projects and 88 participants responded to a follow up survey • Five open houses in fall 2021 with 100 participants across the sessions to share information and collect feedback about priorities for trail acquisition • 127 individuals responded to a survey to collect feedback on draft priorities for trail acquisition 	<ul style="list-style-type: none"> • Tool to help prioritize trail gap acquisitions weights factors according to the relative priorities expressed by BIPOC • Prioritization tool was refined with additional feedback from park providers, trail advocates and the general community • Final prioritization of hundreds of trail segments will reflect priorities and feedback from community

		<ul style="list-style-type: none"> • Meetings with each 27 park providers and local jurisdictions about priorities for regional trails • Performance evaluation work group with park provider staff and community members to help shape a grant solicitation for trail projects in fall 2021 • Two information sessions with over 70 participants in fall 2021 	
Capital grants <i>(engaging with pilot committee)</i>	<p>Test participatory budgeting principles through development of pilot to allocate \$4 million to community projects selected through a community process and vote</p> <p>Recruit a capital grants pilot design and review committee that reflects the diversity of the region and the requirements laid out in the bond measure</p>	<ul style="list-style-type: none"> • 2 info sessions on committee recruitment in fall 2021 • Partnering with community organizations and individuals to spread the word about the committee recruitment • 44 completed applications received of which 7 were selected to serve on the committee • Convene review panel of Metro staff and community members to evaluate applications received 	<ul style="list-style-type: none"> • Initial capital grants pilot design and review committee established as a result of recommendation from review panel • Capital grants pilot design and review committee will shape pilot guidebook and idea generating sessions, which will determine path for community project
Take care of Metro parks	<p>Advance safety, health and accessibility projects that reflect feedback from community during bond</p>	<ul style="list-style-type: none"> • Reviewed and analyzed feedback during bond development • Planning to convene a BIPOC partner cohort to help shape the renovation planning at Blue Lake Park 	

	<p>development to “take care of what we have”</p> <p>Ensure that major projects at specific Metro sites like Blue Lake and Oxbow regional parks are shaped by community members</p>	<ul style="list-style-type: none"> • Partnership with Lone Fir Foundation around the project scope and planning for engagement with new partners including the Oregon Chinese Consolidated Benevolent Association, the Mental Health Association of Portland, the Chinese American Citizens Alliance, the Buckman Neighborhood Association, Friends of Lone Fir, the Oregon Chinese Coalition and the Portland Chinatown History Foundation through the process. • on work to advance a concept for the cultural heritage garden at Block 14 	
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2019 BOND SPENDING DETAIL AS OF DECEMBER 31, 2021, BY PROGRAM AREA

	FY20	FY21	FY22 YTD	Total Spend	Percent of All 2019 Bond Spend
Protect/Restore					
Total	128,960	1,870,959	3,348,060	5,347,979	29.27%
Take Care of Metro Parks					
Total	230,744	3,693,245	1,207,295	5,131,284	28.08%
Local Share					
Total	29,397	216,142	2,621,373	2,866,912	15.69%
Grants					
Total	12,847	186,475	137,348	336,670	1.84%
Trails					
Total	12,314	244,096	117,799	374,209	2.05%
Community Visions					
Total	-	3,480	39,387	42,867	0.23%
Total Program Spend	414,262	6,214,397	7,471,262	14,099,921	77.16%
Admin					
Total	812,528	1,573,851	1,787,762	4,174,141	22.84%
Total Bond Spend	1,226,790	7,788,248	9,259,024	18,274,062	
Administrative Spending as a % of Total Bond Spend	66.23%	20.21%	19.31%		22.84%

**2006 BOND SPENDING DETAIL AS OF DECEMBER 31 2021,
BY PROGRAM AREA**

	FY07 through FY21	FY22 YTD	Total Spend	Percent of All 2006 Bond Spend
Land Acquisition, Due Diligence and Stabilization				
Total	156,432,555	278,152	156,710,707	56.97%
Local Share				
Total	43,751,359	(2,716)	43,748,643	15.90%
Capital Grants				
Total	16,371,476	(212)	16,371,264	5.95%
Construction				
Total	31,191,964	118,414	31,310,378	11.38%
Total Program	247,747,354	393,638	248,140,992	90.20%
Admin				
Total	26,492,684	460,842	26,953,526	9.80%
Total Bond	274,240,038	854,480	275,094,518	
Administrative Spending as a % of Total Bond Spend	9.66%	53.93%		9.80%

ACQUISITIONS

Related Site	Target Area	Price	Close Date	Acres	County	Highlights
Kingfisher Natural Area (S 04.08)	Sandy River	\$350,000	9/8/2020	86.76	Multnomah	Purchase of this 86-acre property protects highly productive native fish habitat on both sides of Trout Creek, a tributary to the Sandy River, and expands the size of the Kingfisher Natural area to almost 127 acres. The property is part of an important corridor for Roosevelt elk which move through the very large tract of public ownership which extends for several miles up the Sandy River. This acquisition also protects wetlands, riparian areas, and is known to contain culturally important native plants.
Gabbert Butte Natural Area (S 02.07)	East Buttes	\$340,000	12/8/2020	8.59	Multnomah	This property contains significant forested habitat, and purchase of this property closes an important gap in public ownership along Butler Ridge, which will benefit species that require larger protected habitat patches. The property also contains 815 feet of Heiney Creek, a seasonal tributary of Johnson Creek, and protection will contribute to improved water quality.

West Council Creek (S 07.03)	Dairy and McKay Creeks	\$9,000	2/10/2021	5.21	Washington	Purchase of this property closes a gap and connects East and West Council Creek Natural Areas, creating a connected habitat corridor along Council Creek that is 54 acres in size. This property also contains 850 feet of both banks of Council Creek, a significant tributary of Dairy Creek, and protects important riparian and wetland habitat within the target area which will contribute to improved water quality in the Tualatin River.
Killin Wetlands Nature Park (S 56.01)	Killin Wetlands	\$465,000	11/24/2021	52.28	Washington	The acquisition of this 52 acre property protects a critical portion of Killin Wetlands, one of the Willamette Valley's largest remaining peat soil wetlands, and adds to Metro's existing 590-acre natural area. Acquiring this property protects scrub-shrub and open water wetlands as well as upland habitat that support a variety of native species including waterfowl and water birds, raptors, resident and migratory songbirds, land and amphibious mammals such as American beaver and river otter, and amphibians and reptiles such as Western pond turtle. Upland areas of the property that were farmed provide opportunities to restore upland prairie and oak savanna in the future.

Sunshine Butte (S 02.09)	East Buttes	\$1,422,000	12/9/2021	117.09	Clackamas	The purchase of this 117 acre parcel on Sunshine Butte immediately south of Gresham protects the uppermost headwaters of Sunshine Creek and Hogan Creek as well as multiple smaller tributaries. The property is immediately adjacent to the 85-acre Sunshine Butte Natural Area and more than doubles its size to over 202 acres. This property aligns with goals for the East Buttes target area by further protecting remaining undeveloped wooded slopes of extinct lava domes, water quality and connecting natural areas for wildlife habitat and corridors.
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2019 Parks and Nature bond

In November 2019, voters in greater Portland approved a \$475 million bond measure to further protect clean water, restore fish and wildlife habitat and provide opportunities for people to connect with nature close to home. The bond measure provides funding across six program areas:

- *Protect and restore land, \$155 million*
- *Local parks and nature projects, \$92 million*
- *Nature in Neighborhoods capital grants, \$40 million*
- *Metro parks improvements, \$98 million*
- *Walking and biking trails, \$40 million*
- *Large-scale community visions, \$50 million*

Natural Areas and Capital Program Performance Oversight Committee

The Natural Areas and Capital Program Performance Oversight Committee provides independent oversight of the 2019 parks and nature bond, the remainder of the 2006 natural areas bond, and capital investments from Metro's parks and nature five-year local option levy. This includes review of how bond implementation activities meet the direction in the bond measure, program finances and reporting directly to the Metro Council. More information about the committee's work to date can be [found here](#).

Turning the bond expectations into actions

Bond refinement – the work to turn the 2019 parks and nature bond into programs ready to invest in the region's parks, trails and natural areas – is mostly complete. Programs are now implementing refinement plans to strengthen our unique system that has nature at its heart. They are doing this through programs that protect clean water, restore fish and wildlife habitat and provide access to nature for communities across the region.

Key accomplishments to date

With this bond measure, the voters of the region asked Metro to do our work differently.



At the core of this bond measure is racial equity, meaningful community engagement and work to make the region more resilient to climate change. Over the last year, staff have worked to facilitate meaningful [engagement activities](#) that encourage deeper involvement in decision-making, representation, accountability and transparency to strengthen relationships and trust with community members and partners across the region. This included:

- Engagement sessions with over 550 community members, park providers, conservation organizations and other partners, including several sessions that focused on BIPOC community members, to help shape bond programs and confirm priorities for investment.
- Deep partnership with the urban Indigenous community to help identify data and shape priorities for the bond's land acquisition work.
- Listening to BIPOC and people with disabilities about how environmental inequities affect their lives and experiences of nature and applying these findings to provide additional context when making land acquisition recommendations to the Metro Council.

- Engaging with BIPOC community members to provide guidance on how future trail investments across the region should be prioritized based on which factors were most important to them.
- A capital grants pilot that seeks to provide community members have a direct say in selecting a priority project in their community.

During this period of extensive engagement, the bond also helped support significant investments in parks, trails and natural areas across the region. As of December 2021, Metro has spent \$18.3 million of the \$200 million in current bond proceeds available. Now that the programs are up and running, staff expects bond spending to ramp up significantly.

A few key highlights include:

- Acquired multiple parcels of land from the Sandy River Gorge on the east to the Dairy McKay Creeks bordering Hillsboro. Recent purchases include a 52-acre property at Killin Wetlands Nature Park, near Banks in Washington County, and a 117-acre parcel in the East Buttes area right on the Clackamas–Multnomah county line and a complete list of acquisitions since 2020 can be [found here](#).
- Local share funds supported the City of Gresham’s acquisition of nearly eight acres of woods and wetlands next to Southwest Community Park in a neighborhood a few blocks northeast of Powell Boulevard and 182nd Avenue, one of Oregon’s most diverse areas.

Summary of primary findings from the Natural Areas Oversight Committee

- The committee finds that staff have conducted the work related to the primary components of the bond reviewed by the committee – bond finance, land acquisition and community engagement – in a transparent and accountable way. The full staff report to the committee can be [found here](#).
- The committee recommends the creation of accessible publically available summaries as part of regular reporting by Metro staff and the committee.
- The committee is committed to ensuring racial equity is prioritized across the entirety of the bond portfolio and emphasizes the importance of clearly articulating how bond investments are advancing toward these outcomes. In addition, the committee emphasizes the importance of identifying opportunities for bond investments to address areas of the region with limited access to parks and natural areas.
- The committee believes the work to engage community members in bond implementation activities is essential to building programs and projects that truly reflect community priorities and need. The committee appreciates staff work on community engagement to date and has encouraged staff to continue engaging directly with community members as the bond work advances.
- Both Metro staff and the committee are focused on the bond administrative spending and watching the rate go down as bond funded investments in parks, trails and natural areas ramp up in 2022. The committee will work with Metro staff to review regular updates on bond spending, including identifying more impactful ways to measure, track and anticipate the bond administrative spending over this year and beyond.
- Helped open Chehalem Ridge Nature Park just south of Hillsboro, which is Metro’s biggest park west of the Willamette River and has 10 miles of trails for hiking, biking and horseback riding.
- Helped open Newell Creek Canyon Nature Park, which is in the heart of Oregon City and has 2.5 miles of hiking and walking trails and 2 miles of dedicated mountain biking trails.