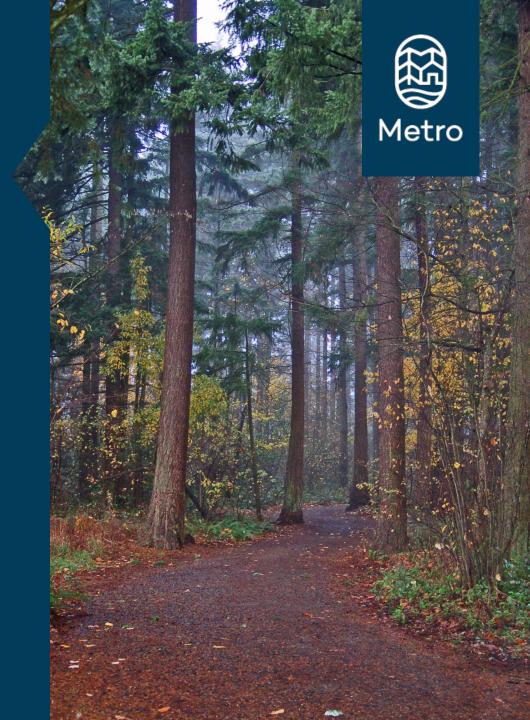
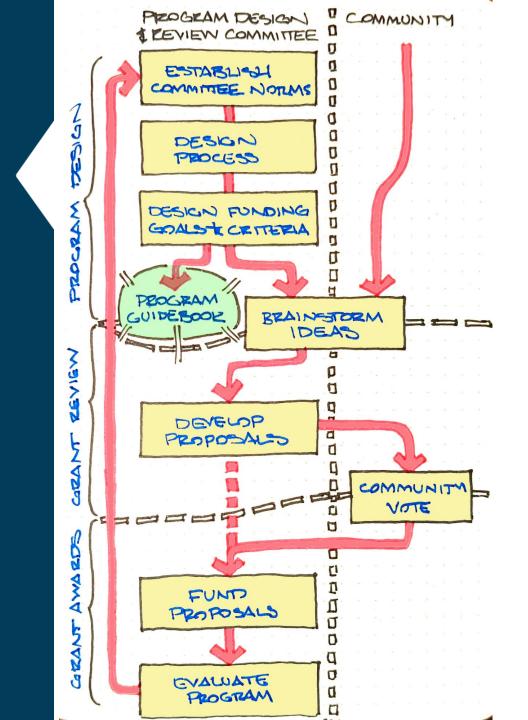


Nature in Neighborhoods Capital Grants Pilot April 2022 Nature in Neighborhoods Capital Grants

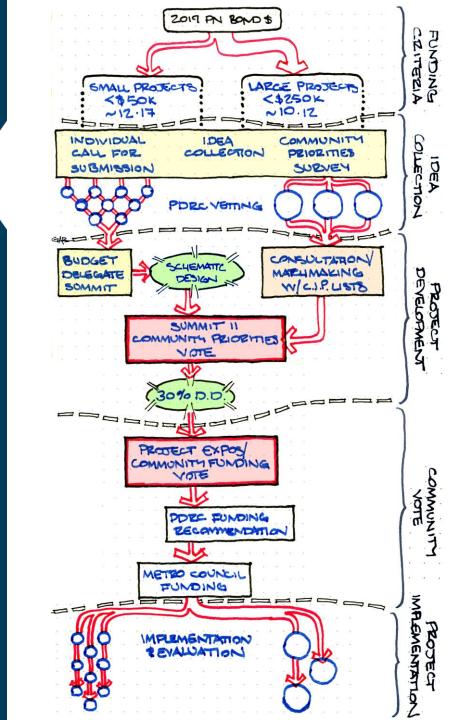
Implementation and Project Development Framework



## Design process →

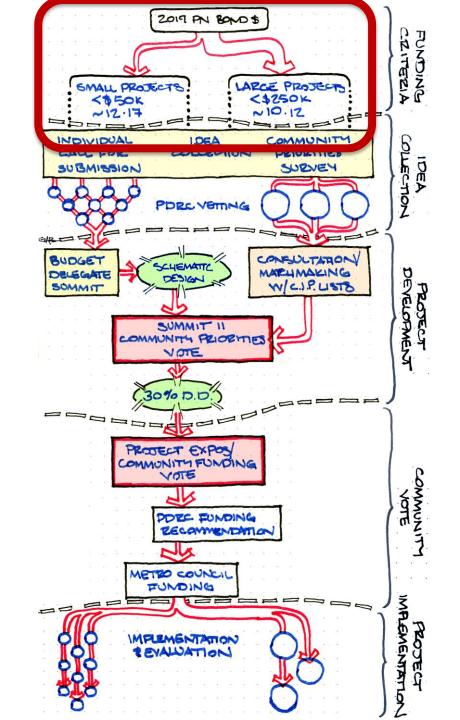


# Implementation and Project Development Framework



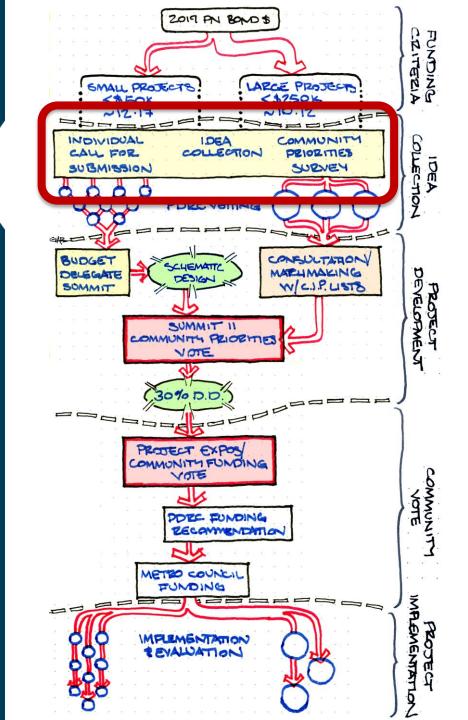
## Multiple Streams for Multiple Pots

- Project Development streams are matched to the unique requirements of each funding pot
- While each stream will have similar attributes (multiple votes, multiple forums for engagement and development with community members), each is tailored to make efficient use of community and staff capacity.



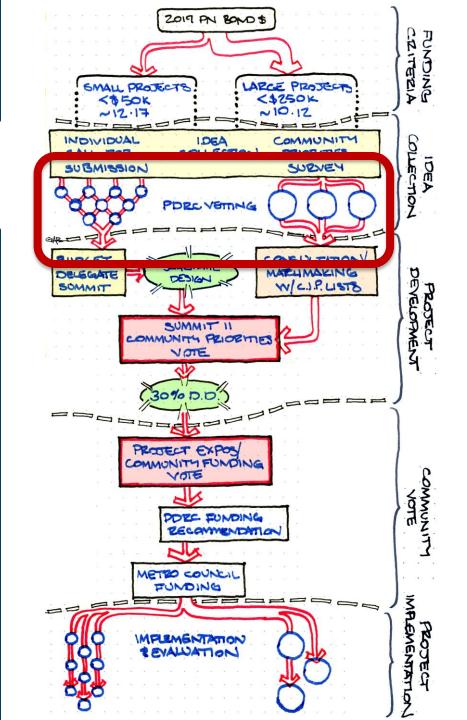
### **Idea Collection**

- Small projects concepts/ideas are submitted by community members and communitybased org's
- Community priorities survey identifies community needs and desires for large projects in their neighborhoods



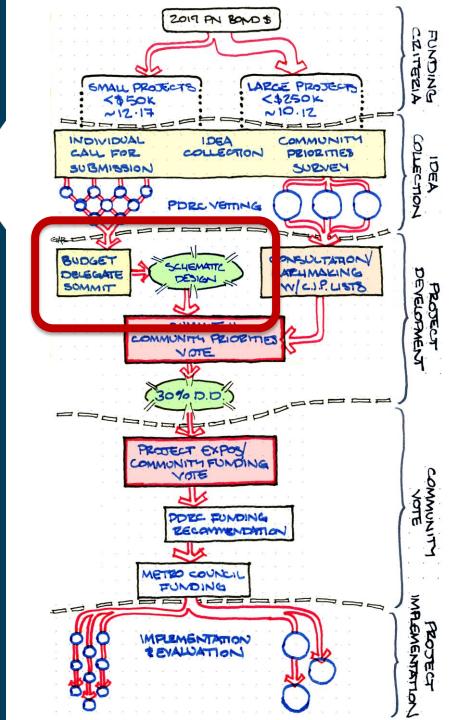
## Vetting

- Small projects: Program Design and Review Committee reviews projects for feasibility and adherence to Bond and program criteria
- Large projects: Program Design and Review Committee reviews Community Priorities Survey to identify stated needs and desires that match Bond and program criteria



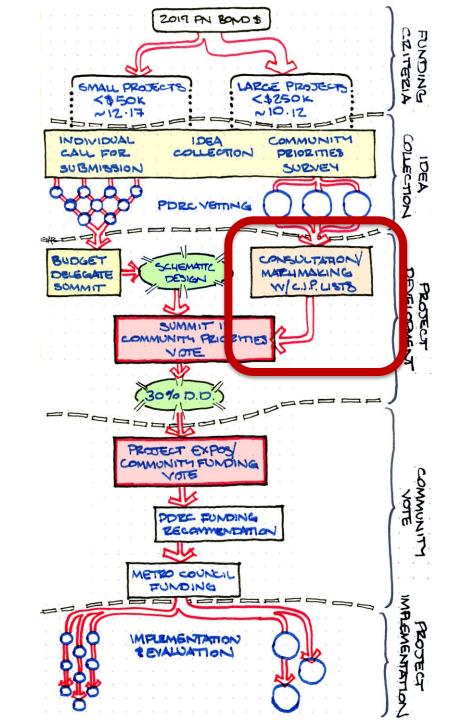
# **Small Projects:** The Budget Delegate Summit & Schematic Design

- Budget Delegate Summit:
   community design charette
   where idea submitters, subject
   area experts, implementer and
   Metro staff build out project
   ideas
- Schematic Design: subject area experts, implementer and Metro staff then develop ideas to present to the community



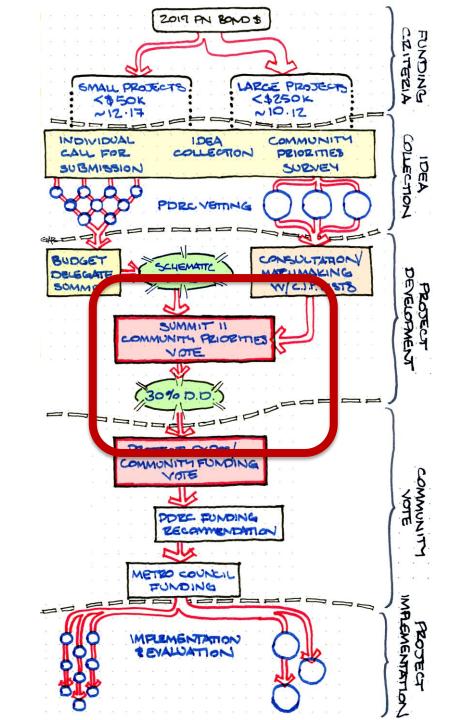
## Large Projects: Matchmaking

- Program Design and Review
   Committee takes summary of
   Community Priorities Survey to
   potential implementers
- Potential implementers identify projects from their community investment plans that match the needs and desires collected
- The Committee works with implementers to align projects with program goals



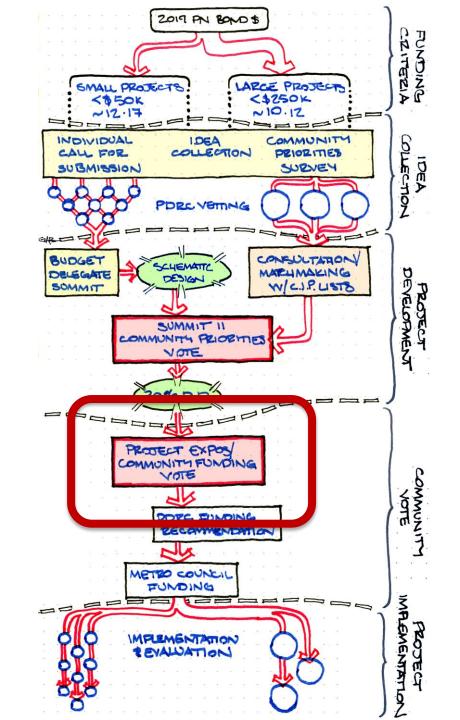
# Community Priorities Vote and Design Development

- Community Priorities Vote identifies pool of potential projects to be further developed
- Implementer staff develops projects in preparation for final Community Vote ballot (could be another opportunity for engagement/design charette)
  - Small projects: ~80% Design
  - Large projects: ~30% Design



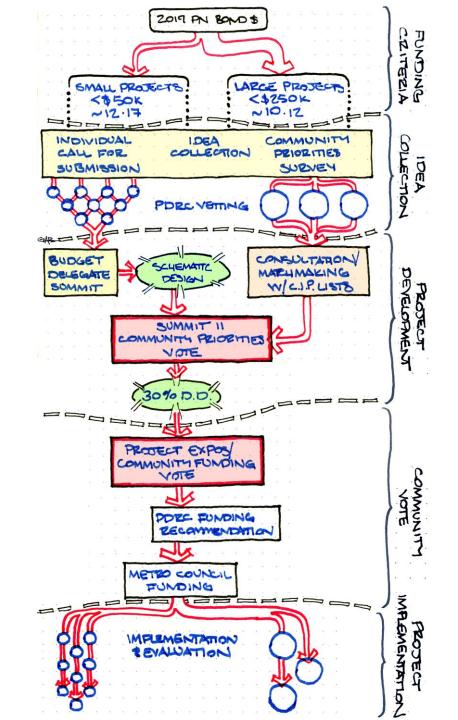
## **Project Expos and the Community Vote**

- Once projects are developed enough for grant application and Community Vote, presentations are prepared and project expos organized
- Projects are placed on a Community Vote ballot by project type or budget
- The People Vote!



### The Committee's Role

- Approve or modify framework
- Align individual framework components with goals and criteria
- Establish procedures to maximize community engagement and ownership of project development process



## oregonmetro.gov



#### Memo



Date: Tuesday, April 19, 2022

To: Nature in Neighborhoods Capital Grants Pilot Program Design and Review Committee

From: Nature in Neighborhoods Capital Grants Pilot Staff

Subject: Participatory Process Implementation Model

#### Introduction

#### HOW WE CAME TO THIS MODEL

This model is Metro staff's interpretation of the stated goals and values of the Capital Grants Pilot Program Design and Review Committee (engagement and community ownership, equity, transparency) within a framework that adheres to legal and fiscal constraints, represents project development best practices, and respects the staff capacity and autonomy of local jurisdictions within the Metro region. This model is the result of numerous interviews with other jurisdictions with active participatory budgeting programs, consultation with Metro planning and development staff, and consideration by Metro leadership and community engagement specialists. We hope that it represents the best intentions of the Committee while respecting the unique challenges of participatory budgeting programs and Metro's relationship with other local jurisdictions and their communities.

#### WHY IT'S CONSTRUCTED THE WAY IT IS

Beginning with a recognition that all participatory budgeting programs are unique and adapt to the particular contours of their local administrative and political structures, this model follows the common participatory budgeting model of Idea Collection  $\rightarrow$  Project Development  $\rightarrow$  Community Vote. In interviews with other jurisdictional practitioners, one of the common challenges with this model is limited staff capacity and budget delegate volunteer attrition. To combat this, we've made two principal adaptations:

- 1) A Budget Delegate Summit will be a community event to both collect ideas in person and allow idea submitters and organizations to develop ideas to a schematic level (with a defined scope, budget, and plan) with the aid of Metro staff, subject area experts, and jurisdictional staff. This makes more efficient use of limited staff capacity as well as providing a forum for community members to submit, discuss, and develop their ideas with their neighbors.
- 2) A multi-vote process allows the community to weigh in early on their preferences, generate additional excitement for the program, and reduce the burden on jurisdictional staff and community members to develop projects unlikely to be funded by the Community Vote. The first vote would establish the community's preferred projects for further development, while the second would recommend final funding after further development.

#### THE COMMITTEE'S ROLE

This model as presented here represents a starting point for your discussion, not a final decision. Once you have decided if this framework meets stated goals and values, Metro can secure funding for the project development process. Once a framework is approved, the Committee and Metro staff will work through the model, defining the character and priorities of each component of the process to best meet the needs of the community and the established criteria for engagement, equity, and climate resilience.

#### Reflective Questions, from Metro's Racial Equity Framework

As you, the Program Design and Review Committee, review the framework presented here, and particularly as we prepare to address the questions and considerations that will inform the final program design and implementation, we would like to present a few reflective questions to bear in mind and inform your decision-making process. These questions are derived from Metro's Racial Equity Framework, a tool designed to "help ensure that a racial equity analysis is applied when decisions about Metro's budget and public services are being made." As this program has racial equity and inclusion as a core principle, we think these questions are a helpful and important prompt.

#### ON GOALS AND OUTCOMES

- How does this decision advance racial equity?
- What are the racial equity outcomes that will be affected by this decision?
- Does this decision reflect our racial equity principles?

#### ON BENEFITS AND BURDENS

- Who will benefit from this decision?
- Who will be burdened by this decision?
- What racial inequities are being produced or perpetuated by this decision?

#### ON RESOURCES AND PARTNERS

- What resources are needed for this decision to be successful?
- What other decisions, practices, or processes are necessary to ensure success?
- What partnerships are needed to ensure success?

<sup>&</sup>lt;sup>1</sup> Metro Racial Equity Framework, 2021, p. 1.

#### **Model summary**

#### **MULTIPLE FUNDING STREAMS**

Multiple funding pots, likely divided between small and large projects

#### **IDEA COLLECTION**

- a) Small projects concepts/ideas are submitted by community members and community-based org's
- b) Community priorities survey identifies community needs and desires for **large projects** in their neighborhoods

### PROJECT DEVELOPMENT Small Projects

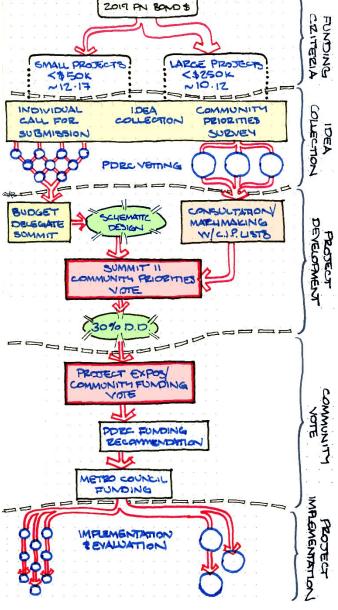
- 1) Program Design and Review Committee vets submitted ideas for potential feasibility (Is it legal? Is it feasible? Is it fair and in keeping w/ Bond and program criteria?)
- Budget Delegate Summits held in program areas connect idea submitters to implementer or planning staff to build back-of-the-envelope project concepts w/ scope & budget outlines
  - Multiple or large community design charette (e.g. subject area like nature play area or pollinator habitat like bee apiary; or all together; or by geography like five Councilor Districts with same five designers with designated project types like pollinator habitat or nature play area)
- Summit-developed concepts are then shaped by implementer and Metro staff to a Schematic Design (scope, budget, location, design).
- Community Priorities Vote held to identify pool of potential projects to be further developed
- 5) Implementer staff develop projects ideas to ~80% Design
  Development for final community vote (grant applications). (This could be a second design charrette.)

#### Large Projects

- 1) Program Design and Review Committee takes summary of community priorities surveys to potential project implementers (matchmaking)
- 2) Potential project implementers identify projects that align with stated community needs and desires
- 3) Community vote held to identify pool of potential projects to be further developed
- 4) Implementer staff develop projects ideas to ~30% Design Development for final community vote (grant applications). (This could be a second design charrette.)

#### **COMMUNITY VOTE**

- 1) Project expos present pool of potential projects for funding
- 2) Community votes on two slates of projects: large and small
- 3) Community vote results are forwarded to Program Design and Review Committee for funding recommendation
- 4) Program Design and Review Committee recommends funding to Metro Council



### Acorns-to-Oaks<sup>2</sup>, or A multi-vote divided stream participatory process for the Capital Grants Pilot

#### **MULTIPLE FUNDING STREAMS**

*Description*: multiple funding pots, likely divided between small and large projects

#### Potential Benefits

- Less competition between small and large projects for limited fund dollars (small projects don't get squeezed out)
- Summit work can focus on small projects, allowing them to be developed further, while large projects can rely on previous development and community engagement
- A distributed mix of small and large projects allows implementation to be staged to maximum effect, i.e., while large projects go through longer approval and construction processes, small projects can be sequenced more quickly, resulting in lots of smaller winning investments punctuated by larger investment achievements

#### Potential Risks

- Duplication of efforts
- Staff time investment for two development processes

#### Important Considerations

- How can it be ensured that both streams adhere to both Bond and program criteria? Ensured that C.I.P.sourced projects also meet engagement, equity, and climate goals?
- How does dividing the funding affect project development processes and interactions (collaboration between communications)

interactions/collaboration between community members and staff/subject area experts?

#### **Questions for the Committee**

- What are the strengths and weaknesses of this approach?
- Does it/could it align with stated Goals and Values?
- What is an appropriate balance between the different streams?
- How are projects divided/classified? Where are the thresholds?

<sup>2019</sup> PN 80MD \$ CZITEZIA FUNDING ARGE PROJE <\$250K ~10.12 INDIVIDUAL COMMUNITY COLLECTION CAU FOR PEIORITIES SUBMISSION SURVEY CONSULTATION BUDGET MARHMAKING DELEGATE WICHP. LISTE SOMMIT SUMMIT II UNITY PRICET 30% D.D PROJECT EXPOS MUNITY FUN DEC FUNDING metro council MALEMENTATION PROJECT MPLEMENTATION

<sup>&</sup>lt;sup>2</sup> Name is informal; for humor use only. See also: Samaras-to-Maples, Cones-to-Conifers.

#### **IDEA COLLECTION**

#### Description

- a) Small projects concepts/ideas are submitted by community members and community-based org's
- b) Community priorities survey identifies community needs and desires for large projects in their neighborhoods

#### Potential Benefits

- Small projects tend to be more fully conceptualized in potential submitters' minds; large projects are harder to articulate succinctly
- Provides a pathway for community-driven projects already on implementer C.I.P. lists to funding

#### Potential Risks

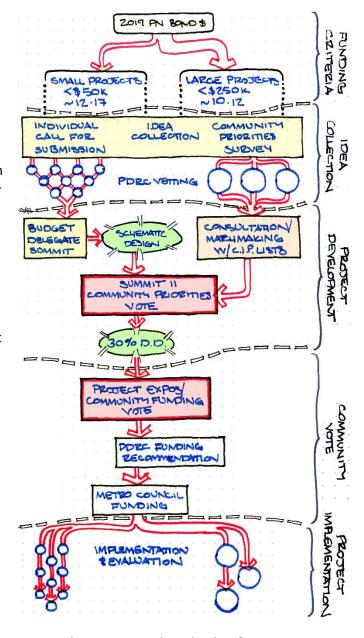
- Differential (real or perceived) levels of communitygeneration of ideas between large and small
- Survey results may not well align with existing project plans
- Survey results or submitted ideas may not accurately reflect broad community interests
- Better-resourced individuals, organizations, or jurisdictions may have advantage in presenting project ideas

#### Important Considerations

 Need to craft surveys to accurately capture community needs and desires

#### **Questions for the Committee**

- What strengths and weaknesses do you foresee with this approach? How could it be improved?
- How can we ensure that surveys are accessible and written to best capture community needs and desires?
- How can we target outreach for idea submission in alignment with program Goals and Values?
- More questions on idea collection are included in the memo and materials previously presented.



#### **PROJECT DEVELOPMENT**

#### Description, Small Projects

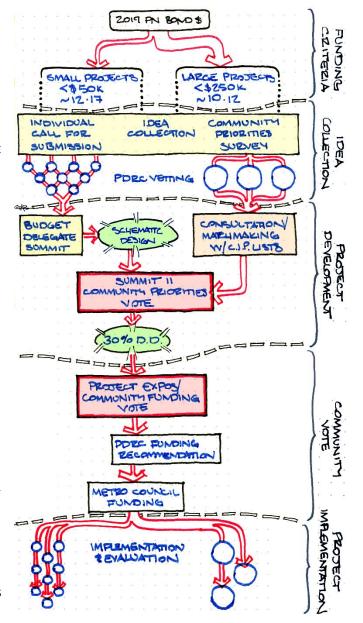
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  - Multiple or large community design charette (e.g. subject area like nature play area or pollinator habitat like bee apiary; or all together; or by geography like five Councilor Districts with same five designers with designated project types like pollinator habitat or nature play area)
- Summit-developed concepts are then shaped by implementer staff to a Schematic Design (scope, budget, location, design).
- Community Priorities Vote held to identify pool of potential projects to be further developed
- 5) Implementer and Metro staff develop projects ideas to ~80% Design Development for final community vote (grant applications). (This could be a second design charrette.)

#### Description, Large Projects

- Program Design and Review Committee takes summary of community priorities surveys to potential project implementers (matchmaking)
- 2) Potential project implementers identify projects that align with stated community needs and desires
- 3) Community vote held to identify pool of potential projects to be further developed
- 4) Implementer staff develop projects ideas to ~30% Design Development for final community vote (grant applications). (This could be a second design charrette.)

#### Potential Benefits

- More community input and excitement
  - Community building
  - O Buzz cool projects excitement like Nature in Neighborhoods integrating habitats design competitions
  - Information sharing across neighborhoods
  - Opportunity for community members to see what goes into project development in your own project –
     and others
  - Non-idea-submitters can also see how projects are developed
  - Opportunity for cross-cultural and cross-project collaboration
  - Opportunity to combine small project ideas into larger projects (a single park bench → park bench program throughout a community)
- Themes or values of the communities by committee like environmental justice make it visceral to see it come together in one room



- More transparent/public development process
- Reduces number of unfeasible projects submitted by 'pre-vetting' ideas publically w/ staff
- More predictable project development costs
- Less burden on staff capacity
- Reduces project development costs for large projects by relying on previous work and C.I.P. lists

#### Potential Risks

- Differential staff capacity among implementers could result in varying quality/completeness/cost of project proposals and project development
- Implementer staff may choose to focus efforts on C.I.P. projects to the neglect of community-submitted projects ideas

#### Important Considerations

- Who can submit ideas/participate in the Summit?
- Where are the Summits held? How many? How are they organized?

#### Questions for the Committee

- What strengths and weaknesses do you foresee with this approach? How could it be improved?
- What challenges could we expect? What are the risks of project development this way (e.g. feasibility, engineers review, land use permit)?
- Project management details and logistics: What would be needed for this summit (e.g. Staff, materials, internet, whiteboards, printers)? Who produces what? Who is accountable/responsible for production?
- How could the Capital Grants Pilot or community identify agencies and/or organizations for project implementers?
  - How does the Capital Grants Pilot foster partnerships between government agencies and community organizations?
  - Could community based organizations help support the PN Bond meaningful community engagement and racial equity goals?
  - o When should the Capital Grants Pilot engage project implementers in the process?
- How should project implementers request funding for the Capital Grants Pilot project development costs?
- How do we ensure projects are developed in alignment with original idea intent while allowing for necessary modification by staff and subject area experts?
- How are projects vetted? By what criteria?

#### **COMMUNITY VOTE**

#### **Description**

- Project expos present pool of potential projects for funding
- 2) Community votes on two slates of projects: large and small
- 3) Community vote results are forwarded to Program Design and Review Committee for funding recommendation
- 4) Program Design and Review Committee recommends funding to Metro Council

#### Potential Benefits

 No competition between small and large projects for limited fund dollars (small projects don't get squeezed out)

#### Potential Risks

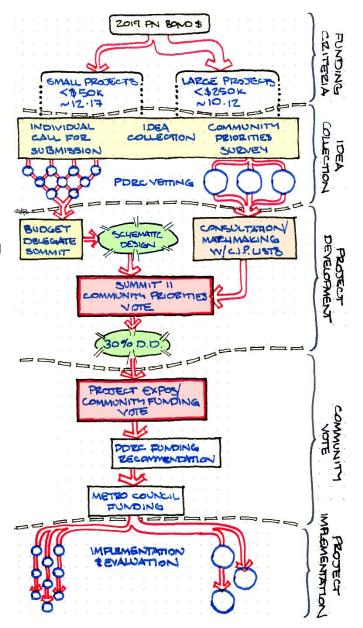
- Online voting presents equity challenges that favor those with more digital access & sophistication
- Tension between making voting as accessible as possible while also ensuring the integrity of vote results

#### Important Considerations

Who votes, and how, during first voting round v.
final? Is it different? Is one more targeted than the
other? E.g., first round of voting is more limited and
more closely engaged with underserved/targeted
communities, while final vote is
Metrowide/geography-wide.

#### Questions for the Committee

- What strengths and weaknesses do you foresee with this approach? How could it be improved?
- More questions community voting are included in the memo and materials previously presented.



### **TENTATIVE TIMELINE**

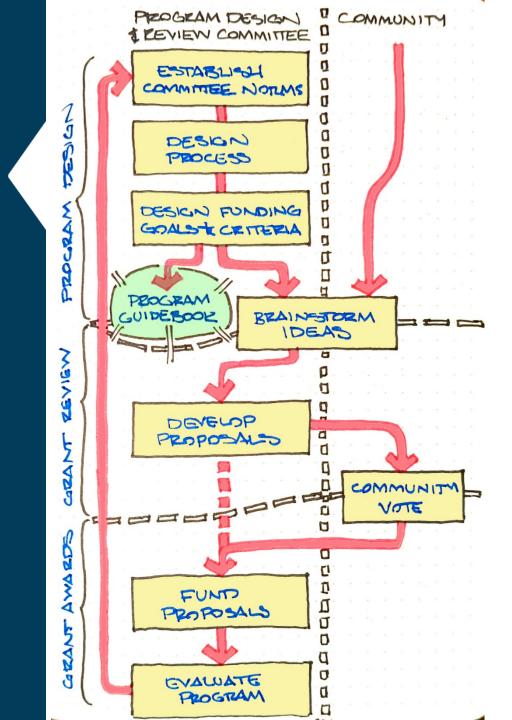
January to May

June
Summer / Fall

Fall / Winter

Winter / Spring

Summer



### TENTATIVE TIMELINE

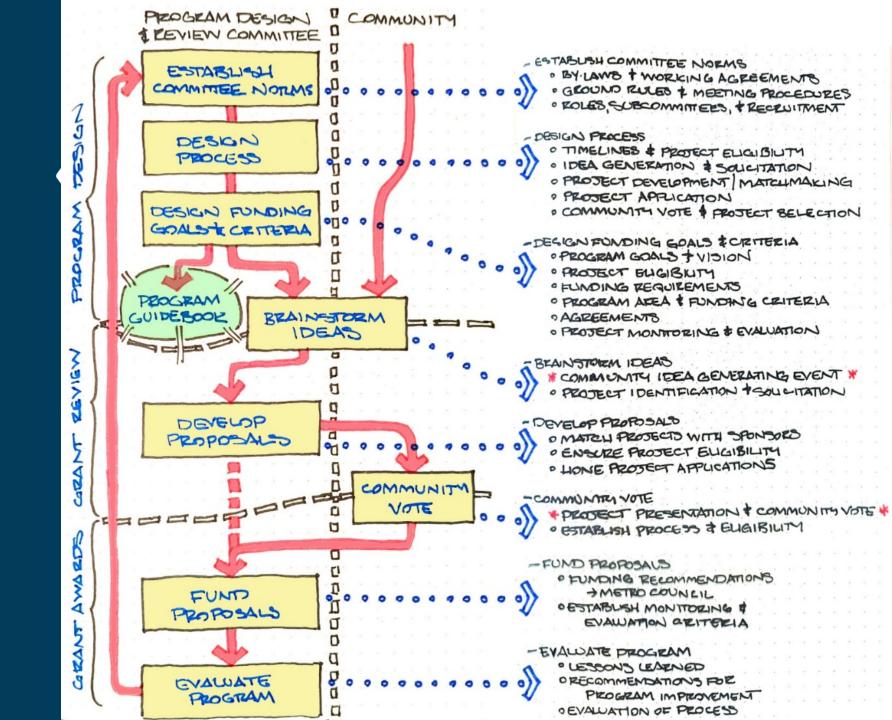
January to May

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Winter / Spring

Summer



Nature in Neighborhoods Capital Grants Pilot

Funding
Principles,
Criteria, Goals

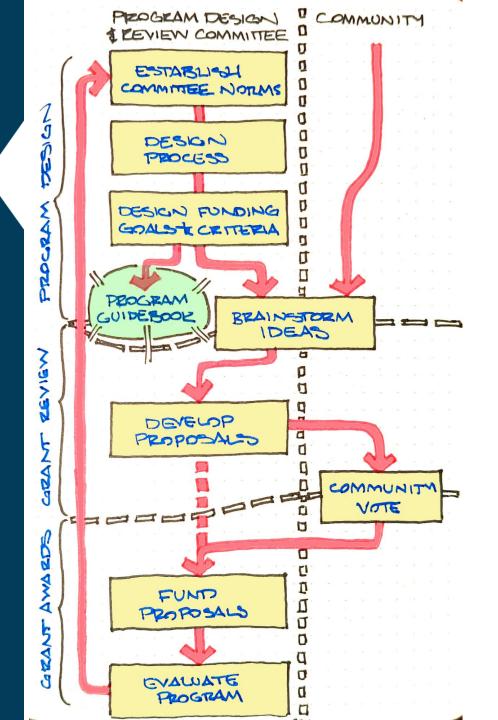
April 12, 2022



## Funding Goals and Criteria

### **Discussion**

What climate resiliency criteria and program area goals should be included (at least one)?





## 2019 Parks and Nature Bond

November 2021

Purpose: to improve water quality, protect fish and wildlife and connect people to nature

### \$475 million

- 1. Local parks projects
- 2. Community grants
- 3. Large scale community visions
- 4. Metro park improvements
- 5. Land acquisition and restoration
- 6. Trails



## **Bond principles**

Serve communities through inclusive engagement, transparency and accountability.

Advance racial equity through bond investments.

Protect clean water for people, fish and wildlife.

Protect and restore culturally significant native plant communities.

## **Bond principles (continued)**

Take care of what we have.

Make parks and natural areas more accessible and inclusive.

Connect more people to the land and rivers of our region.

Invest in trails for biking and walking.

Support community-led parks and nature projects.

Make communities more resilient to climate change.

## Bond criteria set this measure apart

- Advance racial equity
- Base decisions on meaningful engagement
- Prepare for climate change



## **Community Engagement and Racial Equity Criteria**

- Meaningfully engage with communities of color in planning, development and selection of projects
- Prioritize projects and needs identified by communities of color
- Demonstrate accountability for tracking outcomes and reporting impacts
- Improve the accessibility and inclusiveness
- Prevent or mitigate displacement and/or gentrification
- Workforce diversity and use of COBID contractors

## Climate Resilience Criteria (Choose at least one)

- Protect, connect and restore habitat to support strong populations of native plants, fish and wildlife
- Protect and restore floodplains, headwaters, streams and wetlands
- Increase tree canopy
- Use low-impact development practices and green infrastructure
- Invest in the regional trail system to expand active transportation opportunities

# Nature in Neighborhoods Capital Grants



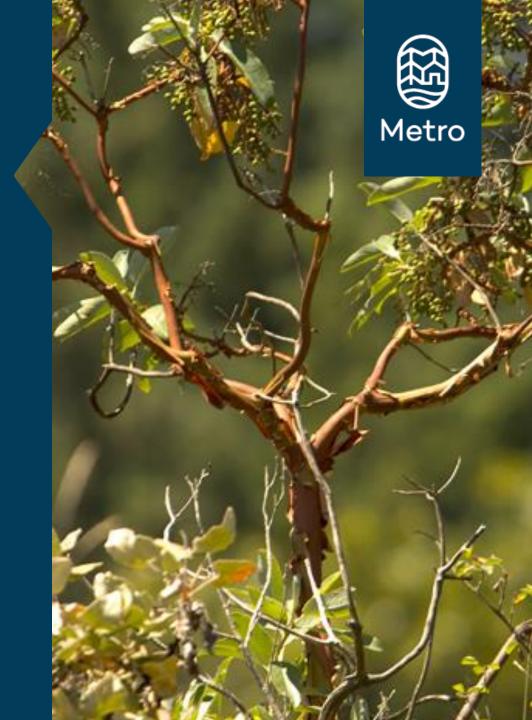
## PN Bond Program Criteria Capital Grants Pilot (Choose at least one)

- Improve human mental and physical health
- Build wealth in communities of color
- People of color design and implement projects
- Nurture a relationship with land, create educational opportunities, promote environmental and agricultural careers
- Partner with Indigenous people
- Create accessibility for people experiencing disabilities
- Access to nature from transit, walking and biking
- Consider houselessness in a sensitive and humanizing way

Nature in Neighborhoods Capital Grants

2006-2016 Project Types

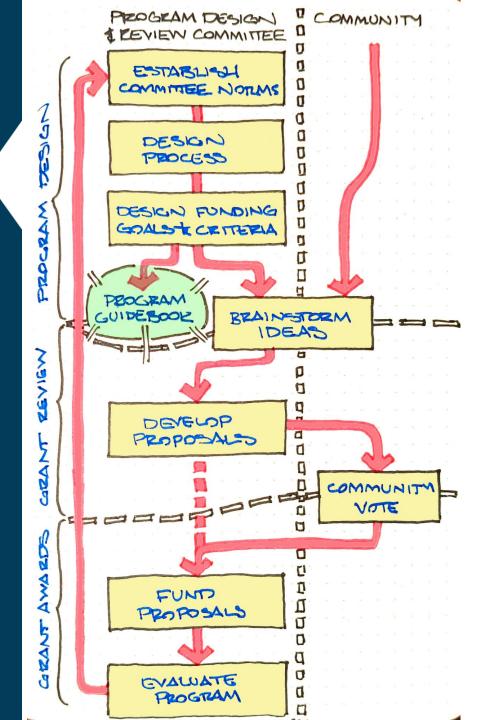
April 12, 2022



## Funding Goals and Criteria

### **Discussion**

How are projects divided or classified? What are the thresholds?



# **Common Thread: Capital Projects**

All of these projects are capital projects.

# Capital Grants can only be used to fund capital projects.

- Partnerships between community-based organizations and public (non-federal) agencies.
- Final asset must be publically owned.
- Bond proceeds must be spent on capital costs.



# **Common Thread: Community led**

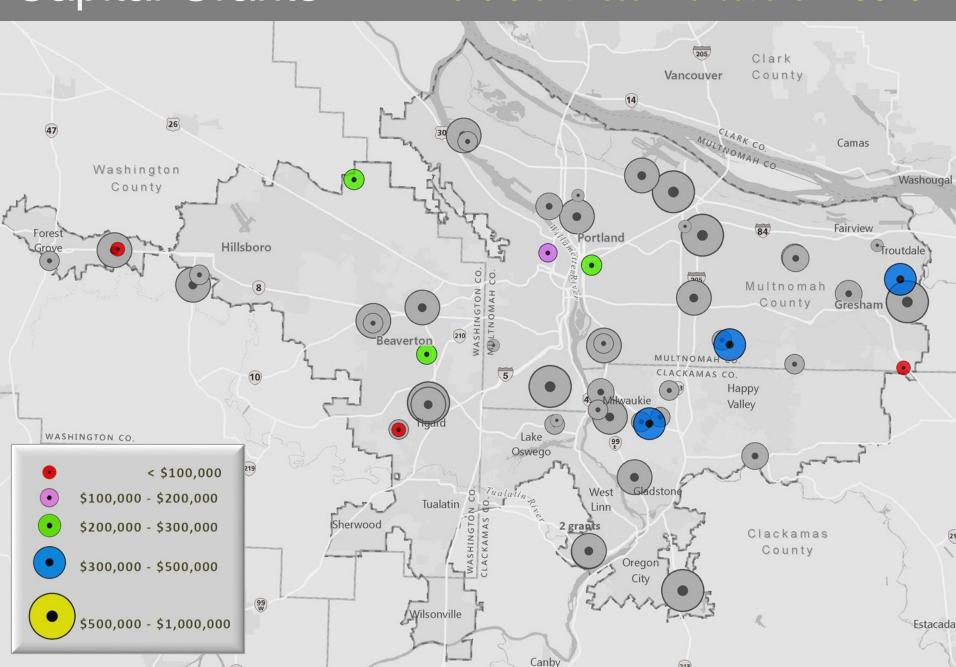
# Half of projects led by the community.

- Partnerships between community-based organizations and public (non-federal) agencies
- many of the community-led projects began with an idea from either a single individual or a small group of people.
- community groups had to find government partners who were willing to work with them to make their idea a reality,.



## Capital Grants

#### 2016 Grant Recommendations IN COLOR



# Capital grant program evaluation

Fills an important funding niche for urban conservation

Urban conservation creates a more resilient region

Engaging the community pays off; sense of pride and ownership

Equitable investments take intention



# Capital grant program evaluation

Nature can be a driver of a healthy economy

Early investments promotes innovation; brings additional resources

Supported new region-wide initiatives such as nature play

Supporting the use of difficult sites such as landfills and surplus highway rights-of-way



## Qualities of successful projects

Community engagement

Diverse partnerships

Multiple benefits

**Innovative** 

Frame in larger context







#### Land acquisition

Would privately owned property in your community make the next great neighborhood natural area?

#### **Urban transformations**

Can a redevelopment project in your community go the extra step to integrate nature and habitat if more funding is available?

#### Restoration

Is there a degraded stream, wetland or other habitat that needs to be restored in your neighborhood?

#### Neighborhood livability

Can schools, parks or other public land in your neighborhood become a place for people to experience and enjoy nature?



## **Projects examples**

#### **Acquisition Projects**

Baltimore Woods Summer Creek White Oak Savanna Nadaka

#### **Urban Transformation**

Virginia Garcia Health Clinic ReGreening I-205 Park Avenue Station

#### **Restoration Projects**

Crystal Springs
Klein Point
Mt. Scott Creek
Stone Bridge in Tryon Creek
Wapato Marsh

#### **Neighborhood Livability**

EMSWCD – Conservation Corner Hathorne Park Nadaka Park & Garden Westmoreland

# **Project types (2006-2015)**

## \$13.2 million dedicated to 44 projects

	Number	Total dollars
<b>Project Type</b>	of Grants	dedicated
Acquisition	9	\$3,383,284
Restoration	10	\$2,215,079
Urban	8	\$4,374,466
Transformation		
Neighborhood	17	\$3,198,568
Livability		

# **Acquisition Projects (2012)**

#### **Access to Nature**

Community engagement Nadaka Nature park (\$220.00

**Preserving Unique Habitat** 

White Oak Savanna (\$334,

Summer Creek (\$1,000,00

Baltimore Woods (\$158,00

Diverse partnerships

- × Multiple benefits
- × Innovative √ Frame in larger context

#### **Characteristics**

Community identified opportunities

Not included in target area goals

Land trust involvement

# **Nadaka Nature Park**



# Nadaka Nature Park Expansion

Acquired 2 acre site adjacent to the existing Nadaka Nature Park in Gresham to enhance access to the park from the Rockwood Neighborhood.



#### Nadaka Nature Park

#### **Partners**

City of Gresham

Wilkes East Neighborhood

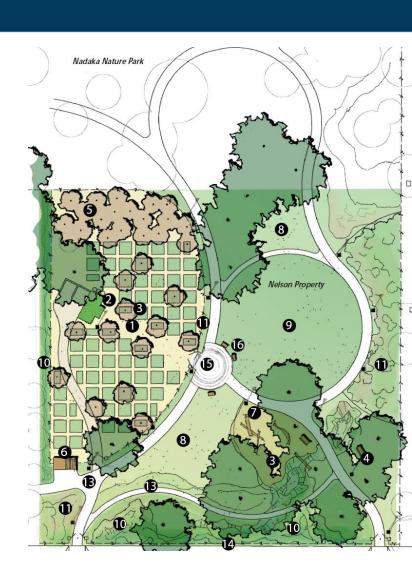
Rockwood Neighborhood

**Audubon Society** 

Trust for Public Lands

East Mult Soil & Water

Col. Slough Watershed Council



# **Restoration Projects (2012)**

- Crystal Springs (\$311,480) Klein Point Overlook (\$255) Mt Scott Creek (\$150,034) Boardman Creek (\$485,000 Wapato Marsh (\$129,200)
- × Community engagement
  - √ Diverse partnerships
  - √ Multiple benefits
  - × Innovative
  - √ Frame in larger context

#### **Characteristics**

- Focus on fish habitat to date
- Heavily based in scientist and agency input
- Forwards restoration priorities within a watershed basin or floodplain

# **Crystal Springs Restoration**

Removes a culvert and restores riparian habitat along 350 feet of creek, and acquires two conservation easements.



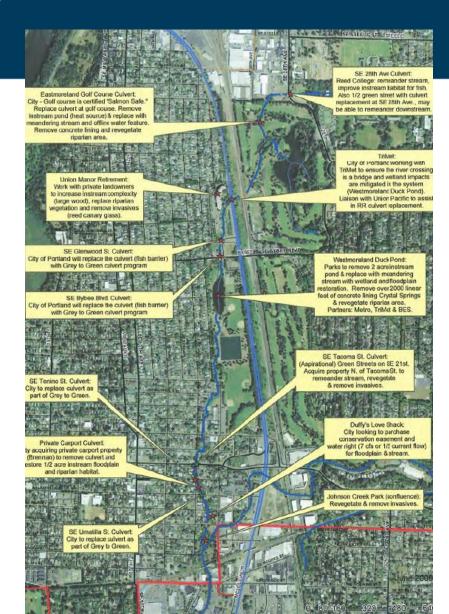
## **Crystal Springs Restoration**

Impact to native fish

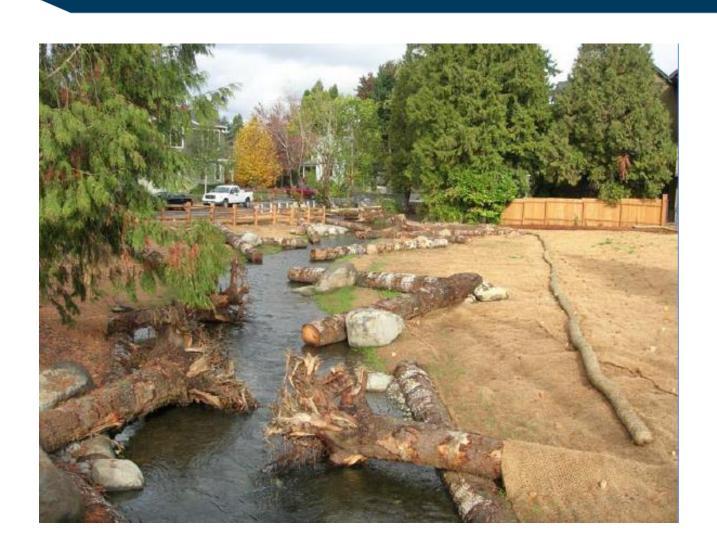
Basin wide approach

Leverage other funding

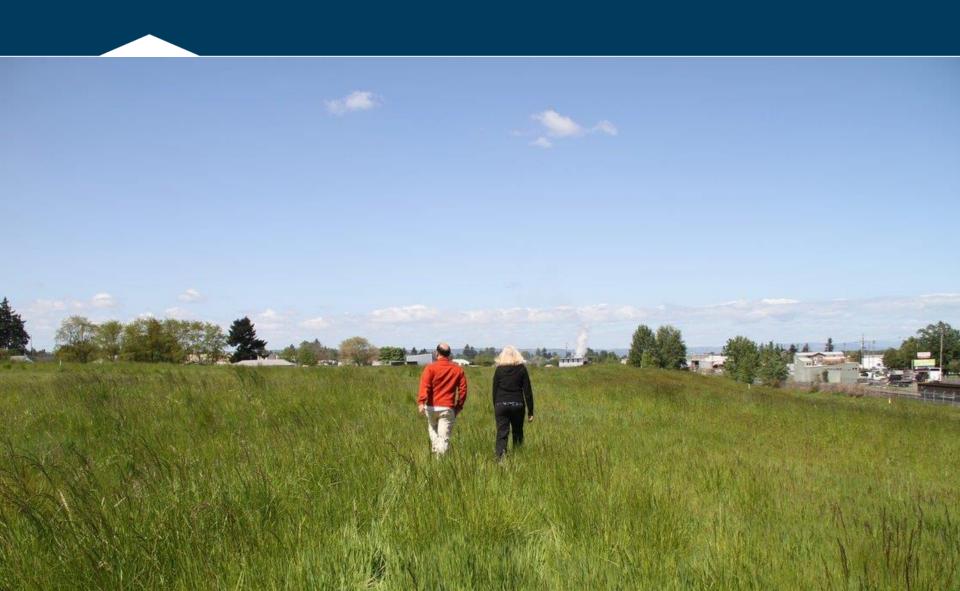
Commitment from multiple agencies



# **Crystal Springs Restoration**



# Cully Park



# **Cully Park**



# **Cully Park**



# **Urban Redevelopment** Projects (2012)

Park Avenue Transit Station ReGreening I-205 Virginia Garcia Memorial H

- Community engagement
- Diverse partnerships
- √ Multiple benefits
- √ Innovative
- √ Frame in larger context

Characteristics

Community engaged in unique ways

Convenes organizations that don't normally work

together

Innovative site development approaches

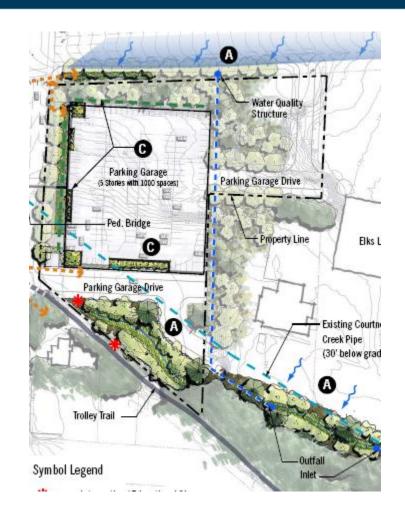
Benefits that go beyond the project scope

# Park Avenue



### **Park Avenue Transit Station**

Applied Integrating Habitat design principles to treat stormwater on an area larger than the project site and enhance water quality in Courtney Creek.



## **Park Avenue Transit Station**

Strong citizen advocacy

**Eco Design Charrette** 

Sets precedent for future development along McLoughlin Corridor

First on-the-ground project demonstrating Integrating Habitat design principles.



### **Park Avenue Station**

#### <u>Stormwater</u>

All site runoff treated

7 acres off-site runoff treated

#### Site design

7 habitat types

68% of site dedicated to landscape and restoration

Artistic interpretation using removed trees



# **Neighborhood Projects (2012)**

Hawthorn Park

Humboldt Learning Garden

Westmoreland Park

**Conservation Corner** 

Pleasant Valley School Boar

× Community engagement

Diverse partnerships

√ Multiple benefits

× Innovative √ Frame in larger context

Characteristics

Smaller impacts to ecological function but provides access

to underserved community

Driving force is usually one organization

Compelling to a wide variety of partners

## **Hawthorne Park**

- Acquired a one acre site for a neighborhood park with nature-based play elements.
- In a severely parkdeficient area.



## **Hawthorne Park**

#### **Partners**

- Private developer
- Development agency
- NCPR District
- Non-profit housing provider
- Clackamas Soil& Water CD



## **Inclusive Playground at Couch Park**

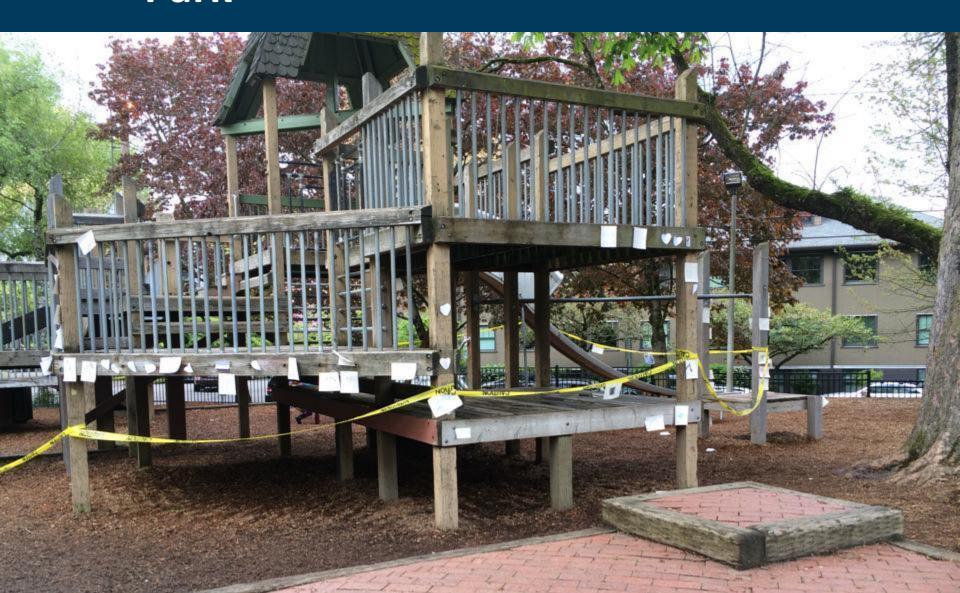
Portland Parks & Recreation and Harper's Playground

\$150,000

Partners: Numerous community groups including the Friends of Couch Park

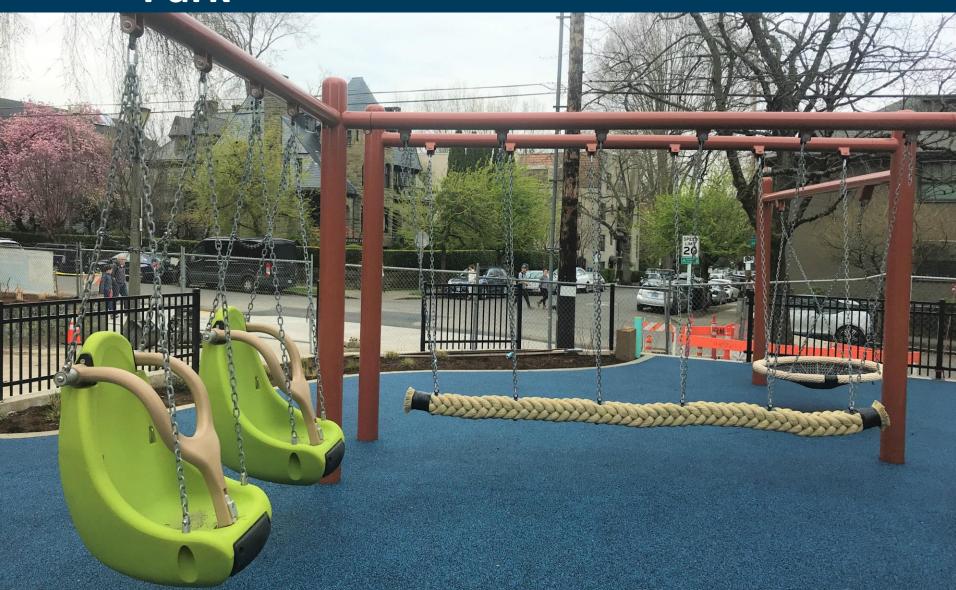


# **Inclusive Playground at Couch Park**





# **Inclusive Playground at Couch Park**



# Nature in Neighborhoods restoration and community stewardship grant examples

- Bee Stewards in Wilsonville, City of Wilsonville, \$22,662
- A Green Community Plaza for Hillsboro's M&M Swap Meet, Depave, \$30,000
- Pollinator Parkways, Pollinator Parkways, \$3,300
- Restoration
- Whitaker Ponds Restoration, Verde, \$25,000
- **Sandy River Delta Restoration**, Sandy River Basin Watershed Council, \$85,800
- **South Riverboat Forest Restoration Project,** Friends of the Tualatin River National Wildlife Refuge, \$ 25,000
- **Johnson Creek Fish Passage Restoration,** Johnson Creek Watershed Council, \$ 58,000

VICTORIA, BC 2018

# **URBAN ALIVE** POP-UP NATIVE BEE APIARY \$11,500

The apiary will be home to many types of tunnel nesting native bees, incorporate multiple bee home designs and materials, in a captivating and appealing way.

PARIS, FRANCE 2016

# >, INSECT HOTELS IN PARKS AND GARDENS

€1,000

Students installe insect hotels that will be installed mansions. The ho are made of recovered materi biodegradable and/or are recyclable.

CAMBRIDGE, MA 2019

# JADE CHAIN: LIVING MOSS WALLS TO COMBAT POLLUTION

\$100,000

Four moss walls will bring life to underplanted areas. Each is customized benches or solar charging stations, harnessing the lowmaintenance, highimpact qualities of moss to clean air and beautify squares.

TORONTO, ON, 2016

# MURAL ON PHARMACY AVENUE UNDERPASS

\$90,000

A painted mural would beautify the space and images can reflect cultures and history of local area to create pride, neighbourhood connections and inspiration.

# >,>, WEST END CALISTHENICS PARK

\$50,000

A calisthenic park that will enable social interactions, community building and opportunities fo residents to develor their own full-body exercise routine.

LISBON, PORTUGAL 2019

# >,>,SOUTH RECREATIONAL PARK RENOVATION €100,000

Refurbish the playground, build new Neptune Boofeature. Widen a and improve its features.

# **Questions for Discussion**

What climate resiliency criteria and program area goals to include (at least one)?

How are projects divided/classified?

What are the thresholds? What is an appropriate balance between the different streams?

What are the strengths and weaknesses of this approach?

Does it/could it align with stated Goals and Values?

**Activity:** Mural Board

# Key contacts



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Community engagement: Humberto Marquez Mendez, humberto.marquezmendez@oregon metro.gov

Capital grants: Crista Gardner, crista.gardner@oregonmetro.gov



# Questions?





# oregonmetro.gov



# CLIMATE RESILIENCE CRITERIA: GUIDANCE FOR METRO 2019 PARKS AND NATURE BOND MEASURE IMPLEMENTATION

#### **OVERVIEW AND PURPOSE**

The purpose of this document is to clarify intentions and provide guidance in support of advancing the 2019 parks and nature bond climate resilience criteria adopted through Metro Council Resolution 19-4988.

This document expands upon the language in the 2019 parks and nature bond measure by providing climate resilience context, strategies and best practices. With this context, it addresses the integral relationship between bond climate resilience and racial equity and community engagement criteria.

The language of this document is not binding, but rather is intended to help Metro and partners advance parks and nature-based climate solutions while working within the parameters of the bond measure text.

This document cannot contain all relevant information about climate resilience. However, it is a tool to support and strengthen bond related project and program development, as well as collaborative conversations with partners and community members around promising and successful strategies, practices and examples.

Document sections are as follows:

- Guidance and considerations for bond-funded projects and programs
- The climate resilience criteria with key issues and strategies relevant to each
- List of resources including documents referenced herein
- Overview of anticipated climate impacts and related strategies

#### The criteria are a place to begin.

The climate resilience criteria as outlined in the bond measure – while important for guiding and evaluating bond programs and investments – are also a place to begin.

The criteria language in the bond resolution places emphasis on flood control, water quality and availability, urban forest canopy and natural cooling capacity, habitat quality and connectivity, and equitable community access to active transportation.

Adaptive strategies that enhance wildfire resilience and mitigation, regional food security, smart and sustainable park development practices, and community access to water bodies are essential elements of resilience that bond-funded investments may advance, as well.

#### ADVANCING CLIMATE RESILIENCE: GUIDANCE AND CONSIDERATIONS

A key outcome of the bond is increasing the climate resilience of our region through investments in nature broadly, advancing a vision of healthy lands and healthy people.

#### Metro Parks and Nature department's vision for the region

We envision a better future for greater Portland with healthy lands and healthy people. People from all backgrounds will benefit equitably from the values of nature and cultural heritage through a world-class regional parks system.

#### What is climate resilience?

Climate resilience is a term that refers to the ability to anticipate, absorb, adapt to and recover from environmental changes and social or economic disruption.

Responding to climate change requires actions that advance both climate mitigation and adaption (Union of Concerned Scientists, 2016).<sup>2</sup> For this reason, this document offers a definition of resilience that includes adaptation, or recovery response, as well as mitigation, or actions that slow the pace at which climate impacts become more severe or common over time.

Though climate mitigation and climate adaptation strategies can overlap, it is important to define each term independently.

**Climate mitigation** refers to actions that reduce the rate of climate change. Climate change mitigation is achieved by limiting or preventing greenhouse gas emissions and by enhancing activities that remove these gases from the atmosphere (IPCC WGO-14 and IPCC-54).

**Climate adaptation** refers to the process of adjustment to actual or expected climate and its effects. In human systems, adaptation seeks to moderate or avoid harm or make best use of beneficial opportunities. In some natural systems,

<sup>&</sup>lt;sup>1</sup> Metro Parks and Nature Department's mission with respect to agricultural lands focuses on protecting natural resources on working lands in the near and mid-term.

<sup>&</sup>lt;sup>2</sup> As of now Oregon is not on a path sufficient to meet its emissions reduction goals for 2035 or 2050, and meeting its 2020 goal is "highly unlikely" (Oregon Global Warming Commission, 2020).

human intervention may facilitate adjustment to expected climate and its effects (IPCC, 2013).

Investing significantly in adaptive strategies that also reduce greenhouse gas emissions and sequester carbon is one important way to enhance regional resilience, consistent with the state of Oregon's 2021 State Agency Climate Change Adaptation Framework (DLCD, 2021).

Climate change is complex and so resilience measures – including those identified throughout this document – will be most effective when combined and managed to provide multiple benefits across environmental, social and economic systems.

#### What does a resilient ecosystem look like?

Resilient ecosystems share fundamental qualities. Relatively intact ecosystems are known to be relatively resistant to major changes. Examples include well-connected and intact terrestrial habitat areas and floodplains connected to rivers and streams, which work together to protect healthy stream flows and produce stable temperatures for salmon and other cold-water species.

Interconnected networks of healthy and protected natural areas allow native species to occur and migrate in natural abundances, ages and sizes. Resilience is also fostered by allowing natural cycles and disturbances to run their course, rather than attempting to rigidly control them (Hixon et al., 2010).

United States Environmental Protection Agency's climate change indicators for healthy ecosystems include:

- Decreased fire risk and improved ability to bounce back from wildfires
- Stable or cooler stream temperatures, even as air temperatures rise
- Increased ability of wildlife to meet their needs in new areas and begin breeding season in good condition
- Improved wintering habitat conditions for birds that are shifting wintering ranges to our region
- Native pollinators that are able to find food and shelter and provide pollination services (U.S. EPA)

While these indicators help practitioners and policy-makers understand and track climate science, impacts and ecosystem changes, they may not represent a comprehensive list.

#### Who is most impacted by climate change?

Because impacts on human health and well-being are complex, often indirect and dependent on multiple societal and environmental factors, the development of climate indicators for human and community health is challenging and still emerging (U.S. EPA).

However, the evidence is clear: Black, Indigenous and people of color and Tribal nations are disproportionately impacted by climate change.<sup>3</sup> This is a result of government policies and practices that oppress and marginalize people in and through processes and decisions that directly impact their lives.

For example, analysis conducted across 108 U.S. cities found that formerly redlined areas – the product of federal policies that established a discriminatory home loan system based on race – correlate to current-day heat islands (Hoffman et al, 2020).<sup>4</sup> These redlined neighborhoods often have fewer trees and vegetation, which provide shade and help reduce temperatures on hot days.

Largely the result of these same unjust and discriminatory policies and investment patterns, people of color, individuals with disabilities and people with low incomes are more likely to live in locations with high natural hazard risk, especially floodplains.

Indigenous health is based on interconnected social and ecological systems (USGCRP, 2018). The climate crisis poses significant threats to Tribal ceded and ancestral lands, burial sites, culturally valued resources such as First Foods, and Tribal and Indigenous health, economies and livelihoods including the practice of traditional ways of life.

#### A community definition of resilience infrastructure.

Resilience infrastructure includes equitable and affordable housing options,<sup>5</sup> active transportation and public transit, green infrastructure, healthy and culturally

<sup>&</sup>lt;sup>3</sup> It is well documented that climate change will not be borne equally by all people. Racial and social inequities are reliable predictors of climate vulnerability (DLCD, 2021; USGCRP, 2018; USDN, 2017).

<sup>&</sup>lt;sup>4</sup> Based on a study of 108 U.S. urban areas: in 94% of cases, "neighborhoods located in formerly redlined areas – that remain predominantly lower income and communities of color – are at present hotter than their non-redlined counterparts" (Hoffman et al., 2020).

<sup>&</sup>lt;sup>5</sup> "A lack of affordable housing for our communities to rent or own prevents attachment to our neighborhoods and natural environments." (Native American Youth & Family Center et. al. 2016).

relevant foods, renewable energy resources, green jobs, health services and community centers (NAYA et al., 2016).

While some resilience infrastructure is ineligible for parks and nature bond funding, parks and nature-focused investments have the potential to positively contribute to some resilience initiatives led by and for systematically oppressed communities. In addition, bond investments may even help catalyze community resilience activities at various scales, including those outside bond eligibility.

#### Ensuring benefits and preventing harm is foundational.

Directing immediate and sustained bond-eligible investments to benefit Black, Indigenous and people of color communities and people with low incomes can help create the conditions for greater resilience across the region.

It is Metro's intention that community members and partners guide bond-funded investments and that program staff work hard to ensure that benefits accrue as intended.

As articulated by a coalition of community organizations, "a climate resilient community requires adaptation and mitigation infrastructure that doesn't displace current residents, destroy social cohesion, and exclude them from the benefits of public investment." (NAYA et al., 2016).

Government agencies must work in partnership to address the complex issues that evade silos and reverse historical patterns of racial discrimination, neighborhood disinvestment and disenfranchisement in decision-making. Coordinated anti-displacement efforts are a key example.<sup>6</sup>

<sup>&</sup>lt;sup>6</sup> A study sponsored by Metro concludes that "environmental projects without an adequate antidisplacement housing plan in place make housing less affordable, contributing to displacement." The same literature review finds that renters, older adults and low-income residents are most vulnerable to gentrification (Metro, 2021).

#### There is no climate resilience without climate justice.<sup>7</sup>

Evidence suggests that climate resilience efforts are much more successful when led by members of the local community (USDN, 2017). In order to maximize the potential for resilience across our region, bond-funded improvements should:

- Occur in collaboration with historically oppressed communities (DLCD, 2021)
- Include long-term relationship-building between Tribal and local/regional governments, which is essential to the "full and effective participation of Indigenous peoples" (Gruening et al., 2015)<sup>8</sup>
- Incorporate strategies into community engagement that build financial and social capital (NAYA et al., 2016; DLCD, 2021)
- "Increase the diversity of the...workforce engaged in climate work to reflect Oregon's population and to ensure effective climate adaptation" (DLCD, 2021)
- Embed community-based leadership that may continue through ongoing resilience work (NAYA et al., 2016; DLCD, 2021)

Tribes and Indigenous communities, adaptive and resilient since time immemorial, are established experts in resilience work (Gruening et al., 2015; NCAI, 2020). Assigning value to and centering Indigenous knowledge, Traditional Knowledge and environmental justice in climate change science, planning and action is imperative. This must be done in ways that uphold Tribal sovereignty and respect the requirement for the Free, Prior and Informed Consent of Indigenous Peoples (CTUIR 2021; NCAI, 2020; ATNI, 2020).

At the same time, it is quite common for government agencies and their staff to lack awareness of this expertise and of the risks that climate change poses to Tribal and Indigenous cultural integrity (Gruening et al., 2015). This suggests the need to

<sup>&</sup>lt;sup>7</sup> Climate Justice and Resilience: Communities of color now live on the frontlines of the climate crisis and experience the worst impacts of it, while those with power and privilege remain relatively protected and resourced to respond to a changing world. Tackling the climate crisis requires confronting racial inequity and working toward climate justice through a racial justice lens. As we recover, we can seize this opportunity to implement climate solutions and transform our systems to foster resilience, health and equity (Metro, 2021. Strategic Recovery Framework: Exhibit A to Staff Report).

<sup>&</sup>lt;sup>8</sup> Often, formal consultation with Tribal governments does not meet the levels of coordination necessary for effective adaptation and mitigation actions (Gruening et al., 2015).

<sup>&</sup>lt;sup>9</sup> Natural and ecological resources are "essential to the vitality of Tribal [and Indigenous] economic, social, cultural and spiritual health" (Gruening et al., 2015).

invest in staff education as a foundation for effective collaboration towards resilience solutions

#### THE BOND CRITERIA, ANNOTATED

Per Metro Council direction in the parks and nature bond resolution, all projects funded by the bond must satisfy at least one of the five following climate resilience criteria.

The additional information provided in this section is meant to support the delivery of bond-funded programs that advance and employ climate resilience best practices.

## Protect, connect and restore habitat to support strong populations of native plants, fish and wildlife so that they can adapt to a changing climate.

A changing climate will inevitably result in shifts in plant and wildlife species ranges. Species that once thrived in a given place will no longer do so, and new species that could not thrive there now will.

This criteria is focused on conserving and connecting relatively large, intact natural areas -- two of the primary ways to help wildlife and other organisms adapt to climate change.

We really don't know which species will need to move where, and when. This strategy is meant to support a system in which ecosystem processes are able to continue and where species can self-adapt to the maximum degree possible.

That means starting with the healthiest possible populations in well-managed refugia that are connected to each other and embedded in as habitable a matrix (i.e., surroundings) as possible.

While imperative for plant and wildlife adaptation, land protection and forest restoration are also key climate mitigation strategies, in part because forests store carbon. Less acknowledged but also important, prairie and savanna (grasslands) and wetlands also sequester and store carbon, retaining it in the soil rather than the trunks of trees. 10

2019 Bond Climate Criteria Guidance | August 2021

 $<sup>^{10}</sup>$  Although forests can potentially store more carbon per acre, carbon stored in soil is less vulnerable to rapid loss due to wildfire.

#### Additional context and guidance:

- "Restore ecological resilience, thereby strengthening government capacity to ensure Tribal and Indigenous access to culturally valued resources and First Foods on ceded and ancestral territories" (ATNI, 2020).
- Support [Indigenous] community-based projects that develop a relationship with the land and the ability to harvest and eat from the landscape (Metro, 2019).
- Limit risk and impact to cultural landscapes and resources especially those important to Black, Indigenous and people of color (BIPOC) communities -- without placing undue stress on the larger ecosystem (DLCD, 2021).
- "Focus protection and restoration on connected and resilient refuge and direct future development activities to less resilient areas" (DLCD, 2021).
- "Habitat connectivity is important at all geographic scales, especially to address climate change" (Metro, 2019).
- ".... restoring floodplain connectivity, restoring stream flow regimes, and reaggrading incised channels are most likely to ameliorate stream flow and temperature changes and increase habitat diversity and population resilience. By contrast, most restoration actions focused on in-stream rehabilitation are unlikely to ameliorate climate change effects" (Beechie et al, 2013).

# Protect and restore floodplains, headwaters, streams and wetlands to increase their capacity to handle stormwater to protect vulnerable communities from flooding.

This criteria is focused on reducing flood risk. Investments applying this criteria should prioritize flood mitigation. Bond funds may be used to accomplish this by investing in natural systems and improving ecosystem functions.

Changes in precipitation and temperature will result in changes in the size and frequency of flood events. Increasing the ability of natural systems to absorb and store water through healthy headwaters, wetlands, and rivers and streams connected to their floodplains will minimize the impact of these changes.

Oregon's Climate Adaptation Framework places emphasis on restoration of upper watersheds and headwaters, riparian buffers and function, and stream channel wetlands (DLCD, 2021).

To meet this criteria, bond-funded projects could result in voluntary buy-out and conversion of developed properties located in low-lying areas susceptible to flooding. Conversion to a nature park (vs. conversion to an undeveloped natural area) would apply at least one additional climate resilience criterion to mitigate development impacts.

#### Additional context and guidance:

- "....the primary climate risks to Oregon's built environment include increased risk to already vulnerable communities, affecting communities with buildings and infrastructure located in floodplains and estuaries. Those who suffer most are low-income and underrepresented communities" (DLCD, 2021).
- Expand and restore riparian buffers and stream channel wetlands where needed to improve riparian function and water quality, increase stream flow, reduce flood damage and provide habitat for fish and wildlife (DLCD, 2021).
- Focus conservation and restoration on upper watersheds, which are key to protecting water quantity and quality throughout a watershed (DLCD, 2021).
- Restoring forests and wet meadows, and the streams that run through them, provides multiple benefits for water supplies such as replenishing groundwater, holding water later into the summer, decreasing flood risks, reducing sediment transport and maintaining cooler water temperatures (DLCD, 2021).

#### Increase tree canopy in developed areas to reduce heat island effects.

This criteria focuses on addressing disproportionate human exposure to intra-urban heat.

Urban areas are more susceptible to extreme heat events due to the phenomenon referred to as the heat island effect in which areas with little shade and a lot of pavement are warmer than surrounding areas.

In Portland, land surface temperatures in formerly redlined areas -- frequently low income neighborhoods and neighborhoods of color today -- are roughly 13 degrees Fahrenheit warmer than in historically affluent white neighborhoods (Hoffman et al., 2020).

Increased summer temperatures and drought will continue to disproportionately affect health outcomes among vulnerable populations.<sup>11</sup> Increased temperatures will also result in financial burdens as the cost of cooling increases alongside associated energy demand.

While bond criteria language focuses on expanding the urban tree canopy, tree planting is just one heat intervention strategy. In fact, it may be necessary to combine vegetative cooling more generally with other interventions in order to have a notable positive effect (Makido et. al., 2019).<sup>12</sup>

Vegetative cooling in the form of expanded tree canopy and understory, eco-roofs, community gardens, parks, bioswales and restored urban ecosystems can provide additional climate benefits such as carbon storage and sequestration, improved air quality, pocket spaces of beauty and respite, habitat for birds and other wildlife, economic value, and overall human and biotic resilience.

#### Additional context and guidance:

- The specific land use characteristics of an area are relevant when mitigating urban heat. "Differences in baseline vegetation or green infrastructure may explain variation in the effectiveness of cooling strategies" (Makido et al., 2019).
- Vegetative cooling combined with green roofs, cool roofs and/or cool paving may be most effective, depending on place (Makido et. al., 2019).

 $<sup>^{11}</sup>$  In the U.S. vulnerable communities such as older adults, people with low incomes, and people with pre-existing health conditions are more likely to experience heat-related illness and death (Hoffman et. al., 2020).

A 2019 Portland-based study of six green infrastructure interventions across six different land use types concluded that one mitigation solution alone would not significantly reduce extreme heat. Re-vegetation – not limited to tree planting – is one of the six interventions (Makido et. al., 2019).

## Use low-impact development practices and green infrastructure<sup>13</sup> in project design and development.

The purpose of this criteria is to integrate functions of the natural environment into traditionally engineered projects and reduce the climate and wildlife impacts of park and infrastructure development.

Examples of green infrastructure include bioswales, rain gardens, waterfront parks with well-connected riparian zones and vegetated lakesides, wildlife overpasses and fish ladders, hedgerows in agricultural zones, pollinator gardens along corridors, and other treatments that enhance ecosystem integrity and function.

Green infrastructure that helps sequester carbon, mitigate urban heat islands and that contributes to food security in areas with highest potential for adverse climate impacts have been identified as a priority by community-based organizations in the region including Native American Youth & Family Center, Coalition of Communities of Color and Opal Environmental Justice Oregon (NAYA et al., 2016).

Reducing fire and flood risk is essential and should be prioritized through every step of project planning and development. Reducing water demand, capturing and cleaning stormwater, and connecting and enhancing wildlife and pollinator habitat are functions of green infrastructure and sustainable design that every bond-funded project should advance wherever possible.

Projects aligning with this criteria should also seek to incorporate bird friendly facilities design, Dark Sky standards for lighting (to protect migrating songbirds and invertebrate life cycles), and cooling strategies such as green roofs, cool roofs and paving, and vegetative cooling.

All built projects managed by Metro or occurring on property stewarded by Metro must apply Metro's green building policy (update under way), which has identified the Sustainable SITES Initiative's (SITES) Gold standard as the parks development standard.

<sup>13</sup> The Oregon Climate Adaptation Framework describes green infrastructure as infrastructure that "...incorporates the natural environment into traditionally engineered projects to provide multiple benefits, including support for ecosystem integrity and functions in developed areas. Green infrastructure may include site-specific management and watershed-level techniques such as land preservation and the restoration of wetlands, side channels, riparian vegetation, and floodplains that naturally store water and reduce runoff" (DLCD, 2021).

One goal of SITES is to transform the market through design, development and maintenance practices. Key tenets of this goal include applying a systems thinking approach and life-cycle analyses in design, materials selection and ongoing operations.

This includes reducing carbon emissions from the lifecycle of building materials and reducing energy use associated with the construction, development and operation of new and renovated buildings and infrastructure. Carbon neutrality is an ambitious and admirable goal for any project.

Resilient and low-carbon design strategies include natural ventilation, daylighting, building orientation, high performance building envelope, solar plus battery storage, rainwater capture and storage, and water- and energy-smart visitor amenities.

#### Additional context and guidance:

- "Focus protection and restoration on connected and resilient refuge and direct future development activities to less resilient areas" (DLCD, 2021).
- "Promote...green infrastructure, particularly in disadvantaged communities, including projects that expand urban tree canopies and improve access to parks, trails, gardens, and natural areas" (DLCD, 2021).
- "Promote historic property rehabilitation practices and adaptive reuse to limit climate impact from new materials production" (DLCD, 2021).
- "Adaptation measures should be low-emissions themselves, as well as work in synergy with climate change mitigation whenever possible" (Union of Concerned Scientists, 2016).
- "[Applying] performance-based design standards, integrated project delivery, building life cycle assessments, and green building rating systems are common strategies for enhancing levels of community resilience" (U.S. Climate Resilience Toolkit).

## Invest in segments of the regional trail system to expand active transportation opportunities for commuting, recreation and other travel.

Shifting vehicle trips to active modes of travel such as trail walking and biking, thereby reducing greenhouse gas emissions, is essential to slow or mitigate the effects of climate change. <sup>14</sup> Regional trails play an important role.

Regional trails can also improve the resilience of our transportation system. As flooding, erosion, landslides and extreme heat (i.e., weather events and related hazards) compromise roadways and transit infrastructure, regional trails build network redundancy, in turn creating options in ways to travel. <sup>15</sup>

Another intention of the bond is to invest in trails that will help provide equitable access to natural areas for people of color including immigrants, and people with low incomes. This is a climate adaptation response, primarily, in that it can bring the many health and social benefits of recreation within closer physical reach.

Respite from extreme urban heat via connections to water bodies and mental health benefits associated with being in nature are just two examples of adaptive responses that trail connections to nature – and access to nature more generally -- can help strengthen.

One of Metro's goals is to prioritize trails in ways that advance climate mitigation and climate adaptation. Both mitigation and adaptation are critical elements of regional climate resilience and they should be thoughtfully balanced in trails program implementation.

This is because, generally speaking, strengthening the transportation (i.e., mitigation) potential of the regional trails system requires at least a partial focus on how many people the system will serve. In comparison, providing equitable access to nature and recreation (i.e., adaptation) requires a focus on who the trail system will serve.

#### Additional context and guidance:

• Provide "inclusive access to human-scale infrastructure and options, in which walking, cycling....become achievable community norms" (NAYA et al., 2016).

 $<sup>^{14}</sup>$  Transportation is Oregon's largest contributor to greenhouse gas (GHG) emissions, accounting for roughly 39% of total state emissions in 2016 (Oregon Global Warming Commission, 2018).

<sup>&</sup>lt;sup>15</sup> Of course, with more extreme weather events trails also become more susceptible to damage and failure. Therein lies the importance of sustained trails infrastructure management and maintenance and building trails in appropriate locations (Adaptation Partners).

- Prioritize trail projects through meaningful partnership with community members and community-based organizations led by and for people most affected (NAYA et al., 2016).
- Developing trails in existing [habitat] disturbance corridors and along habitat edges, keeping out of core habitat areas, and avoiding high quality connector habitat are ways to mitigate the impacts of trail development on natural communities and wildlife, thereby improving resilience outcomes (Metro).
- "Enhance [transportation] system redundancy wherever possible" (DLCD, 2021).

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#### **ADDITIONAL RESOURCES**

Bureau of Indian Affairs Tribal Resilience Resource Guide

Climate Positive Design Resources

<u>Guidelines for Considering Traditional Knowledge in Climate Change Initiatives</u>

National Congress of American Indians climate change resources

National Park Service Cultural Resources Climate Change Strategy

Northern Institute of Applied Climate Science (NIACS) Adaptation Menus

Oregon Climate Change Research Institute Tribal Climate Adaptation Guidebook

Resources for learning about climate and environmental justice (compiled 4/8/21)

<u>United Nations Declaration on the Rights of Indigenous Peoples</u>

University of Oregon Tribal Climate Change Project website

#### Plans developed by Tribes in the region:

<u>2020 Tribal Multi-Hazard Mitigation Plan for The Confederated Tribes of Siletz</u> Indians

Climate Action Plan for the Territories of the Yakama Nation

Columbia River Inter-Tribal Fish Commission Spirit of the Salmon Plan

<u>Confederated Tribes of the Umatilla Indian Reservation: Climate Change Vulnerability Assessment</u>

Nez Perce Tribe Climate Change Program



# Nature in Neighborhoods Capital Grants Pilot Guidebook

#### April 2022

Version Revised	By	Notes
CapitalGrantsPilot_Guidebook_draft 2022_04_14	CGardner	Added committee recommendations, legislation, and background; re-structured
CapitalGrantsPilot_Guidebook_draft 2022_04_20	CGardner	Addressed bond team edits; meeting notes; mural board notes



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#### I. Introduction

#### A. PROGRAM BACKGROUND

Funded through the 2019 bond measure, the Nature in Neighborhoods Capital Grants Pilot utilizes a novel approach called participatory budgeting model that gives community members a direct voice in choosing which projects to recommend for funding in their communities. Members of the design and review committee will help design the program and ultimately recommend up to \$4 million in grant funding to the Metro Council. The Nature in Neighborhoods capital grants pilot will support community-led projects that benefit historically marginalized communities, protect and improve water quality and fish and wildlife habitat, support climate resilience and increase people's experience of nature at the community scale. Chosen projects will emphasize community engagement, racial equity and climate resilience as well as meet the requirements of the 2019 Parks and Natural Areas bond measure for capital grants.

#### **B.** PROGRAM PURPOSE

Metro believes that centering community members, especially those historically and currently underrepresented and underserved, will lead to better decisions and outcomes for all communities, as well as promoting social and environmental justice, racial equity and community participation.

Consistent with Metro's desire to increase community engagement, the Capital Grants Pilot program will be a positive step for the entire agency by enabling a greater stake in decision making by the very communities impacted by those decisions. The committee of community members will include new voices from communities often overlooked or excluded in government decision making and provide Metro with an opportunity to pilot this new participatory model, learning lessons that can be applied to future Metro projects and initiatives.

Community votes and events will increase transparency and accountability by allowing community members to voice their opinions in a meaningful way, gain access to government decision making outside of traditional and often inaccessible processes and ultimately recommend which projects would best meet their goals. All this to ensure that areas and communities that Metro has struggled to fund and support adequately in the past are centered in a community-based process.

In addition to having a direct say in community-affecting decisions, community members will also be offered learning and development opportunities throughout the process. For Metro staff, this program is an opportunity to leverage and learn from the knowledge and experience of the communities and individuals it serves by devolving power and deferring to community knowledge and expertise. And perhaps most importantly, it is an opportunity for Metro to increase the diversity of who is represented in and benefitting from decision making processes, all while increasing community and environmental resiliency with new capital projects and acquisitions.<sup>ii</sup>

#### II. Committee Establishment

This is where the overview & purpose go.

The Committee will establish bylaws, ground rules, meeting procedures, roles and other committee norms to guide their work.

#### A. ROLES AND RESPONSIBILITIES

#### 1) THE PROGRAM DESIGN AND REVIEW COMMITTEE

#### Summary of roles

Metro recruited 7-11 community members that reflect the racial, ethnic and economic diversity of the region to help design the Nature in Neighborhoods Capital Grants Pilot. In order to ensure that this committee is representative of the communities that Metro serves, Metro invited community members that reflect the broad diversity of experience and background in the region to apply.<sup>iii</sup>

Metro looked for individuals from a wide variety of backgrounds including those with academic, professional and lived experience on best practices related to water quality, habitat restoration and traditional ecological knowledge to create the greatest benefits for people, plants and wildlife. iv This includes expertise in water quality and habitat restoration; landscape architecture; real estate; community development; workforce development, job training and apprenticeship programs; climate adaptation and resilience policies and practices; sustainable development techniques, such as green infrastructure, sustainable agriculture and carbon sequestration; v and those who can represent the interests of tribal communities.vi Committee members will be committed to Metro's parks and nature mission and to supporting opportunities for communities of color and other historically marginalized communities to design and build access to nature for their communities. iv

#### Program Design

Working within the bond framework, committee members will establish a shared vision for the program and design the ground rules and values that will guide the program from start to finish. From there, they will design the process by which projects are identified and evaluated.

Working with Metro staff, they will also help:

- Identify and implement innovative methods, through project development and capacity building, to support communities of color and other historically marginalized communities to prepare and submit applications (funding proposals).
- Create selection criteria and program materials that respond to community feedback and ensure compliance with the Nature in Neighborhoods capital grants program objectives and three bond criteria: racial equity, community engagement and climate resilience.
- Review application materials and processes to reduce barriers for communities of color and other historically marginalized communities to submit strong proposals.
- Adopt a methodology to evaluate, track and report on the program's effectiveness.vi

#### **Grant Review**

In addition to designing the process, committee members will help evaluate, support, review funding applications from the community. The committee will then forward the results of a community vote that identifies which projects to recommend to Metro Council for funding. In this capacity, the committee will work with Metro staff to:

- Evaluate applications (funding proposals) for funding to determine whether they meet the Nature in Neighborhoods capital grants program criteria, bond criteria and whether the applicants and their partners have the capacity to implement their project as described, and the appropriate fiscal accountability.
- Offer suggestions to strengthen applications (funding proposals).
- Forward funding recommendations from the community vote to the Metro Council.vii

Note: Review committee members may still propose funding ideas, but reviewers must disclose any conflicts of interest. viii

Note: The Metro Council makes all final funding decisions. ix

#### 2) METRO STAFF

What is the role and responsibility of Metro staff?

Metro staff will:

- Identify and implement innovative methods, through project development and capacity building, to support communities of color and other historically marginalized communities to prepare and submit applications.
- Create selection criteria and program materials that respond to community feedback and ensure compliance with the Nature in Neighborhoods capital grants program objectives. \* If the handbook sets forth the selection criteria and program materials, then Metro staff is ultimately responsible for this work. Metro staff must obtain community feedback outside of the committee. \*i

What technical assistance will Metro offer to grant applicants? Metro staff will:

- Consult with experts from a wide variety of backgrounds including those with academic, professional and lived experience on best practices related to water quality, habitat restoration, and traditional ecological knowledge in order to offer technical assistance to applicants ... on creating the greatest benefits for people, plants and wildlife. xii If the committee is composed of members with this area of expertise or provides trainings in these areas of expertise, that would satisfy this requirement. xiii
- Provide trainings, resources and technical assistance to support applicants with lower capacity and applicants from communities of color through project development and capacity-building.
- Provide assistance to grantees in resolving unexpected situations during project development, permitting, contracting and construction that could influence the project's success. xiv

#### 3) METRO COUNCIL

Metro will create a structure that aligns with the goals of the participatory budgeting process and adheres to the bond legislation as well. This structure will involve consideration of the community vote by the committee and the Metro Council. The Metro Council will make all *final decisions on* grant awards.<sup>xv</sup>

#### B. PROGRAM DESIGN AND REVIEW COMMITTEE SELECTION

#### 1) SUMMARY

A total of 44 applicants raised their hands to join the *capital grants pilot design and review* committee during a recruitment process last fall, and *Metro staff* were blown away by the talent and passion represented in the applicant pool, which reflected the rich diversity of communities in the region.

The committee is: Alisa Chen, Blanca Gaytan Farfan, Theresa Huang, Kevin Hughes, Jeffrey Lee and Jairaj Singh.

The committee members were chosen based on a recommendation from a selection panel of Metro staff, Participatory Budgeting Oregon representatives, and community partners.

Members of the committee will help design the program and ultimately recommend up to \$4 million in grant funding to the Metro Council. Working within the bond framework, they'll establish a shared vision for the program and create the ground rules and values that will guide the program from start to finish. From there, they will design the process by which projects are identified and evaluated. In addition, committee members will help evaluate, support and review funding applications from the community. After a community vote that prioritizes projects, the committee will recommend projects to the Metro Council for funding. xvi

#### 2) STATUTORY GUIDANCE

The Bond resolution established the parameters that the committee must meet. According to the resolution, the committee must be comprised of no fewer than seven and no more than 11 community members and will reflect the racial, ethnic and economic diversity of the region.

Committee members will be committed to Metro's parks and nature mission and to supporting opportunities for communities of color and other historically marginalized communities to design and build access to nature for their communities. xvii

#### Further, the Bond specifies that expertise will be sought in the following fields:

- Water quality and habitat restoration
- Landscape architecture
- Real estate
- Community development
- Workforce development, job training and apprenticeship programs
- Climate adaptation and resilience policies and practices
- Sustainable development techniques, such as green infrastructure, sustainable agriculture and carbon sequestration. xviii

Note: Metro's tribal policy advisor has also requested an individual who can represent the interests of the tribal communities. xix

#### 3) BALANCING CRITERIA

In addition to the requirements stated above, and in order to fulfill the spirit and intention of the participatory budgeting pilot program, the selection panel is also including additional criteria to ensure that the committee selected will be positioned to succeed in producing the outcomes desired, that its funded capital projects benefitting underserved communities are chosen by the communities themselves and representative individuals.

To achieve these goals and utilizing Metro's Racial Equity Framework, the selection panel identified additional criteria to consider in evaluation and selection of committee members including experience and expertise in:

- Participatory budgeting, direct democracy and community engagement
- Connecting communities to nature

- Racial equity advocacy and implementation
- Climate resiliency
- Environmental justice and advocacyxx

#### 4) RACIAL EQUITY FRAMEWORK XXI

In addition to the statutory requirements of the committee and its composition, the Capital Grants Pilot is also utilizing the Metro Racial Equity Framework to further ensure that the Pilot advances racial equity and centers marginalized and underserved communities. To meet the core components of the Framework, the selection process adhered to the following principles and guidelines.

#### Values

To address the understanding that systemic and structural racism have produced inequitable outcomes regarding park and natural space assets, the Pilot is explicitly required to increase substantive community engagement via the participatory budgeting model, focus on historically underserved communities, and increase climate resilience for those most vulnerable to climate change-related risks. To address these inequitable outcomes through the committee selection process, staff identified several opportunities to improve these historic asymmetries and pursue more equitable outcomes. The selection panel will balance subject area expertise with lived experience and demographic representation. \*xxiii\*

#### **Decision Making Processes**

To unify the statutory requirements of the committee through the racial equity framework lens, the selection panel was committed to balancing subject area expertise with lived experience and demographic representation to produce a balanced committee. To achieve this end, power of selection was distributed among multiple parties, each with an equal stake and voice.

The selection panel includes representatives from Metro and Participatory Budgeting Oregon (PBO) as well as community representatives (two total, one each selected by Metro staff and PBO). The panel includes an array of power representation from executives and project managers to administrators and Resident Fellows, including BIPOC & LGBTQ individuals.

By being attentive to who was at the table throughout the selection process and using an egalitarian approach to mitigate the power differential, the panel is set up in such a way to increase the likelihood of selecting a representative committee with both the necessary subject area expertise and the experience to best ensure that the program designed by the committee is situated to succeed in delivering the required outcomes. xxiii

#### Methods, Analysis and Tools

Finally, the selection process was designed to be as equitable, inclusive and accessible as possible. The application was distributed widely through multiple venues, formal Metro outreach as well as through community partners and organizations that can reach residents less accessible to Metro itself.

Also, instead of formal resumes and references, requested application materials included short essays, surveys, and other means to capture experience that can be lost in traditional resume and application processes and create opportunities for those with less traditional backgrounds and experiences to participate and express suitability for the committee.

To evaluate these applications, these materials were input into a qualitative matrix. In addition to scoring procedures based on applicant expertise and experience, demographic information and lived experience were

included in the evaluation matrix to balance subject area expertise and present a fuller picture of an individual's qualifications. xxiv

#### **C. WORKING AGREEMENTS**

#### 1) COMMUNITY (GROUP) AGREEMENT

On January 18, 2021, the Capital Grants Pilot Program Design and Review Committee decided on the following group agreements to guide the work together.

- We're not expecting perfection: invitation to speak in draft
- Intent vs. Impact: Intention is important, but we attend to impact first
- WAIT: Why Am I Talking/Why Aren't I Talking
  - o Move up, move up
  - o Take space, make space
- We are all learners and teachers
- Professional expertise isn't privileged over lived experience and wisdom
- Expect non-closure: this work is going to continue and live on, and not every meeting will end with a resolution
- Committee members and staff commit to being as transparent as possible, including on our opportunities and limitations
  - o Limitations might not actually be limiting!
- Hold a brave space
  - Speak truth to power
- We commit to working towards goals same team, and here together
- Be open to new ideas, approaches: lots of things are possible!xxv

#### 2) GROUP DECISION MAKING FRAMEWORK

#### Voting

On January 18, 2021, the Capital Grants Pilot Program Design and Review Committee decided on a modified consensus with a voting threshold as its decision-making framework.

#### **Modified Consensus**

- Aiming for outcomes that everyone can agree on (even if it's not your favorite)
- Putting time limits on discussion, to encourage more succinct comments
- Creating a threshold for a recommendation: if we don't reach consensus, a ¾ majority of the group (5 members) voting in favor constitutes a recommendation
- Facilitator uses tools (Fist to 5, or surveys outside of meetings, stepladder technique) to gauge levels of agreement and help move discussion forward xxvi

#### **Modified Consensus**

Every member of the group (present) can agree to live with the proposed decision, but the group puts a time limit on discussion around a decision

Modified consensus is foundationally the same as "Consensus", except that at the start of discussion on a topic, the group agrees to set a reasonable time limit on discussion. If consensus is not reached after this first round of discussion, the group can allocate time for an additional round. If consensus is not reached in the time limit, the group moves on to other topics. Time limits encourage more succinct communication. They also help the group continue to move forward on other decisions rather than getting stalled on a single decision if consensus cannot be reached- or at least cannot be reached in a reasonable amount of time. \*xxvii\*

#### Aiming for Consensus with a voting threshold

Establishes a threshold to constitute a recommendation if consensus cannot be reached.

This approach recognizes that consensus is the goal (where every member can live with the outcome), but that might not always be possible. The group can set a threshold for voting if consensus is not reached. This might include 2/3 or ¾ majority of voting members present, or full consensus minus 1 or 2 votes. This increases the ability to approve a decision if there is a large majority of members in support of it. Using this approach, all concerns will be heard in the consensus building process and there will still be incentives to compromise on most concerns to get many people on board, but not all of them may end up addressed by the solution. This may make it easier for the group to adopt decisions. It offers some, but not complete, protection for concerns held by people in the voting minority, which in many groups can align with voices from communities often marginalized in decision-making processes.

Modified consensus can be used with this threshold. xxviii

#### Quorum

No official quorum was established.

#### 3) Rules of Procedure

#### Expectations of Program Design and Review Committee members

In order to support the process, PARTICIPANT throughout process will:

- Provide specific community, lived experience and professional expertise, be an independent and honest voice.
- Review materials provided and comment promptly when assigned to do so.
- Attend all meetings where possible and prepare appropriately.
- Complete all necessary assignments prior to each meeting.
- Maintain a focus on solutions that benefit the people and environment of the region.
- Discuss, ask questions, and give reflection, feedback and guidance as a committee member regarding policies, processes, and proposed projects brought to the committee.
- All documents, including electronic, are public records that Metro must maintain and disclose if requested. As such, please do not text and refrain from using email to communicate about panel business unless necessary, and if so, please copy Metro staff for recordkeeping purposes. If Metro receives a public records request and a committee member uses their personal phone or email to communicate in writing about panel business, Metro may have to search (review committee) the member's phone or personal email. Please provide Metro staff with any handwritten or typed documents, by email. Metro staff may request these materials at each meeting.
- Abide by group agreements established by the committee. xxix

#### **Term and Time Commitment**

Terms for committee members are one year with an option for extension depending on the timeline established for grant application review portion of the project. Estimated length of meetings is two to three hours plus an additional one to two hours preparing for discussions. Meetings will typically be held twice a month through June 2022 but could be more or less frequent depending upon agenda. After June 2022, meetings may be less frequent or longer in length for the review process. xxxConflict of Interest Policy

Citizen volunteers authorized to act on behalf of Metro, such as grant program design and review committee members, "ensure public respect by avoiding even the appearance of impropriety... Metro decisions are based on the merits of the issues. Judgment is independent and objective." <sup>1</sup>

If a committee member or their immediate family's "financial interests will be specifically affected by a decision, that official will...withdraw from further participation on the matter... Intervention on behalf of constituents or friends is limited to assuring fairness of procedures, clarifying policies or improving service." <sup>2</sup>

Therefore, any committee member or their immediate family, who is a **staff member or board member of an organization** submitting a funding proposal (grant application), will recuse **themselves from the scoring and the committee discussion** of that funding proposal (grant application).

Any committee member or their immediate family, who is a staff member or board member of a **partner organization** with **financial interest** in submitting a funding proposal (grant application), will recuse themselves from the scoring and the committee discussion of that funding proposal (grant application).

Any committee member or their immediate family, who is a staff member or board member of a **partner organization** with **no financial interest** in submitting a funding proposal (grant application), may score and participate in the discussion of that funding proposal (grant application).xxxi

#### **Public Record Policy**

All documents, including electronic, are public records that Metro must maintain and disclose if requested. As such, please do not text and refrain from using email to communicate about panel business unless necessary, and if so, please copy Metro staff for recordkeeping purposes. If Metro receives a public records request and ac committee member uses their personal phone or email to communicate in writing about panel business, Metro may have to search (review committee) the member's phone or personal email. Please provide Metro staff with any handwritten or typed documents, by email. Metro staff may request these materials at each meeting. xxxii

Recruitment and Replacement Amendment

#### 4) PROGRAM DESIGN AND REVIEW COMMITTEE MEMBERSHIP

2022 Nature in Neighborhoods Capital Grants Pilot Program Design and Review Committee members

Alisa Chen (they/them), Grow Portland Blanca Gaytan Farfan (she/her), East Portland Rising Community Projects Theresa Huang (she/her), Urban Greenspaces Institute Kevin Hughes (he/him), Hillsboro Parks and Recreation Jeffrey Lee (he/him), Portland Bureau of Environmental Services Jairaj Singh (they/he), Unite Oregon

<sup>&</sup>lt;sup>1</sup> Metro Executive Order No. 66. (January 21, 1997). Code of Ethics.

<sup>&</sup>lt;sup>2</sup> Metro Executive Order No. 66. (January 21, 1997). Code of Ethics.

## **III. Process Design**

This is where the overview & purpose go.

The committee will develop key components of the participatory budgeting process in alignment with Bond goals.

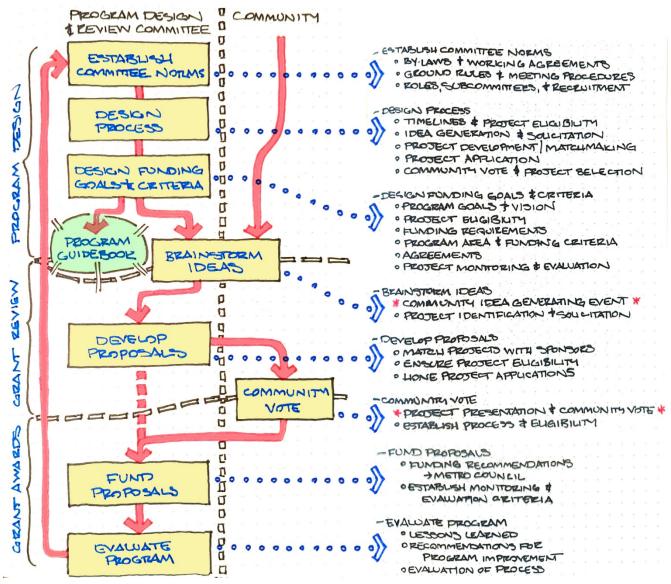


Figure 1: Program Design and Review Committee Scope of Work\*xxxiii

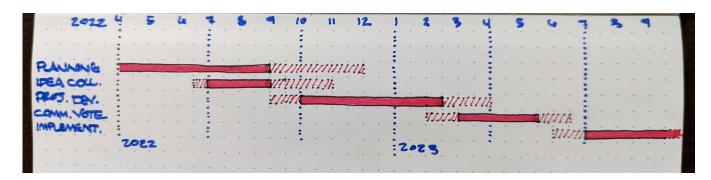


Figure 2: Sketch of anticipated Capital Grants Pilot timeline. xxxiv

Planning: April, 2022 to September 2022

Idea Collection: July, 2022 to September 2022

• Project Development: October 2022 to March 2023

Committee Vote: March 2023 to June 2023

Implementation: July 2023 to September 2023

#### **A.** THE PARTICIPATORY PROCESS

#### 1) WHAT IS PARTICIPATORY BUDGETING?

Participatory budgeting (PB) is deliberative democratic process wherein ordinary people allocate a portion of a public budget through a binding decision or vote. In PB, participants are experts, project developers and decision-makers rather than mere spectators or advisors. PB makes public decisions about public money more equitable and transparent while serving as an investment in civic education and leadership building.<sup>3</sup>

## 2) THE PARTICIPATORY BUDGETING PROCESS

Participatory budgeting begins with elected officials dedicating resources to the process and defining broad goals and constraints. From there, the PB process can vary widely depending on the specific community and the overall goals of a particular process but the essential structure is the same. Usually, the municipality convenes a PB steering committee representing a diverse cross-section of the community. The Program Design and Review Committee (Steering Committee) works with staff to refine objectives and constraints, determine process rules and timelines, and develop an outreach plan. This information is assembled in a guidebook (process "rule book") to ensure that everyone has the same access to information to impact the process.

The formal process begins by inviting the community to brainstorm project ideas. Community volunteers (Budget delegates) and government staff distill ideas, refine project ideas, and develop them into feasible projects that come back to the community for deliberation and final, binding vote. The projects with the most votes are implemented. A key difference in PB is the public's participation is not advisory – the vote itself decides which projects will be implemented with available funds.<sup>4</sup>

<sup>&</sup>lt;sup>3</sup> https://www.pboregon.org/what-is-pb

<sup>4</sup> https://www.pboregon.org/what-is-pb

## Process Timeline/Structure

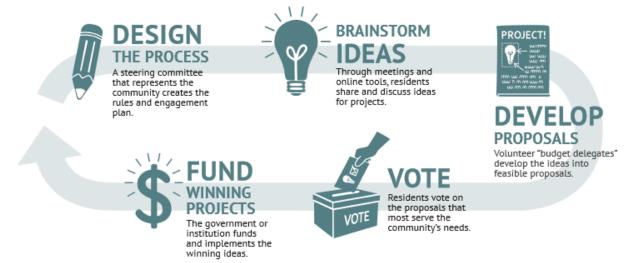


Figure 3: The Participatory Budgeting Cycle. xxxv

#### B. GOALS & VISION

## 1) PURPOSE AND SUMMARY

In addition to the goals and values intrinsic to the participatory budgeting framework discussed above, the Program Design and Review Committee, as a representative of the Metro regional community, is tasked with defining additional program objectives, goals and values around the process. The purpose of this role is to determine and describe the goals and values of the **Capital Grants Pilot process** in support of the Parks and Nature Bond purpose, principles and criteria.

#### 2) Considerations for the Program Design and Review Committee

## 3) BACKGROUND

## Theory of Change

- There are several theories of change articulated by participatory grantmakers. The most commonly cited are:5
  - o It democratizes philanthropy. Because participatory grantmaking cedes control of funding decisions to non-grantmakers—and money is power—it opens up a process that has long been closed to the people closest to the ground with lived experience to bring to bear in these decisions.
  - o It contributes to better decisions and outcomes. Involving peers in funding decisions leads to more informed and more effective philanthropic investments and outcomes.
  - It promotes social justice and equity. The participation of traditionally disenfranchised constituencies in philanthropic decision making increases participants' agency, leadership, and control over the decisions affecting their lives and communities.

<sup>&</sup>lt;sup>5</sup> Deciding Together: Shifting Power and Resources through Participatory Grantmaking. https://participatorygrantmaking.issuelab.org/resource/deciding-together-shifting-power-and-resources-through-participatorygrantmaking.html

It promotes community engagement. Participation of peers in decisions about the most important issues affecting them for funding strengthens communities by building trust, connectedness, engagement, and leadership—the building blocks for powerful collective action and broader movements.

## Why do organizations adopt participatory processes? xxxvi

Below is a summary of the general internal and external drivers that may lead organizations to adopt a participatory approach in their funding. As stated in <u>Participatory Approaches in Funding</u>:

## Disenfranchisement

(Disenfranchisement is when) Communities feel locked out of decision making and ignored by those in power. Participatory budgeting is one approach that might counter the impacts of feeling disenfranchised.

Having methodologies that make the process as open and transparent as possible might help to alleviate these tensions. Community votes/participatory budgeting events where communities can see who has applied, how much they are asking for, what they want to do with the money and to also have an input into the decisions that are made.

#### **Transparency**

There is a lack of transparency as to where and how money is spent in philanthropy. (Participatory) models that enable communities and the public to see where money has been spent, and on what, can help to build this transparency and trust. (Participatory processes) can be used to increase a foundations transparency.

Community votes/participatory budgeting events allow communities to see everyone who had applied and for how much. The process of a public vote is open to scrutiny and allows people to understand and engage in the decision-making process.

#### *Increasing Diversity*

Discussions regarding the lack of diversity among decision makers and leaders across civil society is ongoing as a result the sector is becoming more aware of biases in decision making processes and there is also a recognition that with a variety of people around the table, we are more likely to develop diverse solutions.

## **Devolving Power to Communities**

Some foundations recognize that communities can have the answers to the challenges they face and providing them with the decision-making power over the solutions to these problems is an important step towards making good and strong grantmaking decisions.

- All (participatory processes) approaches provide opportunities for this but, if devolving power is the key driver, then as you design the approach you must always ask yourself: 'Why am I doing it this way? How does it remove barriers?' 'Where does the power lie and how can I give it up?'
- This is particularly important when it comes to things like: Who makes the decisions? Who decides who makes the decisions does the foundation choose or is it an open process? Who can and can't apply and who chooses who decides this?

### The Awakening of Funders to Movements

The world is changing, we are facing some of the biggest challenges and as we look towards people-power and movements to find solutions, we are recognizing that traditional ways of funding will not allow us to support and move with them. Movements are often un-constituted and nonhierarchical.

## Improving Practice

Learn from different approaches/models in order to understand the barriers in our funding processes, and what would help to remove these barriers. We can apply learning from (participatory processes) to help inform our funding decisions across the whole organization.

#### Improve Funder Knowledge

Help staff understand the main concerns of a geographical area or an issue, what they would want to fund, what they deem important or not, to help strengthen (organization) staff understanding of their experiences. This can then help us improve decision making across an organization. It can help us test an area of work to understand if this is something we want to explore further.

• All (participatory processes) models provide the opportunity to learn about communities. By thinking about learning as a driver for this work we can embed processes that allow us to do this from the outset. We can use participatory approaches with communities to understand what is important for funders, grant holders and applicants to know and use this order design our evaluations around this.

## Improve Staff Skills

(Participatory processes) involves a different skills-set to that of traditional grantmaking. This includes events management, facilitation, active listening, user design and relationship building - all things that help us become better grant makers across the board.

All (participatory) models provide learning and development opportunities. This might vary depending on the
model being used e.g. a community vote with hundreds of attendees might require more event management
skills. Whereas, a (participatory) model with more collective deliberation might require more developed
facilitation skills to keep it on track. Developing a (participatory) approach gives staff the opportunity to learn
these skills.

## Strengthen the Sector

By providing an opportunity for organizations to see how grant discussions and decisions are made, the knowledge and insight gained can help improve both their relationships with funders and the quality of future applications as they are more aware and understanding of what is needed in order to make a good decision. (Participatory) models that involve some form of collective discussion and deliberation are more likely to provide insights to those involved about what makes a good or bad funding application.

## Fund Areas and Communities We Have Struggled to Fund in the Past

We can use participatory approaches to raise our profile in areas where we have struggled to fund. (Participatory processes) enable us to build relationships which could lead to communities moving from micro-grants to applying for larger grants by allowing them to demonstrate they can manage a grant and to build their confidence.

• Community votes or community panels are a good way to enable people to access funding without an arduous process. If you can deliver micro-grants to un-constituted groups, it is a good way to help communities to build relationships with funders and to go on to apply for larger pots of funding

## Build trust, relationship and transparency

(A participatory process) is a great way to build trust with communities, as they are able to understand how we make decisions and can see who else is asking for funding. It also gives them the chance to get to know us as an organization (and people) better.

• All (participatory) approaches build this trust and transparency. Community votes are perhaps the most transparent as everything is open and observable.

• Other approaches that use collective decision making also ask that you are honest about what you can and can't do and what's on the table. But this information is often only available to those in the room (unless you actively publish discussion and decisions and an individual actively seeks it out).

## Achieve some of the sectors diversity, equity & inclusion ambitions

We can use (participatory processes) to support increasing our funding for communities of identity as well as improving our understanding of the issues impacting them.

- By devolving decision making out to the communities we are aiming to fund, we remove a layer of bias that might exist in our own organizations.
- It provides a closer connection to marginalized communities. (A participatory process) becomes an opportunity to not only learn and understand the issues of importance, best practice and the barriers to best practice, but it also helps to put money into communities that might otherwise be overlooked or missed out. It helps to develop networks to create well informed approaches, decisions and solutions.

## 4) COMMITTEE RECOMMENDATIONS

#### Committee Discussion

## Capital Grants Pilot Process Goals and Values

On January 18, 2022 the Program Design and Review Committee started creating the following guidance on Metro's goals and values and their priority around implementing the participatory budgeting **process** for the Capital Grants Pilot: xxxvii

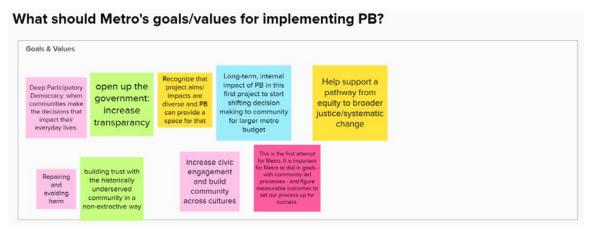


Figure 4: Goals and Values expressed by the Program Design and Review Committee. XXXVIII Source: Mural Board, 1/19/2022.

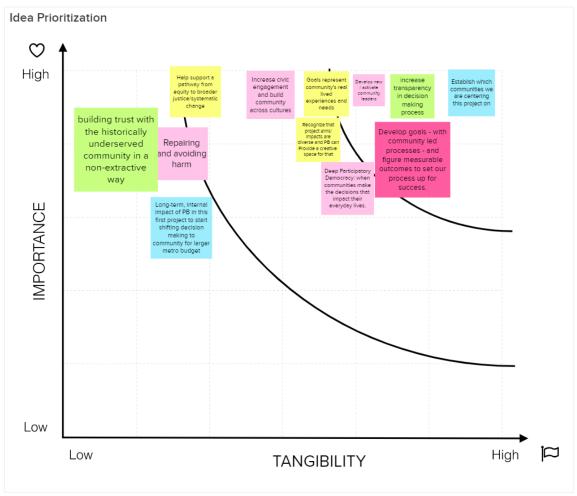


Figure 5: Process Goals and Values arranged by priority. \*\*xxix Source: Mural Board, 2/1/2022.

## Process Goals and Values xl

#### #1

- Deep Participatory Democracy: when communities make the decisions that impact their everyday lives
- Open up the government: Increase transparency
- Recognize that project aims/impacts are diverse and PB can provide a space for that
- Long-term, internal impact of PB in this first project to start shifting decision making to community for larger metro budget
- Help support a pathway from equity to broader justice/systematic change
- Repairing and avoiding harm
- Building trust with the historically underserved community in a non-extractive way
- Increase civic engagement and build community across cultures
- This is the first attempt for Metro. It is important for Metro to dial in goals with community led processes and figure measurable outcomes to set our process up for success.

#### #2

- Building trust with the historically underserved community in a non-extractive way
- Help support a pathway from equity to broader justice/systematic change
- Repairing and avoiding harm
- Long-term, internal impact of PB in this first project to start shifting decision making to community for larger metro budget
- Increase civic engagement and build community across cultures
- Goals represent community's real lives experiences and needs
- Recognize that project aims/impacts are diverse and PB can provide a space for that
- Deep Participatory Democracy: when communities make the decisions that impact their everyday lives
- Develop new/activate community leaders
- Increase transparency in decision making process
- Develop goals with community led processes and figure measurable outcomes to set our process up for success
- Establish which communities we are centering this project on

#### #3

- Deep Participatory Democracy: when communities make the decisions that impact their everyday lives
- Open up the government: Increase transparency
- Recognize that project aims/impacts are diverse and PB can provide a space for that
- Long-term, internal impact of PB in this first project to start shifting decision making to community for larger metro budget
- Help support a pathway from equity to broader justice/systematic change
- Repairing and avoiding harm
- Building trust with the historically underserved community in a non-extractive way
- Increase civic engagement and build community across cultures
- This is the first attempt for Metro. It is important for Metro to dial in goals with community led processes and figure measurable outcomes to set our process up for success.

### #4

## High Importance:

- Help support a pathway from equity to broader justice/systematic change
- Increase civic engagement and build community across cultures
- Goals represent community's real lives experiences and needs
- Develop new/activate community leaders

- Increase transparency in decision making process
- Establish which communities we are centering this project on
- Building trust with the historically underserved community in a non-extractive way
- Repairing and avoiding harm
- Recognize that project aims/impacts are diverse and PB can provide a space for that
- Develop goals with community led processes and figure measurable outcomes to set our process up for success
- Long-term, internal impact of PB in this first project to start shifting decision making to community for larger metro budget
- Deep Participatory Democracy: when communities make the decisions that impact their everyday lives

## Process Goals Meeting Notes<sup>xli</sup>

The following questions and comments were shared:

- There's a comment about addressing houselessness in a humanizing way. Each jurisdiction has their own policy on how they do this. It is a complicated question to answer. There are many ways that Metro is looking at, but there is not a singular set policy.
- There were a few questions about partnerships with BIPOC communities. Metro intentionally called out building partnerships with Indigenous communities because of the historic implications of land use and natural resources. These partnerships will start at various times throughout the process. We have already begun making these connections, both with urban Indigenous communities and Tribal coordination.
- Some of these goals and values remind me of the Just Transition framework and analysis. It was a combination of labor unions and environmental justice groups rooted in low-income communities, who came up with strategies and principles. Some of the ones that reminded me of this work were: self-determination; regenerative, ecological economies; culture and tradition. There is a lot of potential to bring that framework into this process.
- What stood out to me the most was while in pursuit of effective community engagement, also building capacity for community members by developing leadership skills. So that community can lead the work and be part of long-term impacts, instead of just participating in it.
- In the PB Victoria example, they talk about the values of "simplicity and efficiency." I think that is very important but can be challenging for government entities.
- I noticed that many of them are focused on developing new programs and leaders, but that we may also need some goals more focused on sustained, long-term impacts. I was also not sure about the language of "all community members" it feels very vague, and it would be helpful to have more specific language about who we want and need to hear from.
- The two things that resonate for me from the examples of goals and values are "building community relationships and trust," and "increasing civic engagement," and I feel like that is what participatory budgeting can do.
- I think PB can help Metro make decisions that are more community led. Decisions that incorporate the voices of people who have been excluded in the past not just the scientists with degrees, for example.

• There are opportunities for the community to get involved with the way Metro's budget is spent, not just for this program, but across Metro. That's where transparency comes in.

## Process Goals Meeting Notes<sup>xlii</sup>

Amanda then reviewed the themes for the Targeted Populations based on the committee's discussion and asked whether she captured the information correctly or if anything needs to be added.

- Committee recommendations for targeting participants and investment
- Environmental Justice: Communities that are impacted by pollution, environmental hazards, and/or impacted by or vulnerable to climate disasters
- Neighborhoods that have been historically redlines, underinvested, and/or gentrified
- Instead of focusing on a particular population (e.g. youth or people with disabilities), use a targeted universalist approach:
- Bring in the general population for crowdsourcing ideas, then engage underserved voices to ensure their voices are being heard
- Engage multi-generational audiences to get a complete understanding of the community's needs

One member asked for specific language to address areas or communities that have low-income populations, and another member asked for clarification of the gentrification language, pointing out the difference between being "at risk for gentrification" as opposed to neighborhoods that have already been gentrified. The people versus place discussion also adds to this conversation. It was noted in the chat that past Metro projects included the phrase "targeted nature-deficient areas, affordable housing, and/or low-income communities." Additionally, this resource was shared to further explain targeted universalism: https://belonging.berkeley.edu/implementing-targeted-universalism.

#### **Committee Decision**

# **PROCESS GOALS**

- ★ General process goals for Metro:
  - Activate & develop new community leaders
  - Increase transparency in decision making process
- \* Once geography is established,
  - Clearly define and establish what communities on which the project is being centered
  - Through a community-led process, develop process goals and establish how to measure for successful outcomes

Figure 6: Process Goals, summarized by Participatory Budgeting Oregon. xliii Source: PBO presentation, 2/15/2022.

## Process Goals Mural Boardxliv

General Process Goals for Metro:

- Activate and develop new community leaders
- Increase transparency in decision making processes

Once geography is established:

- Clearly define and establish what communities on which the project is being centered
- Through a community-led process, develop process goals and establish how to measure for successful outcomes

#### C. IDEA COLLECTION

## 1) PURPOSE AND SUMMARY

Participatory Budgeting (PB) processes engaged the community through: Design the process (Program Design and Review Committee), Idea Collection, Project Development, Community Vote, and Project implementation. Idea Collection occurs after the Committee has produced a guidebook which establishes the rules specific to this process, and is where the general public (as defined in the guidebook) are invited to participate in brainstorming ideas for projects. This activity often takes the form of idea generating events and/or online idea submissions. **The purpose of the Idea Collection phase is to provide the public opportunities to share their passion and lived experience, and to provide an accessible venue for them to share their ideas for what type of projects that should be created, This is also an opportunity to provide general education on the process, the funding, and what the process hopes to accomplish, and to recruit participants for engagement in subsequent phases.** 

This event can take many forms and is adaptable depending on the funding mechanism, program process, and community needs and desires. The vast majority of contemporary programs provide opportunities for both in person and online participation, and many processes have prioritized investing in civic technology<sup>6</sup> platforms for online engagement as a tool for transparency and broadening access. This is a relevant precedent for this project where, due to COVID-19 concerns, large in-person gatherings are discouraged for public health reasons. Some examples include community engagement efforts during the brainstorm idea phase include Community Workshop, design charrette, tours, treasure hunt and design competition.xlv

## 2) Considerations for the Program Design and Review Committeexivi

The ultimate contours of such an event, whether online or in-person (or a combination of both), will be determined by the Program Design and Review Committee, in adherence with the 2019 Metro Bond legislation. The Committee may choose one of these options, modify or combine them, or present alternates. The goal is the same: for the target community to brainstorm ideas for funding through this program. Those ideas are then developed into projects and returned to the community for a final vote.

The Committee will be responsible for defining the goals and criteria of the idea solicitation phase of the project within the boundaries established by the PN Bond framework and then outlining a community-centered process for idea generation. Their responsibilities will include determining how ideas are submitted, how the community is engaged, how broad accessibility is achieved, and what kinds of projects will be considered. This section expresses some of the important considerations the Committee is asked to address:

<sup>&</sup>lt;sup>6</sup> Civic technology is a dynamic field that provides numerous digital platforms specifically designed for Participatory Budgeting processes,

## **Project Eligibility**

What is the Target community (e.g. youth, people with disabilities, no target community)?

- Note: The targeted community cannot be a protected class (i.e. based on race, ethnicity, national origin, gender, etc.)
- How does choosing a target community affect the kinds, size or complexity of potential projects?
- Will there be recruitment for additional Committee members (or a sub-committee) representative of the target community?

What is the theme (e.g. Neighborhood Spaces, Newcomer, Youth)?

- Would the Committee propose different themes for a menu of options?
- How would the Committee would seek feedback from residents on menu of options?
- How would the Committee select theme for the Capital Grants Pilot?
- Would the Committee create a structure for choosing future potential themes?
- Could theming be decided after idea collection based on what ideas are presented?

#### Submission

How are ideas submitted?

- Balancing online submission and in-person events and engagement
- Who can submit ideas?
- How does choosing a target community affect this balance?
- How will the community be engaged to solicit, support and provide feedback on proposed projects?
- Ensuring broad accessibility to process and ideas (accommodation for language or mobility differences)
- Meaningfully engaging the target communities

How does choosing a target community affect engagement priorities and principles?

#### 2019 Racial Equity Framework xlvii

Step 3: Use data to better understand conditions experienced by communities of color impacted by this decision. Determine the most impacted communities of color to determine engagement efforts. This includes collecting data to describe the current community conditions that may be impacted by this program or project. Document your answers and consider the following reflective questions:

- What stories and perspectives from the community exist regarding this project or program?
- What are the current racial inequities related to this project?
- What are historic racial inequities related to this project or program? What are the root causes of the conditions?
- What performance level data do you have associated with Metro's existing programs or policies impacting the decision?

• Take a critical look at the data: How is it biased? What is missing? Are some communities being systematically over- or under-represented in the data? Are the data sufficient to determine the most impacted communities of color.

#### Step 4:

Other reflective questions to consider:

- How have these communities been engaged by Metro and what have we learned?
- What do we know already, based on previous engagements, about the priorities for this community?
- What opportunities should Metro create to expand and deepen engagement?
- How can their perspectives, stories and solutions be gathered and centered to determine the decision around the program or practice?
- What are other essential stakeholders needed to inform this decision?
- How can you engage internal stakeholders (staff of color/staff with a racial equity expertise) to inform decision?

## 3) BACKGROUND

Should the Capital Grants Pilot focus on a particular community (e.g. youth, people with disabilities)? xlviii, xlix Participatory budgeting efforts often define a particular community.

#### Recommendation

The committee could then decide whether to focus the pilot funding on building projects that benefit youth or the general population.

For example, the City of Seattle and the City of Boston have both used youth as the community of choice for their programs.

## **Considerations**

- Participatory budgeting is considered a tactic to promote democratic values and civic engagement.
- Youth and/or people with disabilities are a smaller subset of the general population. Participants may be more familiar with the people, needs and project ideas.
- Limits scope, and potentially the overall budget, for the Capital Grants Pilot.
- Aligns with Metro's interest in serving people with disabilities, but these grants are not recommended for ADA improvement projects legally required by Metro.

## 4) LEGISLATION GUIDANCE

## Established community guidelines<sup>1</sup>

The PN Bond language established the legal guidelines for community engagement and community focus or themes.

## Who will be engaged in the Capital Grants Pilot?

*The Capital Grants Pilot* will engage community groups, nonprofit organizations, schools, park providers, soil and water conservation districts and others in neighborhood projects that benefit people and nature. <sup>II</sup>

## 5) COMMITTEE RECOMMENDATIONS

## **Committee Discussion**

On February 15, 2022 and March 2, 2022 and X, the Nature in Neighborhoods Program Design and Review Committee discussed the possibility of defining a community and/or identifying themes.

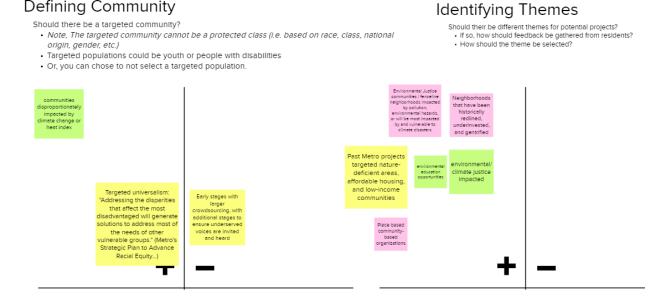


Figure 7: Defining community and identifying themes. Iii Source: Mural Board, 2/1/2022.

## Defining community and identifying themes liii

#### Defining community:

- Communities disproportionately impacted by climate change or heat index
- Targeted universalism: "Addressing the disparities that affect the most disadvantaged will generate solutions to address most of the needs of other vulnerable groups." (Metro's Strategic Plan to Advance Racial Equity)
- Early stages with larger crowdsourcing, with additional stages to ensure underserved voices are invited and heard.

## **Identifying Themes:**

- Environmental Justice communities/fenceline neighborhoods impacted by pollution, environmental hazards, or will be most impacted by and vulnerable to climate disasters
- Neighborhoods that have been historically redlined, underinvested and gentrified
- Pats Metro projects targeted nature-deficient areas, affordable housing and low-income communities
- Environmental education opportunities
- Environmental/Climate justice impacted
- Place based community-based organizations

## Defining Community and Themes Meeting Notes liv

Committee Member: Can you clarify this part? It says it can't be based on a protected class, but then adds that it can focus on people with disabilities. Could we not focus an event on a specific neighborhood because we're trying to reach a certain community?

Metro Staff: Protected Class is defined by federal and state law. Oregon law protects based on race, color, religion, sex, sexual orientation, national origin, marital status, and a few other things. Basically, civil rights law does not allow you to target communities based on membership in one of those classes. There are other communities you can target though, based on mutable characteristics, like youth. You can also use analogs, like focusing outreach on low-income folks, which may, due to structural racism, include a higher number of people of color. [Gabrielle added that she is a Hatfield Fellow and does not speak for Metro].

JLA Staff: What is an analog?

Metro Staff: Analogs are things that track together. Like being a person of color is correlated with poverty, largely due to systemic racism. [For example] In the City of Portland and the metro region as a whole, the youth population skews towards non-white populations and BIPOC communities. So targeting youth is another way of essentially getting at targeting BIPOC communities without specifying race or another immutable factor, which would be a violation of civil rights law.

Committee Member: So are we not allowed to say that we want to target neighborhoods with higher concentrations of BIPOC folks or low-income folks?

Metro Staff: My recommendation would be that we bring it up with the Metro attorney to get clarification. That said, as Crista said, the geography question is a policy question that hasn't been solidified yet, but it is up to Metro leadership and Metro Council. What we're asking today is for you to think about, regardless of the community we ultimately try to reach, what are the goals and values that should guide the process?

Amanda guided the group through an activity focused on two topics, with questions from the memo: v(should there be different themes for potential projects?).

Committee Member: So, for themes, can that be "focusing on marginalized communities," or is that a slippery slope?

PBO Staff: I'd refer back to Metro to answer that, but for today, the themes are the ones included in the memo.

Committee Member: Could a theme be "targeting areas where there is a lack of green spaces or nature?"

PBO Staff: The question is: how do you design investments that benefit [the community]? [Themes are] a value focus that would help people build better projects. You can use a theme to build a stronger project and to create [evaluation] measures to be used down the road.

Committee Member: I think targeting those areas where there is a lack of green spaces or programming would be important, but it would be hard to figure out what neighborhood that might be because we don't have a defined geographic region.

Metro Staff: This is a pilot program. You all are building a guidebook. It is important to remember that there may be future rounds of this, so the idea is to create something that can be adapted and iterated upon for different rounds of this project. Regardless of what the theme is, the question is how do you want to structure this idea collection

phase? Regardless of who it is, or where it is, how do you want to build the process for collecting ideas from community?

PBO Staff: It's about finding the sweet spot for getting specific enough that people can follow the vision but leaves enough flexibility for adaptation over time. We're narrowing in on the guide for people who are developing proposals for community outreach, something they can use to make sure they are doing it right. So what themes are going to be part of the participatory budgeting process?

Metro Staff: I want to acknowledge how hard it is to conceptualize this stuff before you know the details. This is not an easy process. We're asking you to think about who should be benefitting from something, when we don't know what the thing is yet.

PBO Staff: Absolutely. And, it's not an unprecedented process. You do know the general region, and you have a general sense of what needs to happen. There is no one best process. You can decide what the process is for this round and as long as it's transparent, you end up with a good pilot program. Because others can look at what was done, the lessons learned, and take it further.

Committee Member: I'm just continuing to feel challenged by the fact that we stated racial equity is one of our priorities, but there are limitations on whether we can explicitly say that we want to target BIPOC communities. I'm not sure how to answer this question.

Metro Staff: You're right, it is challenging. The ways that Metro has framed the community engagement around the bond is to focus that community engagement around racial equity goals. When we think about who we are engaging with this Capital Grants fund, we can think about how we are engaging BIPOC folks with this program. The difference is with the legal constraints that we can't explicitly say in the guidebook that we are differentiating between protected classes about who can receive the funding.

Committee Member: That's helpful. I was going to echo what Theresa said, but Crista's clarification makes sense. Even if we can't explicitly say it in the guidebook, a focus on racial equity is part of the DNA of the program.

Committee Member: Right, I agree that it's in the DNA of the current committee. But down the road, if it isn't explicitly set out, there will need to be accountability for the decision-makers to ensure that value remains constant.

Metro Staff: When we are talking about protected classes, what is the potential risk when government creates programs that call those things out specifically? Do you have examples of that?

Metro Staff: I can only repeat what I've heard our attorneys say. There was an example where the State of Oregon created a funding program for small business owners who were African American. The state was sued because of that program. The other guidance we've been given is that these funds are bond funds. Bonds are regulated by 2-3 legal bodies: the state constitution, the bond issuance board, and the Metro legislation. If we were to violate the laws around protected classes, we could put at risk our bond issuance – meaning future funding for not just this program, but other Metro Parks and Nature capital programs.

PBO Staff: To respond to what Theresa said about decision makers – these future decisions are not going to be made by committee, but by a vote. At each stage we will work through, and you will get to define, what the process should look like. Right now, we're looking at the brainstorming phase, where folks get to show up and share their initial ideas, the kinds of ideas that aren't totally thought through or polished. What you're determining today is the values that will guide those who build those processes for brainstorming in the future.

Metro Staff: It can feel unsatisfying that we aren't allowed, by law, to say that we are targeting BIPOC folks with these funds. But, if racial equity is the outcome we're working toward, there are decisions we can make along the way that make that outcome more likely. These decisions started before you were seated, with the majority BIPOC selection committee, and will continue with the influence you will have on the idea collections process, the neighborhoods, the groups we reach out to, how projects are developed, how the community votes, etc.

#### **Targeting**

- Strong desire to target funds to BIPOC, vulnerable communities
  - o Challenge to do so within legal boundaries of 'protected class'
  - o How can we target funds to underserved & vulnerable communities, disproportionately BIPOC, w/out explicitly using race and other protected class designations as criteria?
  - O How can we make sure that's it baked into the program to serve underserved communities so that future rounds will maintain similar values around equity?
  - o What decisions can me make to ensure that equity as an outcome is built into the process?
- Committee recommendations for targeting participants and investment
  - Environmental Justice: Communities that are impacted by pollution, environmental hazards, and/or impacted by or vulnerable to climate disasters
  - Neighborhoods that have been historically redlines, underinvested, and/or gentrified
- Instead of focusing on a particular population (e.g. youth or people with disabilities), use a targeted universalist approach:
  - o Bring in the general population for crowdsourcing ideas, then engage underserved voices to ensure their voices are being heard
  - o Engage multi-generational audiences to get a complete understanding of the community's needs

## Eligibility and Credentialing Meeting Notes<sup>IV</sup>

Amanda reviewed best practices for establishing participant eligibility and lead the discussion of what principles the committee would like to use to decide who can participate via an interactive poll. Committee members offered the following suggestions:

- Live, work, play, and/or pray in Metros' urban growth boundary
- Live, work, play, pray in neighborhoods experiencing disinvestment... (insert clause from target community)
- Meaningful time spent present and future within Metro's boundaries and dedication to implementing equitable solutions within Metro's parks and nature areas

One member asked if "work" should be included, and Amanda clarified that "work" has been included in the past to give small business owners a voice in the community. Credentialing is the standard method for proving eligibility.

Amanda then asked "What principles should be established when considering how we should demonstrate their eligibility? (e.g., how should they prove they are allowed to participate?)" Committee members offered the following suggestions:

Personal identification or letter w/ mailing address

- Personal connection to play (residency, school ID, connection to someone with official identification (like parent with child registered at local school), etc.)
- Provide their lived stories connected to the place
- Addresses/major intersection, name of businesses, name of place of worship, name of a place one plays/recreation
- Relationship building conversation as participants show up
- Open to everyone

The next question discussed was "What age should be used to determine participants?" and committee members suggested the following:

- No age limit
- Age 18 or above
- Review typical age turn out patterns from other spaces like voting or civic engagement in local government and prioritize age groups who don't typically participate
- Age 6 and above
- As young as 12 years old

## Participants Age Meeting Notes<sup>lvi</sup>

What principles should be used to determine participant's age?

- No age limit
- Review typical age turn out patterns from other spaces like voting, civic engagement in local government, etc. and prioritize age groups who don't typically take part
- Open to all ages, but those under 18 will require a sponsor/guardian approval
- Maybe not open up for voting, but provide a space to gather stories and experiences for those unable to participate due to age
- Incentives for participation?
- As young as 12 years old
- Age 6 and above
- Age 18 and above

Amanda pointed out that articulating a younger age may open participation to younger people who may assume that they aren't eligible. Picking an age would give it a stronger youth focus. She asked what the group's thoughts were on setting an age limit.

• Comment: There is also the issue of parents or someone else using someone's name in an online system. Is there a way to limit to in-person events? I like the idea of allowing no limits for some parts but still need to think about it.

- Comment: There may be legal requirements for who can open an account or not, and we can have some conversations surrounding that.
- Comment: I saw another group reduced the age over time as the program went on.
- Comment: How are we making it accessible for the young person to know what they are voting for? I like the idea of engaging youth as young as 12, so should we have people vote as family units, while recognizing that not everyone has a "family unit"? It's hard to know without knowing what communities we are centering. A 40-year-old Latina woman is probably going to be less likely to participate than a 40-year-old white woman who has had years of access to this process. So, I'm struggling with limiting but we need to be strategic in how we target the communities we want to participate.

Several members liked the age range of 6 and up.

## Eligibility and Credentialing Meeting Notes Viii

What principles should be used when deciding who is eligible to participate (i.e. residency, connection to place, etc.)?

The group felt that the language should combine the statements of:

- Live, work, play, and/or pray in Metro's urban growth boundary
- Meaningful time spent present and future within Metro's boundaries and dedication to implementing equitable solutions within Metro's parks and nature areas.
- Live, work, play, pray in neighborhoods experiencing disinvestment, (insert clause from target community).

What principles should be established when considering how voters should demonstrate their eligibility? (e.g. how they should prove they're allowed to participate?)

- Provide their lived stories connected to the place
- Addresses/major intersection, name of businesses, name of worship, name of a place one plays/recreation
- Relationship building, conversations as participants show up
- Personal connection to place (residency, school ID, connection to someone with official identification (like parent with child registered at local school, etc.)
- Communications with a community liaison
- Open to everyone
- Personal identification or letter with mailing address

## Eligibility and Credentialing

- Geographic, Committee members offered the following suggestions:
- The group felt that the language should combine the statements of:
  - o Live, work, play, and/or pray in Metro's urban growth boundary
  - o Meaningful time spent present and future within Metro's boundaries and dedication to implementing equitable solutions within Metro's parks and nature areas.
  - o Live, work, play, pray in neighborhoods experiencing disinvestment, (insert clause from target community). |viii

#### Age

- o No age limit
- o Age 18 or above
- Review typical age turn out patterns from other spaces like voting or civic engagement in local government and prioritize age groups who don't typically participate
- Age 6 and above
- o As young as 12 years oldlix
- Credentialing, "What principles should be established when considering how we should demonstrate their eligibility? (e.g., how should they prove they are allowed to participate?)" Committee members offered the following suggestions:
  - Provide their lived stories connected to the place
  - Addresses/major intersection, name of businesses, name of worship, name of a place one plays/recreation
  - o Relationship building, conversations as participants show up
  - o Personal connection to place (residency, school ID, connection to someone with official identification (like parent with child registered at local school, etc.)
  - o Communications with a community liaison
  - Open to everyone
  - Personal identification or letter with mailing address<sup>lx</sup>

## Committee Decision

#### D. PROJECT DEVELOPMENT

## 1) PURPOSE AND SUMMARY

In participatory budgeting processes, the project development is done between the idea generating community workshop and the community vote. The purpose of the Project Development phase is to take ideas submitted during the Idea Collection phase and develop them into complete project proposals including and scope, budget, and schematic design for the community to choose among during the Community Vote phase.

Metro is constrained by legal and fiscal constraints around the use of Parks and Nature Bond funding. Per the Metro bond measure and the Oregon constitution (ORS 310.140), bond proceeds must be spent on 'capital costs'. Funding for project scoping, feasibility study, and other project development costs resulting from an idea generating community workshop are not considered capital costs and thus will be need to be paid for from a source other than bond funds. Therefore, only a few options are listed below that meet those constraints. <sup>lxi</sup>

## How do projects get developed in a participatory budgeting process?

For the Capital Grants Pilot, a working group or sub-committee of the Program Design and Review Committee, or Budget Delegates, are community members who are recruited/volunteer during the Idea Collection step. Budget Delegates take the ideas that were generated in Idea Collection and sort them into categories. They then form subcommittees to begin the process of project development where they work with government staff (project implementers) to refine and develop viable project ideas into feasible projects. lxii

Depending on the geography or place-based nature of the idea, the community may be able to identify the project implementer. If not, Metro staff, the Committee, and/or Sub-committee (Budget Delegates) could act as a matchmaker between jurisdictional and community partners. They could identify a potential project suggested during the idea-generating event/phase, and then present that potential project to a jurisdictional partner and a community partner to develop, with the Committee (or a sub-committee) acting as a consultant, acting as a matchmaker and a facilitator to those partners as they develop projects.

Key government staff or contractors for those governments (project implementers) work with budget delegates (sub-committee) during the project development step. Their role is to advise on what is possible, estimate project cost, and to educate budget delegates on relevant internal processes (i.e. procurement policies, spending restrictions, etc.). <sup>[Niii]</sup>

Program Design and Review Committee working group or sub-committee, or Budget Delegates, work with government staff to develop ideas collected from Idea Collection to develop a predetermined number of projects for the ballot. This happens through a series of facilitated work sessions, meetings with staff (Project Vetting), and site visits. lxiv, lxv

## 2) Considerations for the Program Design and Review Committee Ixvi

The Committee will be responsible for defining the goals and criteria of the project development phase of the project within the boundaries established by the PN Bond framework and then outlining a collaborative project development process with project implementers and Budget Delegates. Their responsibilities will include determining how the project implementers are identified, project implementers and Budget Delegates work together, and funding for the project development costs. This section expresses some of the important considerations the Committee is asked to address:

- How could the Capital Grants Pilot or community identify agencies and/or organizations for project implementers?
  - How does the Capital Grants Pilot foster partnerships between government agencies and community organizations?
  - Could community based organizations help support the PN Bond meaningful community engagement and racial equity goals?
  - o When should the Capital Grants Pilot engage project implementers in the process?
- How should project implementers request funding for the Capital Grants Pilot project development costs?

# Racial Equity Framework Ixviii

## STEP 4:

- Who will benefit from this decision?
- Who will be burdened by this decision?
- What factors exist that are producing or perpetuating racial inequities related to this decision?

#### STEP 5:

- What resources and funding do staff and community need for success?
- What are other decisions, policies and practices needed to ensure success?

• What other institutions and organizations are needed to partner with in order to hasten achievement on racial equity outcomes?

## 3) BACKGROUND

#### 4) LEGISLATION GUIDANCE

The PN Bond legislation established guidelines on the community engaged, type of project development support that would be provided to applicants, and the definition of a capital project.

## Who will be engaged in the Capital Grants Pilot?

*The Capital Grants Pilot* will engage community groups, nonprofit organizations, schools, park providers, soil and water conservation districts and others in neighborhood projects that benefit people and nature. |xviii

## Who can apply for the Capital Grants Pilot? Ixix

Capital grants are intended to support community-driven initiatives; therefore, partnerships are key to a successful proposal. Tribal governments, public schools, non-profits, community-based organizations, local governments and special districts can apply for grants.

To maximize the impact of investments, projects must demonstrate strong partnerships between community-based organizations and public (non-federal) agencies. <sup>lxx</sup>

The final capital asset must be publically owned. Tribal governments, non-profits, and community-based organizations would have to partner with a state or local government to be eligible for the Capital Grants. Tribes may not be considered a public entity under Oregon law, for purposes of the lending of credit prohibition that applies to general obligation bond proceeds. As requested by Metro's tribal relations specialist, Metro may or may not be eligible to be a beneficiary of the Capital Grants as a partner to tribal governments. Ixxi

# What technical assistance will Metro offer to grant applicants? || Metro staff will:

- Consult with experts from a wide variety of backgrounds including those with academic, professional and lived
  experience on best practices related to water quality, habitat restoration, and traditional ecological knowledge in
  order to offer technical assistance to applicants ... on creating the greatest benefits for people, plants and wildlife.
  If the committee is composed of members with this area of expertise or provides trainings in these areas of
  expertise, that would satisfy this requirement.
- Provide trainings, resources and technical assistance to support applicants with lower capacity and applicants from communities of color through project development and capacity-building.
- Provide assistance to grantees in resolving unexpected situations during project development, permitting, contracting and construction that could influence the project's success.

## 5) COMMITTEE RECOMMENDATIONS

On March 15, 2022 and X and X, the Nature in Neighborhoods Program Design and Review Committee discussed engagement and capacity constraints during the project development phase.

#### **Committee Discussion**

#### Initial Questions Ixxiii

- Q: What are the components of the project development phase?
  - A: The participatory budgeting stages are as follows:
    - Stage 1: steering committee
    - Stage 2: idea collection, including crowd source and big data input
    - Stage 3: project development where ideas are sorted and subcommittees are formed to transform those ideas into project options
- Q: How long is the project development phase and what is the costs associated with that effort?
  - A: Metro will put together options for what project development might cost and emphasized that it could take a significant amount of time and money
- **Q:** How are we supporting projects that have strong partnerships between community organizations and public agencies?
  - A: The language contained in the PN Bond supports the effort to create partnerships between community organizations and agencies. It is a requirement for funding, and the way those partnerships are formed is flexible. The language gives preference to projects that have a tie with community-based organizations or grassroots efforts.

## Discussion lxxiv

- **Q:** I'm wondering if it's more important to have the steps of the engagement process or more interaction between the community volunteers, steering committee, city staff, and subject experts. Is it more important that they interact more for trust building, or is more community engagement more important? People's capacity may be an issue.
  - A: People's capacity is a common issue in some places more than others. What's more important is if the process is aligned with the goals of the community. That structure is going to vary from place to place. Trust can factor greatly into how the process works, and there are trust deficits in many places. That is why we are asking you what the right balance is for the Metro region. This is within the group's power, and I hope you share your impressions.
- Q: I'm trying to figure out what we're trying to do here, which should be serving marginalized communities. That might not align with the capacity that Metro has, but we're going to have to plug into the community volunteers, steering committee, city staff, and subject experts as much as possible. That is the honest thing to do if we want the project to be as in depth as we want it to be.
  - A: The implementers are going to be the local jurisdictions, so when we ask about the geography of this project, there is a paradox in that the places with the highest need don't always have the capacity to do this work. It's a big issue and there are many intersecting issues.
  - A: It's not just the capacity of Metro staff, it's the capacity of Parks staff or special districts that serve parks. Those might not always have staffing capacity to do good community engagement.
- **Q:** We should understand which jurisdictions we engage with who don't have a great track record, such as Hillsboro. We need to consider how communities have changed, and how cities aren't able to keep up with how that change can impact involvement.

**A:** There was a question about whether this would be a grants program or a mandate, and the jurisdictions stated that they would prefer a grant program. This allows us to offer them money if they have the capacity to do certain things, which makes it contingent on how much work they are willing and able to do with the community organizations.

#### **Committee Decisions**

#### **E.** COMMUNITY VOTE AND PROJECT SELECTION

## 1) PURPOSE AND SUMMARY IXXV

After project proposals have been fully developed, those ideas are presented to the community. Given a project budget and guidelines, the community chooses which projects should be funded. The community vote is the step in the process in which all eligible members of the public, as determined by the Program Design and Review Committee and outlined in the Guidebook, vote on which projects they would like to see implemented. |xxvi

Voting often takes place both in person through *Project Expos* and online voting through *digital participation*, or *Civic Tech*, platforms. Oftentimes, there is a printed ballot that has been translated into multiple languages. In addition to events, there is the possibility of conducting mobile voting by taking ballot boxes to other community events, or by placing ballot boxes in publicly accessible locations (e.g. libraries, schools). laxvii

## 2) CONSIDERATIONS FOR THE PROGRAM DESIGN AND REVIEW COMMITTEE

## **Engagement & Participation**

- How could the Capital Grants Pilot maximize engagement, especially for target communities? (E.g. address language concerns, work with community based organizations)
- Who is eligible to vote? (E.g. Age, Geography aligned with project geography)
- How is eligibility determined or verified? (E.g. ID or documentation, Preventing multiple votes, Balancing online and in-person voting)
- How does the Capital Grants Pilot distribute voting among community locations and resources?

#### Community Vote Structure

- Where does voting occur?
- What are the kind of events?
- How many events would occur?
- How does the Capital Grants Pilot balance online and in-person voting?
- Is the voting organized by geography or community?
- Does the vote used a method of ranked choice, single vote, or multiple equal votes?
- Does the vote occur using a single funding pot for projects or multiple categories? (E.g. small and large projects, type of projects)

2019 Racial Equity Framework lxxviii Step 4:

Other reflective questions to consider:

- How have these communities been engaged by Metro and what have we learned?
- What do we know already, based on previous engagements, about the priorities for this community?
- What opportunities should Metro create to expand and deepen engagement?

- How can their perspectives, stories and solutions be gathered and centered to determine the decision around the program or practice?
- What are other essential stakeholders needed to inform this decision?
- How can you engage internal stakeholders (staff of color/staff with a racial equity expertise) to inform decision?

## 3) BACKGROUND

## Voting Methods Ixxix

#### Vote in person

In-person voting allows community members to interact with project presentations and each other, making the vote more of a community event. In the United States, Durham, Cambridge, Chicago and Vallejo have participatory budgeting process which include in-person voting. In South America where internet access is less ubiquitous, in-person voting is commonly used, such as to implement the Peace Accords in rural counties in Guatemala.

Voting in-person often occurs at an event (e.g. Project Expos, community workshop). Oftentimes, there is a printed ballot that has been translated into multiple languages. In addition to events, there is the possibility of conducting mobile voting by taking ballot boxes to other community events, or by placing ballot boxes in publicly accessible locations (e.g. libraries, schools).

Examples of potential voting methods include paper ballots, which can be distributed more widely, mailed, or made available in multiple locations. In Guatemala, participatory budgeting voting used beans in a jar or envelope, which was designed as a low cost and widely available option for single-location, single-day events. In Greensboro, the digital ballots were loaded onto tablets or laptops for community workshops.

In-person voting offers a level of transparency, depending on method, that can be difficult to replicate with an online platform. Community events around voting allow community interaction and access to tangible presentations. These events are often more accessible for people without reliable internet access or familiarity. The events allow community members to learn directly from the subcommittee (Budget Delegates), potentially increasing trust and the credibility of the process.

In-person voting is less accessible for people with limited mobility or lack of access to transportation. These events require a significant amount of staff and community members' time and capacity, in comparison to virtual events. During the 2020-2022 due to the COVID-19 pandemic, in-person events for voting were mostly cancelled due to public health concerns, social distancing and masking guidelines, restrictions on social gathering, and lockdowns.

#### Vote online

Online voting is standard in North American participatory budgeting programs, using a variety of platforms and methods. It can, and often is, combined with in-person project presentations or displays in community spaces.

Digital participation platforms, sometimes called Civic Tech Platforms, allow community members to participate in each step of the process digitally. Additionally, they allow people to view the progress on projects after the vote, throughout the Implementation step.

In 2022, Participatory Budgeting Project released a <u>website lxxx</u>, <u>report lxxxi</u>, and <u>matrix lxxxii</u> of digital participation platforms. Examples of digital participation platforms include <u>Decidim Z</u>, <u>Citizenlab B</u>, <u>PB Stanford Decidim Deci</u>

The PB Stanford 11 website offers examples of 2016 voting ballots used in Greensboro laxxiii and 2015 voting ballots and list of community voting events in Boston laxxiv, both of which used a combination of in-person and online voting those years. Greensboro used only on-line voting in 2021. laxxiv

Using digital participation platforms allows for straightforward implementation a straightforward implementation and a simple single contract with the online provider. These provide accessibility for people with limited mobility or lack of transportation. During the 2020-2022 due to the COVID-19 pandemic, these digital participation platforms have allowed for voting to continue despite public health concerns, social distancing and masking guidelines, restrictions on social gathering, and lockdowns.

Digital participation platforms are perhaps less transparent during the actual voting. The community discussion and interaction is diminished, unless paired with online or in-person community presentations or events. Using an online platform is less accessible for people without reliable internet access or familiarity, sometimes referred to as the digital divide.

#### 4) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. IXXXVI , IXXXVII

## What is the process of Capital Grants Pilot review and award of projects? | lxxxviiii

The Program Design and Review committee, staffed by Metro, will ... review all projects and make funding recommendations to the Metro Council. For example, after the community vote has occurred, the review committee could consider the grant awards based on the outcomes of the community vote. |xxxxix|

The Metro Council will make all grant awards.<sup>xc</sup> For example, after the community vote has occurred, Metro Council could consider the committee's funding recommendation, which will include consideration of the bond criteria and the outcomes of the community vote and make the grant award based on that outcome.<sup>xci</sup>

<sup>&</sup>lt;sup>7</sup> https://decidim.org/

<sup>&</sup>lt;sup>8</sup> https://www.citizenlab.co/

<sup>&</sup>lt;sup>9</sup> https://pbstanford.org/

<sup>&</sup>lt;sup>10</sup> https://www.oregonskitchentable.org/

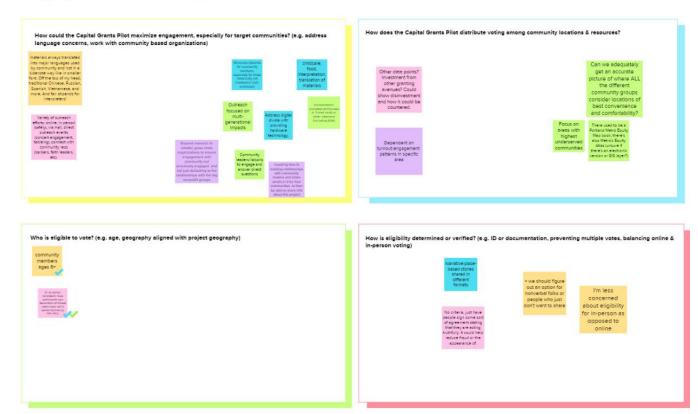
<sup>&</sup>lt;sup>11</sup> https://pbstanford.org/

## 5) COMMITTEE RECOMMENDATIONS

## **Committee Discussion**

On March 15, 2022 and March 29, 2022 and X, the Nature in Neighborhoods Program Design and Review Committee

## **Engagement & Participation**



discussed engagement and structure for the community vote.

## **Community Vote Structure**

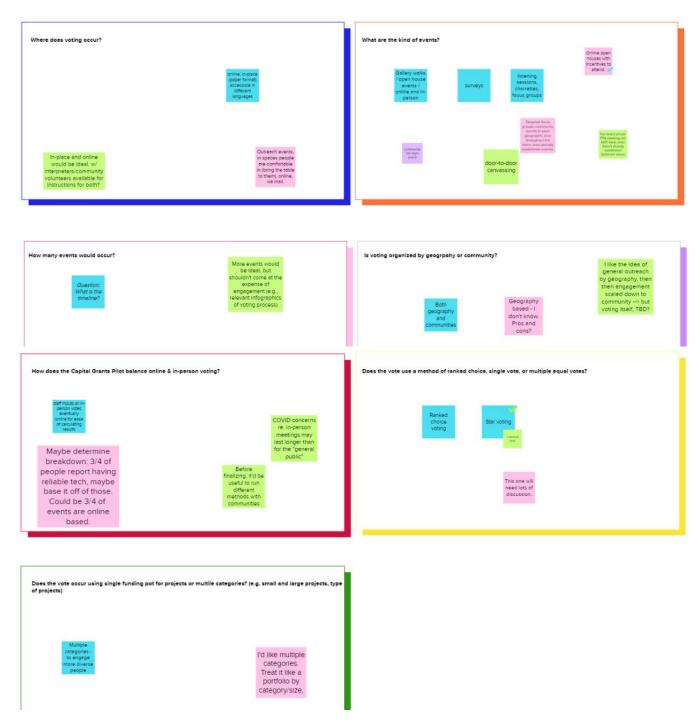


Figure 8: Mural Board Capture, 3/15/2022. xcii Source: <a href="https://app.mural.co/t/gcsoaudaciouspartnerships7274/m/gcsoaudaciouspartnerships7274/1647370972386/586948e8fed629883935e5fe6cdfeca82b611fd2?sender=hudsonam0714">https://app.mural.co/t/gcsoaudaciouspartnerships7274/m/gcsoaudaciouspartnerships7274/1647370972386/586948e8fed629883935e5fe6cdfeca82b611fd2?sender=hudsonam0714</a>

## Engagement and Participation<sup>xciii</sup>

How could the capital Grants Pilot maximize engagement, especially for target communities? (e.g. address language concerns, work with community based organizations)

- Materials always translated into major languages used by community and not in a sidenote way like in smaller font. Off the top of my head, traditional Chinese, Russian, Spanish, Vietnamese, and more. And fair stipends for interpreters!
- Variety of outreach efforts: online, in person (safely), via mail, direct outreach events (concert engagement, tableing), connect with community reps (barbers, faith leaders, etc).
- Expand research to smaller, grass roots organizations to ensure engagement with community not previously engaged and not just defaulting to the relationships with the big nonprofit groups
- Generous stipends for community members, especially for those historically not involved in civic processes
- Outreach focused on multi-generational impacts
- Community leaders/liaisons to engage and answer direct questions
- Address digital divide with providing hardware technology.
- childcare, food, interpretation, translation of materials
- transportation provided/reimbursed or Trimet cards or other rideshare (including ADA)
- investing time to building relationships with community leaders and share what's in it for their communities to then be able to share info about this project

How does the capital grants pilot distribute voting among community locations and resources?

- Other data points? Investment from other granting avenues? Could show disinvestment and how it could be countered.
- Dependent on turnout/engagement patterns in specific area
- Can we adequately get an accurate picture of where ALL the different community groups consider locations of best convenience and comfortability?
- Focus on areas with highest underserved communities
- There used to be a Portland Metro Equity Map book; there's also Metro's Equity Atlas (unsure if there's an electronic version or GIS layer?)

Who is eligible to vote? (e.g. age, geography aligned with project geography)

- community members ages 6+
- 6+ to remain consistent, have participants sign declaration of honest intent when not in person (online, by mail, etc.).

How is eligibility determined or verified? (e.g. ID or documentation, preventing multiple votes, balancing online and in-person voting)

- Narrative/place-based stories shared in different formats
- No criteria, just have people sign some sort of agreement stating that they are acting truthfully. It could help reduce fraud or the appearance of.

- we should figure out an option for nonverbal folks or people who just don't want to share
- I'm less concerned about eligibility for in-person as opposed to online

## Community Vote Structurexciv

Where does voting occur?

- In-place and online minimum (phone calls possible?), ideally w/ interpreters/community volunteers available for instructions for both?
- online, in-place (paper format) accessible in different languages
- Outreach events, in spaces people are comfortable in (bring the table to them), online, via mail.

What are the kind of events?

- Gallery walks / open house events / online and in-person
- Surveys
- listening sessions, charrettes, focus groups
- Online open houses with incentives to attend.
- community fair style event
- door-to-door canvassing
- Targeted focus groups, community events in each geographic area throughout the metro area (already established events).
- I've heard groups like neighborhood associations/school/PTA meetings are NOT particularly helpful when the focus is on equity, since there's already established (mostly white) dominant voices

Question: How many events would occur? What is the timeline?

 More events would be ideal, but shouldn't come at the expense of engagement (e.g., relevant infographics of voting process)

Is voting organized by geography or community?

- Both geography and communities
- Geography based I don't know. Pros and cons?
- I like the idea of general outreach by geography, then then engagement scaled down to community --> but voting itself, TBD?

How does the Capital Grants Pilot balance online & in-person voting?

- staff inputs all in-person votes eventually online for ease of calculating results
- Maybe determine breakdown: 3/4 of people report having reliable tech, maybe base it off of those. Could be 3/4 of events are online based.
- Before finalizing, it'd be ideal to compensate community members to test run different methods
- COVID concerns re. in-person meetings likely last longer than for the "general public"

Does the vote use a method of rank choice, single vote, or multiple equal votes?

- Ranked choice voting
- Star voting (I second this!)
- This one will need lots of discussion.

Does the vote occur using funding pot for projects or multiple categories? (e.g. small and large projects, type of projects)

- Multiple categories to engage more diverse people
- I'd like multiple categories. Treat it like a portfolio by category/size,

Who is eligible to vote?

- 6+ to remain consistent, have participants sign declaration of honest intent when not in person (online, by mail, etc.)
- How is eligibility determined?
- Narrative/place based stories shared in different formats
- No criteria, just have people sign some sort of agreement stating that they are acting truthfully. It could help reduce fraud or the appearance of
- + we should figure out an option for non-verbal folks or people who just don't want to share
- I'm less concerned about eligibility for in-person as opposed to online

#### Community Vote Meeting Notes<sup>xcv</sup>

How could the capital grants pilot maximize engagement, especially for target communities?

- Committee Member: Regarding "Address digital divide with providing hardware technology", it might be good to expand to improve software as well, because there's only so much you can do with hardware.
- Committee Member: I have one more. The first slide about climate change in communities (the target communities), we should add "communities that are "Disproportionately impacted".
- Committee Member: "The one thing I feel is sticking out for me is one thing about communications part...better communications that respond to community's concerns that are not necessarily the focus of the day and better ways to answer those concerns... ex) safety. I find that communities tend to fall off of the process if they feel their voices/concerns are not properly acknowledged"
- Committee Member: Does this feel like a representation of the thoughts you had while in committee? Anything to add to this list or wordsmith?
- Committee Member Might be good to include something about the technology or the process, not just ask for a vote from a team member but follow up, provide results and follow up.

Distributing voting among community locations & resources

• Committee Member: On the second bullet point of the list "Can we adequately get an accurate picture of where all the different community groups consider locations of best convenience comfortability?" Is that bullet point talking about culturally specific sites, maybe like faith centers or community specific centers?

- o Committee Member: That's what I was aiming at, places where people tend to hang out, a market, church, community centers, etc.
- o Committee Member: I would agree, I would have said that.
- Committee Member: On the 4th point (There used to be a Portland Metro Equity Map book; there's also Metro's Equity Atlas (unsure if there's an electronic version or GIS layer?)), I remember seeing an online map w/ data points recently.
- Committee Member: One thing that came to mind for me, don't know how it will look at specific events, but asking CBOs to use their centers, hosting, or labor, sometimes it's good to pay them for that labor. Should make a note about possibly compensation.

Who is eligible to vote? How is eligibility determined?

- Committee Member: I would be interested in hearing from the metro staff about any concerns they have.
- o Crista Gardner: We will have to go back and check with some of our specialists, such as our legal specialists, as we finalize this logistically. We might want to look at them practically, like if there are any risks of privacy that we want to take into consideration with children and underage. I would say that we will have a better answer at our next meeting or the meeting hereafter. Those are kind of my initial thoughts.
- Committee Member: City of Gresham just did a big survey about what funding should go toward, one of the things was submitting what you a resident or community member were voting for. They allowed voting from non-residents of Gresham and then differentiated between where people reside. May want to make a notation of age, location, where someone resides or not, considering the unhoused population, etc.

Where does the vote occur? How many events?

- Committee Member: For the where questions, can I also add events that are already happening in communities
- Committee Member: In terms of how many events, it would be helpful to be more specific around quantity of events to target a specific community group. Just considering that turnout for a 6-year-old might look different than for a 21-year-old. Maybe think about the target focus instead of the number. I'm not quite sure I could add a full-on number to it, because I don't know how long the vote would be going for. That would be really helpful, say we have a month to execute the vote, then realistically this is the capacity that we have to execute or cohost if we are working with an existing event.
- o Committee Member: Thinking about how long a vote should be, it depends on what methods of votes your doing. I don't know, off the top of my head a month-long open process. Maybe you can refer to how long surveys are open for at metro.
- o Committee Member: Would there be a way to check what communities are represented and who has voted, so if we are seeing only a particular group of communities is voting and we want to ensure more representation for different groups, it might also help have a plan A and plan B. Analysis that can be done while the vote is occurring could help shape how the vote continues.

What kind of events?

- Committee Member: I'd like Theresa's thoughts on going to events where things are already taking place. If we go that route, I think we should be sure to talk to the organization that's running the event to make sure we are invited.
- o Committee Member: Yes, never show up without being invited.

Committee Member: I think on the receiving end, especially metro as a governing body, taking the time early on
to build those relationships, otherwise it could feel really transactional. There should be an effort to create more
trust, be intentional, put time toward that. The other thing I didn't see on here, administering votes at tabling.
 Going back to Gresham's survey, they did tabling at community markets, and talked with community members as
they were coming and going, there could be potential there.

Single funding pot v. multiple categories? Method of voting?

- o Committee Member: Is there a way to allocate funding to level out the playing field for smaller community orgs?
- Committee Member: I think I was the one that put "I'd like the idea of multiple categories, treat it like a portfolio", I really like the idea of doing it that way, just so it can be broken down a little bit further and the committee can direct with a little more precision where it is going based on category or size.
- o Committee Member: Echoing Kevin, it might bring clearer goals. It could also, if we have to form subcommittees
  based on these categories, that might be a good way of organizing things.
- Committee Member: That's a really great point, Jeffrey, if a subcommittee is something that we all feel would help
  further refine people's lived experiences and expertise on this committee. It could be another great way to
  identify and elevate those experiences.
- o Committee Member: I like the latter of that, if we want to maintain the identity of this program for the future, then earmarking and clarifying where we want to dedicate our funding, I think is a good idea.
- Committee Member: Would like to continue that discussion on star voting and ranked choice voting later

#### **Committee Decision**



Figure 9: Summary of Voter Eligibility Discussion. \*\*cvi Source: PBO Presentation, 3/29/2022.

#### F. PARTICIPATORY BUDGETING PROCESS LESSONS LEARNED

#### 1) PURPOSE AND SUMMARY

The committee will help decide how the Participatory Budgeting pilot will be evaluated. This evaluation will be public, and it will used by lots of different folks: members of the public, Metro staff and elected officials, and by other jurisdictions looking to run their own Participatory Budgeting processes. xcviii

## 2) Considerations for the Program Design and Review Committee

## 3) BACKGROUND xcviii

The following are some of the qualities, characteristics, and specific metrics used to evaluate other programs. There are of course many ways programs can be evaluated, and this is not an exhaustive list. However, the examples below shared by Participatory Budgeting Oregon staff and Metro staff give a brief overview of the ways capital grants and/or Participatory Budgeting projects have been evaluated in the past.

#### **EVALUATION EXAMPLE: GREENSBORO PARTICIPATORY BUDGETING**

Public Agenda and the Participatory Budgeting Project created a toolkit for evaluators and implementers of Participatory Budgeting. A link to the toolkit can be found by clicking here.

What follows are a few intended impacts, and suggestions on how to measure them.

Intended Impact: Engage residents who don't participate in the mainstream political process.

How it can be measured:

• Number and percentage of Participatory Budgeting voters who are eligible to vote but did not vote in the most recent local election.

Intended Impact: engage people who are excluded from standard forms of political participation due to age, immigration status, or other reasons.

How it can be measured:

• Number and percentage of PB voters who are ineligible to vote in local elections

Intended Impact: Increase access during the idea collection phase, the project development phase and the voting phase

How it can be measured:

- Accessibility indicators for idea collection phase, project development phase and voting
- Idea Collection Participant and Voter Surveys, i.e. "How did you first hear about today's event? Check all that apply..."

#### **EVALUATION EXAMPLE: GREENSBORO PARTICIPATORY BUDGETING**

The City of Greensboro, North Carolina led a Participatory Budgeting process in 2015-2016.

A link to their full research and Evaluation Report can be found by clicking here.

What follows are three intended impacts, and the data used to measure them.

Intended Impact: Successfully include people of color and low-income residents in the process

How it was measured:

• Demographic data suggested that participants reflected the city's population in ethnicity, income and gender.

Intended Impact: Increase participation in government budget processes

How it was measured:

- 85% of PB participants were new to the city's budgeting process.
- 2,000 people were involved in the Participatory Budgeting process, while involvement in information-only budget meetings in the previous five years only involved 298 people.

Intended Impact: Motivate residents to want to do more in their city

How it was measured:

- Budget delegates overwhelmingly reported that after participating in PB they would be more likely to attend
  other community meetings.
- Many, if not most, also indicated wanting to be involved in the next PB cycle to take on greater responsibilities.

#### **EVALUATION EXAMPLE: DIALOGUES IN ACTION**

Dialogues in Action led a series of discussions and workshops with Metro staff about possible impacts and metrics for the bond.

Their approach involved defining intended impacts, then asking participants to offer suggestions around four questions:

- What are we doing?
- How are we doing it?
- What changes for people if it's done?
- How people are impacted if it's done?

With the impacts defined and the answers from these four questions, the group developed possible metrics for each intended impact. What follows are a sample of two intended impacts, and some of the possible metrics used to measure each impact:

Intended Impact: Community members exercise voice, agency, and involvement in public decision-making for natural areas.

Possible Key Metrics:

- The final process and product reflects input from community members
- Plan to participate more in the future
- Broad sense of community ownership over outcomes
- Perception about institutional trust

 Community partners develop skills and best practices to introduce participatory budgeting processes in other projects to engage with the community

Intended Impact: Community members in park-deficient neighborhoods experience increased access to nearby natural areas.

## Possible Key Metrics:

- Reduced distance of parks to homes
- Similar quality/asset value between places frequented by BIPOC v. white residents
- Individuals with disabilities are able to access parks
- Comparable use between members of Black, Indigenous, and other communities of color and white residents
- Number of spaces/assets that are specifically created to meet the needs of historically marginalized communities

#### **EVALUATION EXAMPLE: 2015 CAPITAL GRANTS PROGRAM EVALUATION**

A 2006 voter-approved natural areas bond measure established the \$15 million Nature in Neighborhoods Capital Grants Program, and it was evaluated in 2015.

What follows are a sample of three intended impacts, and some of the ways each impact was measured:

Intended impact: The capital grants program complements and supports the work of local agencies and communities in bringing nature in to the developed areas of the Metro region

#### What was measured:

- Local planning efforts were supported on multiple levels from funding shovel-ready projects managed by agencies to initiating efforts to implement community-driven projects responding to local plans.
- Grantees reported that Metro's capital grant program is fulfilling an important funding niche in urban conservation.
- Grantees reported that Metro's willingness to be "first to the table" to commit financial resources added credibility and encouraged the participation of other funders.

Intended impact: The program emphasized public-private partnerships on projects

#### What was measured:

- Community-driven projects were successful at creating meaningful partnerships that influenced how the project was designed and used.
- Grantees from community-based organizations are geographically focused and projects are important to local residents.
- Agency-driven projects engaged non-profit organizations that work at a regional level such as SOLVE or Friends of Trees, particularly when there was no pre-existing relationship with a local group.

Intended Impact: The outcomes are worthwhile for nature

What was measured

- o All of the projects helped boost the region's biodiversity a cornerstone objective of the Regional Conservation Strategy.
- o Restoration projects increased habitat quality and passage for the region's endangered fish, affecting local ecology as well as the health of the watershed as a whole.
- o Additional water quality benefits were achieved through the use of low-impact development approaches such as porous pavement, rain gardens, bioswales, and other stormwater facilities.

# 4) COMMITTEE RECOMMENDATIONS

#### **Committee Discussion**

# Evaluation Meeting Notes<sup>xcix</sup>

What else should be measured?

- Partnerships created, capacity and resources built among groups. (+3)
- How many "touch points"/felt impacts to individual's daily lives?
- Interest in future civic engagement/community partnership.
- Community awareness on metro work and engagement increased.
- Community impact is this what people want? Which people and why?
- Climate adaptability of project.

#### **Committee Decision**

On March 29, 2022, the Nature in Neighborhoods Program Design and Review Committee discussed evaluation of the participatory budgeting process. In addition to using the evaluation criteria for the program, the committee would like the following items to be addressed.



# **IV. Funding Goals and Criteria Design**

#### A. THE NATURE IN NEIGHBORHOODS CAPITAL GRANTS PROGRAM

This is where the overview & purpose go.

The Committee will interpret Bond goals into Nature in Neighborhoods Capital Grant Pilot goals, criteria, eligibility and funding requirements.

# 1) 2019 BOND

Since 1995, voters in greater Portland have passed three bond measures that protect the region's air and water, restore fish and wildlife habitat and connect people with nature.  $^{\circ}$ 

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 millionci

# 2) What is Nature in Neighborhoods Grants?

Across greater Portland, some of the best conservation and nature work is created by community members. Nature in Neighborhoods provides grants to projects led by neighborhood groups, community organizations, schools, park providers, soil and water conservation districts, and others. The capital projects must protect water quality and fish and wildlife habitat, support climate resiliency, and/or increase a community's connection to nature. Metro will provide up to \$40 million for grants funding community-led projects, with an emphasis on benefitting historically marginalized communities over the next ten years.

Over the next two years, Metro staff will work with community to determine the types of projects that would be funded through the grant program. While the grants only fund capital investments, a wide variety of projects will likely qualify. Following the successful Capital Grants program from 2006 to 2016, four major categories of projects will likely be considered: Land acquisition (Nadaka Nature Park), Urban transformations (Plaza at Virginia Garcia Medical Center) Restoration (Mitchell Creek), Neighborhood livability (Park Avenue Light Rail Station).

In 2021-2022, the bond includes Nature in Neighborhoods Capital Grants pilot program of \$4 million will be designed by community members and award grants through a participatory process. It's a new way of distributing grants that puts more decisions into the hands of the community.ciii, civ

# 3) Participatory Budgeting/Grantmaking

The legislation for the Parks and Nature Bond directed the Nature in Neighborhoods Capital Grants program area to "Pilot a new "Participatory Grantmaking" approach within this program area". cv

Participatory grantmaking is a term used by funders, philanthropists and other grantmakers to describe a different process to award funding. Participatory grantmaking cedes decision-making power about funding, including the strategy and criteria behind those decisions, to the very communities that funders aim to serve. It is an umbrella term which encompasses a range of different models, including participatory budgeting. Participatory Budgeting is a democratic process in which community members decide how to spend part of a public budget.cvi, cvii, cviii

#### 4) METRO

#### Title 13cix

The roots of Metro's Nature in Neighborhoods program can be found in the Regional Framework Plan which unites all of Metro's adopted land use planning policies and requirements including the 2040 Growth Concept and is designed to create sustainable and prosperous communities for present and future generations. Included in these plans is Metro's commitment to protect farm and forest land outside the urban growth boundary, while also preserving the character of urban neighborhoods inside the boundary.

Metro has authority from the State of Oregon for managing the Metro region's urban growth boundary (UGB) and meeting the state's land use planning goals. Effective use of the region's UGB provides protection from urban development for important natural areas, farms and forest resource lands. This is a core value for Oregonians across all demographics. Additionally, the Metro Council has adopted strong requirements for lands that are brought into urban use to provide better protection for habitat and natural resources and provision of parks, natural areas and trail connections.

Metro has also used its land use authority to protect natural resources inside the region's urban growth boundary. Most significantly is the adoption by the Metro Council of Ordinance 05-1077B (a.k.a. Nature in Neighborhoods) in September 2005 after approximately a ten-year process. The ordinance established standards for development in streamside and wetland areas to conserve and protect fish and wildlife habitat and included Title 13 of Metro's Urban Growth Management Functional Plan, which implements Oregon Statewide Planning Goal 5 (natural resources, scenic and historic areas and open spaces) and Goal 6 (air, water and land resources quality). Metro's Urban Growth Management Functional Plan provides additional region-wide habitat and resource protection through Title 3: Water Quality and Floodplain Protection, which implements Oregon Statewide Planning Goal 7 (natural hazards). Title 13 included a Model Ordinance, which local governments could adopt in whole or in part and the Tualatin Basin Plan which provided compliance with Metro's Title 13 UGMFP for local governments in the Tualatin Basin.

Through Title 13, Nature in Neighborhoods, the framework plan includes requirements for conserving, protecting and restoring the region's fish and wildlife habitat. It identified habitat conservation areas (HCAs) including lands along local rivers and streams, wetlands, floodplains and habitats of concern as the most important for protection (but does not outright prohibit development in these areas). In adopting Nature in Neighborhoods, the Metro Council chose to rely on a combination of land use protections designed to conserve the highest value habitats and voluntary measures to be implemented by public and private partners.

In adopting Nature in Neighborhoods, the Metro Council chose to rely on a combination of:

- land-use protections to be implemented by local governments to protect the highest value habitats (riparian area habitat, wetlands and floodplains) in Metro's habitat inventory
- voluntary measures to be implemented by local governments, developers and builders, non-profits and private
  landowners to protect, enhance and restore fish and wildlife habitat throughout the region including the region's
  upland wildlife habitat and urban forest.

The Metro Council identified specific areas of focus for Nature in Neighborhoods initiatives including:

- Land acquisition
- Flexible development standards
- Habitat friendly development practices

- Restoration and stewardship
- Monitoring and reporting.

Following adoption of this ordinance, the Metro Council began investing in a number of collaborative strategies, programs and projects to provide the tools, incentives and inspiration to communities on ways to better balance development, human needs and the health of the region's natural systems. This included investments in Nature in Neighborhoods programs like the partnership with the Homebuilders Association of Metropolitan Portland, "Green from the Ground Up" education series, the Integrating Habitats design competition, Nature in Neighborhoods Restoration and Enhancement grants, Outdoor School funding and the development of the Intertwine Alliance.

In 2006 the Council also asked voters to approve a \$227.6 Natural Areas bond measure for significant regional and local investments in natural area land acquisition, water quality and wildlife habitat restoration. With this voterapproved funding, Metro has purchased for protection nearly 5,000 acres of land important to water quality and fish and wildlife habitat and provided funding to help restore and connect people with nature at places throughout the region. Additionally, in 2013, voters across the Portland metropolitan area approved Metro's five-year levy to help care for regional parks and natural areas. The levy raises about \$10 million per year, including funding hundreds of projects on the ground that help restore habitat in Metro's parks and natural areas and support similar investments in local communities through an expanded Nature in Neighborhoods grant program.

#### B. PURPOSE, PRINCIPLES AND CRITERIA

#### 1) PURPOSE AND SUMMARY

Since 1995, voters in greater Portland have passed three bond measures that protect the region's air and water, restore fish and wildlife habitat and connect people with nature. When voters overwhelmingly passed the 2019 bond measure, they endorsed three critical aspects to this work: racial equity, community engagement and climate resilience.

Always a priority for Black and Indigenous communities, racial equity became Metro policy in the years before the 2019 bond measure was developed. That commitment to racial equity is at the heart of the bond measure. As the bond says, every program must "prioritize projects and needs identified by communities of color, Indigenous communities, low-income and other historically marginalized communities. This will be done in close collaboration and partnership with community members. The bond requires that its programs meaningfully engage with communities of color, Indigenous communities, people with low incomes and other historically marginalized communities in planning, development and selection of projects.

Climate resilience has also become a key task for Metro. The fires that tore through Clackamas County show that climate change is already affecting the region. The bond measure requires that its projects help people, wildlife and habitats increase their capacity for handling the changes that are underway.<sup>cx</sup>

#### 2) Considerations for the Program Design and Review Committee

What climate resiliency criteria and program area goals to include (at least one)?

# 2019 Racial Equity Framework<sup>cxi</sup>

Step 2: Identify the goals and outcomes related to the project or program under development. Document your answers to and consider the following reflective questions:

• How does this project or program advance the identified racial equity goals? What are the specific long-term racial equity outcomes that will be impacted by this decision?

• What have you learned from past partnerships with communities of color that could inform these racial equity outcomes and goals?

# 3) BACKGROUND

Other potential background goals documents to add:

2016 Racial Equity Strategy

OSU Report on park/natural space use asymmetries by race

Climate Resiliency Criteria Annotated<sup>cxii</sup>, cxiii

Per Metro Council direction in the parks and nature bond resolution, all projects funded by the bond must satisfy at least one of the five following climate resilience criteria.

The additional information provided in this section is meant to support the delivery of bond-funded programs that advance and employ climate resilience best practices.

Protect, connect and restore habitat to support strong populations of native plants, fish and wildlife so that they can adapt to a changing climate.

A changing climate will inevitably result in shifts in plant and wildlife species ranges. Species that once thrived in a given place will no longer do so, and new species that could not thrive there now will.

This criteria is focused on conserving and connecting relatively large, intact natural areas -- two of the primary ways to help wildlife and other organisms adapt to climate change.

We really don't know which species will need to move where, and when. This strategy is meant to support a system in which ecosystem processes are able to continue and where species can self-adapt to the maximum degree possible.

That means starting with the healthiest possible populations in well-managed refugia that are connected to each other and embedded in as habitable a matrix (i.e., surroundings) as possible.

While imperative for plant and wildlife adaptation, land protection and forest restoration are also key climate mitigation strategies, in part because forests store carbon. Less acknowledged but also important, prairie and savanna (grasslands) and wetlands also sequester and store carbon, retaining it in the soil rather than the trunks of trees.<sup>12</sup>

Additional context and guidance:

- "Restore ecological resilience, thereby strengthening government capacity to ensure Tribal and Indigenous access to culturally valued resources and First Foods on ceded and ancestral territories" (ATNI, 2020).
- Support [Indigenous] community-based projects that develop a relationship with the land and the ability to harvest and eat from the landscape (Metro, 2019).
- Limit risk and impact to cultural landscapes and resources especially those important to Black, Indigenous and people of color (BIPOC) communities -- without placing undue stress on the larger ecosystem (DLCD, 2021).

<sup>&</sup>lt;sup>12</sup> Although forests can potentially store more carbon per acre, carbon stored in soil is less vulnerable to rapid loss due to wildfire.

- "Focus protection and restoration on connected and resilient refuge and direct future development activities to less resilient areas" (DLCD, 2021).
- "Habitat connectivity is important at all geographic scales, especially to address climate change" (Metro, 2019).
- ".... restoring floodplain connectivity, restoring stream flow regimes, and re- aggrading incised channels are most likely to ameliorate stream flow and temperature changes and increase habitat diversity and population resilience. By contrast, most restoration actions focused on in-stream rehabilitation are unlikely to ameliorate climate change effects" (Beechie et al, 2013).

Protect and restore floodplains, headwaters, streams and wetlands to increase their capacity to handle stormwater to protect vulnerable communities from flooding.

This criteria is focused on reducing flood risk. Investments applying this criteria should prioritize flood mitigation. Bond funds may be used to accomplish this by investing in natural systems and improving ecosystem functions.

Changes in precipitation and temperature will result in changes in the size and frequency of flood events. Increasing the ability of natural systems to absorb and store water through healthy headwaters, wetlands, and rivers and streams connected to their floodplains will minimize the impact of these changes.

Oregon's Climate Adaptation Framework places emphasis on restoration of upper watersheds and headwaters, riparian buffers and function, and stream channel wetlands (DLCD, 2021).

To meet this criteria, bond-funded projects could result in voluntary buy-out and conversion of developed properties located in low-lying areas susceptible to flooding. Conversion to a nature park (vs. conversion to an undeveloped natural area) would apply at least one additional climate resilience criterion to mitigate development impacts.

Additional context and guidance:

- "....the primary climate risks to Oregon's built environment include increased risk to already vulnerable communities, affecting communities with buildings and infrastructure located in floodplains and estuaries. Those who suffer most are low-income and underrepresented communities" (DLCD, 2021).
- Expand and restore riparian buffers and stream channel wetlands where needed to improve riparian function and water quality, increase stream flow, reduce flood damage and provide habitat for fish and wildlife (DLCD, 2021).
- Focus conservation and restoration on upper watersheds, which are key to protecting water quantity and quality throughout a watershed (DLCD, 2021).
- Restoring forests and wet meadows, and the streams that run through them, provides multiple benefits for water supplies such as replenishing groundwater, holding water later into the summer, decreasing flood risks, reducing sediment transport and maintaining cooler water temperatures (DLCD, 2021).

Increase tree canopy in developed areas to reduce heat island effects.

This criteria focuses on addressing disproportionate human exposure to intra-urban heat.

Urban areas are more susceptible to extreme heat events due to the phenomenon referred to as the heat island effect in which areas with little shade and a lot of pavement are warmer than surrounding areas.

In Portland, land surface temperatures in formerly redlined areas -- frequently low income neighborhoods and neighborhoods of color today -- are roughly 13 degrees Fahrenheit warmer than in historically affluent white neighborhoods (Hoffman et al., 2020).

Increased summer temperatures and drought will continue to disproportionately affect health outcomes among vulnerable populations.<sup>13</sup> Increased temperatures will also result in financial burdens as the cost of cooling increases alongside associated energy demand.

While bond criteria language focuses on expanding the urban tree canopy, tree planting is just one heat intervention strategy. In fact, it may be necessary to combine vegetative cooling more generally with other interventions in order to have a notable positive effect (Makido et. al., 2019).<sup>14</sup>

Vegetative cooling in the form of expanded tree canopy and understory, eco-roofs, community gardens, parks, bioswales and restored urban ecosystems can provide additional climate benefits such as carbon storage and sequestration, improved air quality, pocket spaces of beauty and respite, habitat for birds and other wildlife, economic value, and overall human and biotic resilience.

# Additional context and guidance:

- The specific land use characteristics of an area are relevant when mitigating urban heat. "Differences in baseline vegetation or green infrastructure may explain variation in the effectiveness of cooling strategies" (Makido et al., 2019).
- Vegetative cooling combined with green roofs, cool roofs and/or cool paving may be most effective, depending on place (Makido et. al., 2019).

*Use low-impact development practices and green infrastructure*<sup>15</sup> *in project design and development.*The purpose of this criteria is to integrate functions of the natural environment into traditionally engineered projects and reduce the climate and wildlife impacts of park and infrastructure development.

Examples of green infrastructure include bioswales, rain gardens, waterfront parks with well-connected riparian zones and vegetated lakesides, wildlife overpasses and fish ladders, hedgerows in agricultural zones, pollinator gardens along corridors, and other treatments that enhance ecosystem integrity and function.

<sup>&</sup>lt;sup>13</sup> In the U.S. vulnerable communities such as older adults, people with low incomes, and people with pre-existing health conditions are more likely to experience heat-related illness and death (Hoffman et. al., 2020).

<sup>&</sup>lt;sup>14</sup> A 2019 Portland-based study of six green infrastructure interventions across six different land use types concluded that one mitigation solution alone would not significantly reduce extreme heat. Re-vegetation - not limited to tree planting – is one of the six interventions (Makido et. al., 2019).

<sup>&</sup>lt;sup>15</sup> The Oregon Climate Adaptation Framework describes green infrastructure as infrastructure that "...incorporates the natural environment into traditionally engineered projects to provide multiple benefits, including support for ecosystem integrity and functions in developed areas. Green infrastructure may include site-specific management and watershed-level techniques such as land preservation and the restoration of wetlands, side channels, riparian vegetation, and floodplains that naturally store water and reduce runoff" (DLCD, 2021).

Green infrastructure that helps sequester carbon, mitigate urban heat islands and that contributes to food security in areas with highest potential for adverse climate impacts have been identified as a priority by community-based organizations in the region including Native American Youth & Family Center, Coalition of Communities of Color and Opal Environmental Justice Oregon (NAYA et al., 2016).

Reducing fire and flood risk is essential and should be prioritized through every step of project planning and development. Reducing water demand, capturing and cleaning stormwater, and connecting and enhancing wildlife and pollinator habitat are functions of green infrastructure and sustainable design that every bond-funded project should advance wherever possible.

Projects aligning with this criteria should also seek to incorporate bird friendly facilities design, Dark Sky standards for lighting (to protect migrating songbirds and invertebrate life cycles), and cooling strategies such as green roofs, cool roofs and paving, and vegetative cooling.

All built projects managed by Metro or occurring on property stewarded by Metro must apply Metro's green building policy (update under way), which has identified the Sustainable SITES Initiative's (SITES) Gold standard as the parks development standard.

One goal of SITES is to transform the market through design, development and maintenance practices. Key tenets of this goal include applying a systems thinking approach and life-cycle analyses in design, materials selection and ongoing operations.

This includes reducing carbon emissions from the lifecycle of building materials and reducing energy use associated with the construction, development and operation of new and renovated buildings and infrastructure. Carbon neutrality is an ambitious and admirable goal for any project.

Resilient and low-carbon design strategies include natural ventilation, daylighting, building orientation, high performance building envelope, solar plus battery storage, rainwater capture and storage, and water- and energy-smart visitor amenities.

#### Additional context and guidance:

- "Focus protection and restoration on connected and resilient refuge and direct future development activities to less resilient areas" (DLCD, 2021).
- "Promote...green infrastructure, particularly in disadvantaged communities, including projects that expand urban tree canopies and improve access to parks, trails, gardens, and natural areas" (DLCD, 2021).
- "Promote historic property rehabilitation practices and adaptive reuse to limit climate impact from new materials production" (DLCD, 2021).
- "Adaptation measures should be low-emissions themselves, as well as work in synergy with climate change mitigation whenever possible" (Union of Concerned Scientists, 2016).
- "[Applying] performance-based design standards, integrated project delivery, building life cycle assessments, and green building rating systems are common strategies for enhancing levels of community resilience" (U.S. Climate Resilience Toolkit).

Invest in segments of the regional trail system to expand active transportation opportunities for commuting, recreation and other travel.

Shifting vehicle trips to active modes of travel such as trail walking and biking, thereby reducing greenhouse gas emissions, is essential to slow or mitigate the effects of climate change. <sup>16</sup>Regional trails play an important role.

Regional trails can also improve the resilience of our transportation system. As flooding, erosion, landslides and extreme heat (i.e., weather events and related hazards) compromise roadways and transit infrastructure, regional trails build network redundancy, in turn creating options in ways to travel.<sup>17</sup>

Another intention of the bond is to invest in trails that will help provide equitable access to natural areas for people of color including immigrants, and people with low incomes. This is a climate adaptation response, primarily, in that it can bring the many health and social benefits of recreation within closer physical reach.

Respite from extreme urban heat via connections to water bodies and mental health benefits associated with being in nature are just two examples of adaptive responses that trail connections to nature – and access to nature more generally -- can help strengthen.

One of Metro's goals is to prioritize trails in ways that advance climate mitigation and climate adaptation. Both mitigation and adaptation are critical elements of regional climate resilience and they should be thoughtfully balanced in trails program implementation.

This is because, generally speaking, strengthening the transportation (i.e., mitigation) potential of the regional trails system requires at least a partial focus on how many people the system will serve. In comparison, providing equitable access to nature and recreation (i.e., adaptation) requires a focus on who the trail system will serve.

#### Additional context and guidance:

- Provide "inclusive access to human-scale infrastructure and options, in which walking, cycling....become achievable community norms" (NAYA et al., 2016).
- Prioritize trail projects through meaningful partnership with community members and community-based organizations led by and for people most affected (NAYA et al., 2016).
- Developing trails in existing [habitat] disturbance corridors and along habitat edges, keeping out of core habitat areas, and avoiding high quality connector habitat are ways to mitigate the impacts of trail development on natural communities and wildlife, thereby improving resilience outcomes (Metro).
- "Enhance [transportation] system redundancy wherever possible" (DLCD, 2021).

<sup>&</sup>lt;sup>16</sup> Transportation is Oregon's largest contributor to greenhouse gas (GHG) emissions, accounting for roughly 39% of total state emissions in 2016 (Oregon Global Warming Commission, 2018).

<sup>&</sup>lt;sup>17</sup> Of course, with more extreme weather events trails also become more susceptible to damage and failure. Therein lies the importance of sustained trails infrastructure management and maintenance and building trails in appropriate locations (Adaptation Partners).

# Anti-displacement Strategies CXIV

The parks and nature leadership team provided the additional considerations and context to help Metro parks and nature staff understand how this particular bond wide criteria could help shape bond programs and investments

#### **Outcomes**

- Synergy: As a contributing element to community stability, parks investments are synergistic with other elements (e.g. housing, transportation, education, food, etc.), working in a concerted effort to build community resiliency.
- Awareness: There is a heightened awareness by Parks and Nature staff and regional partners of the conditions
  and unintended actions that lead to displacement and/or gentrification, which ultimately assists in understanding
  possible mitigation actions the region can collectively carry out.
- Community stability: BIPOC communities have the necessary support systems to build long-term resiliency against the threats of displacement and/or gentrification that may unintentionally result from bond investments.
- Prevention: Regional investments, including the Parks and Nature bond, actively prevent further harm to communities who have experienced displacement and/or gentrification from government spending in the past.

#### Examples of practice

- Region-wide coordination: Metro and regional partners practice community stability strategies that coordinate
  regional investments to strengthen impact. These regional investments include the Parks and Nature bond and
  levy, the Housing Bond, and the Supportive Housing Services funding measure, which heighten the importance of
  Metro's Regional Investment Strategy.
- Assessment: Prior to investment, encourage and utilize practices that seek to understand conditions that may
  contribute to displacement and/or gentrification to better understand impact. Economic assessments are an
  example of such practice.

# **Guiding Considerations**

The University of Minnesota collected a set of guiding considerations for public investments in parks and green infrastructure for policy makers, public agencies and regulators, planners and project managers. These include:

- Prepare for the long-term. Account for the time, energy, and expenses necessary for long-term effective implementation.
- Public sector enforcement is needed for many anti-displacement policies to be effective.
- The public sector is generally not set up to collaborate efficiently across different agencies, which means creative thinking is needed and pathways are possible.
- Qualitative data is still data. Emotive responses to regulatory measures are useful and necessary and should be considered when analyzing, measuring, and implementing public programs.
- "Placemaking" must contend with the principles of "place keeping" when it comes to gentrification. Be considerate and uplift the labor and emotional investment into a place. Be open to an iterative process.
- Incorporate justice into the execution of a project beyond procedures. Question who owns and profits from its outcomes.
- "Each project is inevitably shaped by historical and ongoing structural conditions." (Klein et. al)

#### **Strategies**

# **Support Coalition Building**

Assist in the growth of partnerships that can create alliances, identify mutual goals and values, identify financial support, and build relationships with ambassadors.

# **Community Engagement and Empowerment**

Equitably engage community in selecting park, nature and trail projects.

### **Inclusive Planning and Design**

Encourage equitable participation of those who may be impacted by parks and nature investments.

Provide Diversified Programs Support diversified programming at parks, trails and natural areas.

#### **Systems Thinking and Data-Informed Decisions**

Identify communities most at risk of displacement in the region.

Prioritize investments in communities expecting park, nature and trail investments.

# **Support Small Businesses**

Protect locally owned small businesses through direct contracting.

Workforce Development Pursue workforce development programs to develop job skills within the community around investment areas.

### **Financially Support Resilient Communities**

Allocate a portion of development budgets to community support services and affordable housing programs.

# **Private Sector Housing Policies**

Support anti-displacement housing and land use policies.

#### **Homeowner and Renter Programs**

Support programs that make it easier for low-income homeowners and renters to stay in place.

# **Support Housing Organizations**

Invest in housing trust funds, community land trusts and other forms of land banking and value capture mechanisms.

# **Cross Sectional Planning**

Coordinate affordable housing, transportation, and park, nature and trail investments in order to leverage investments.

#### Other

Preventing displacement must be an iterative, community-guided and –informed process. Throughout engagement around the bond and other local/regional investments, ask community if other anti- displacement strategies should be considered as well as which strategies should be prioritized.

#### 4) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics.  $^{18}$ ,  $^{cxv}$ 

# What are the guiding purposes for the Capital Grants Pilot? cxvi

The purpose and intent of the Capital Grants Pilot is as stated below.

A growing population and changing climate threaten streams and habitat Oregonians have worked hard to protect. Treasured parks and trails need improvements to keep up with demand and to be welcoming to all. And some communities – particularly communities of color and other historically marginalized communities – still await equitable access to the benefits of public investments. This proposed 2019 bond measure will allow the region to continue efforts protecting water quality and wildlife habitat for generations to come. cxvii

This program will fund community-led projects, with an emphasis on benefitting historically marginalized communities. CXVIII

These projects will protect and improve water quality and fish and wildlife habitat, support climate resiliency and/or increase people's experience of nature at the community scale. CXIX

All projects must satisfy required bond program community engagement, racial equity and climate resilience criteria  $\dots$  as well as the Capital Grants requirements set forth below.  $^{cxx}$ 

The Capital Grants Pilot was codified as "Pilot a new "Participatory Grantmaking" approach within this program area". cxxi

# What are the guiding principles for the Capital Grants Pilot? CXXIII

**All of the following principles will guide the Nature in Neighborhoods Capital Grants Pilot.** It will not focus on just one or two of the principles. <sup>cxxiii</sup>

Based on community and partner engagement and input from stakeholders, the Metro Council approves the following principles to guide the proposed bond measure.

<sup>&</sup>lt;sup>18</sup> From PN Bond Criteria Memo, 1/12/2022

# Serve communities through inclusive engagement, transparency and accountability.

Continue to build trust and relationships through engagement of the region's diverse communities in the identification, planning and implementation of all Metro bond-funded projects. Develop tools to evaluate and report on impacts, and adjust course as needed.

#### Advance racial equity through bond investments.

Set aspirational goals for workforce diversity and use of minority-owned and diverse contractors identified through COBID (Oregon Certification Office for Business Inclusion and Diversity) and work to reduce barriers to achieving these goals. Demonstrate accountability by tracking outcomes and reporting impacts.

# Protect clean water for people, fish and wildlife.

Increase the emphasis on water quality as well as quantity in regional land acquisition priorities, including but not limited to protecting headwaters and preventing flooding in urban areas.

#### Protect and restore culturally significant native plant communities.

Prioritize protection and restoration of culturally significant native plants in partnership with greater Portland's Indigenous community in regional land acquisition and management plans.

# Protect, connect and improve habitat for native fish and wildlife.

Focus on habitat protection for native fish species, such as salmon, trout, steelhead and lamprey, in regional land acquisition and management plans. Restore and enhance habitat for wildlife prioritized in state, federal and regional conservation plans and/or identified as priorities through community engagement. Consider additional opportunities for natural resource protection on working lands consistent with Metro's commitment to protect the agricultural economy and working lands in the greater Portland region.

#### Take care of what we have.

Maintain, update and reinvest in regional and local destinations, particularly those with high visitation and use by communities of color or places/projects identified by communities of color. "Capital improvements" that are not part of owning an asset like routine maintenance (operation focused) and that increase its lifespan, new component ok (Bond focus);

# Make parks and natural areas more accessible and inclusive.

Increase access for those experiencing disabilities through investments using universal design principles and projects that comply with the Americans with Disabilities Act. Work with communities of color, greater Portland's Indigenous community and other historically marginalized groups to identify opportunities for culturally responsive public improvements.

# Connect more people to the land and rivers of our region.

Provide people with new or improved access to local rivers and streams, natural areas and places for multigenerational activities, healing spaces and community gatherings. Leverage other public and private investments in affordable housing and transportation.

# Invest in trails for biking and walking.

Focus on closing gaps and completing ready-to-build projects that fulfill the Regional Trails Plan, particularly those identified as priorities by communities of color. Consider proximity to affordable housing and transit and connections to regional or local parks.

# Support community-led parks and nature projects.

Require greater community engagement and racial equity strategies for local, community-led projects funded by the bond. Prioritize projects identified and created by communities of color and other historically marginalized groups. Hold partners accountable for tracking outcomes and reporting impacts. Metro has found ways to prioritize these communities in ways that do not violate the law, like outreach or reducing barriers.

# Make communities more resilient to climate change.

Reduce impacts of climate change through conservation and park development. Emphasize flood control, water quality and availability, urban forest canopy, habitat connectivity, food security and community access to water

#### What are the guiding **criteria** for the Capital Grants Pilot?

#### Community Engagement and Racial Equity Criteria CXXIV

The Capital Grants Pilot 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. Metro has found ways to prioritize these communities in ways that do not
  violate the law, like outreach or reducing barriers.
- 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 COBID contractors and work to reduce barriers to achieving these goals; demonstrate accountability by tracking outcomes and reporting impacts.

#### Climate Resilience Criteria<sup>cxxv</sup>

The Capital Grants Pilot must identify at least one climate resilience criterion that the project will satisfy from among the following. *The committee must identify at least one criterion to include in the guidebook.* cxxvi

- 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.

# Program criteria cxxvii

The Capital Grants Pilot investments must satisfy at least one of the following criteria. *The committee must identify at least one criterion to include in the guidebook. cxxviiii* 

- Build wealth in communities of color, Indigenous communities, low-income and other historically marginalized communities through contracting and jobs.
- Improve human mental and physical health, particularly in communities of color, Indigenous communities, low-income communities and other historically marginalized communities.
- Partner with and empower Indigenous people.
- Nurture a relationship with land and create educational opportunities (including Science, Technology,
  Engineering, Art and Math [STEAM] opportunities) and promote careers in the environmental and agricultural
  sector, especially for people and youth of color.
- Ensure accessibility for people experiencing disabilities.
- Demonstrate that people of color influenced the project identification, selection, design and implementation.
- Consider and approach the issue of houselessness in a sensitive and humanizing way.
- Create easy access to nature from transit and for people walking or biking.

#### 5) COMMITTEE RECOMMENDATIONS

The legislation outlines the Purpose, Principles and Community Engagement and Racial Equity Criteria.

#### Committee Discussion

# Criteria Meeting Notes<sup>cxxix</sup>

- Committee Member: I was also thinking about "Build wealth" pretty high up, but it's broad criteria. I thought the "Demonstrate that people of color influenced the project ID" I thought their might have been more to say there.
  - o Committee Member: For me "Build wealth" includes resources, so for me reading "Demonstrate that people of color influence the project..." is included within that.
- Committee Member: I have a question for the group: I ranked "Ensure accessibility for people experiencing
  disabilities" higher, I think it's not considered a lot, interested in seeing how we rank that higher. Often those with
  disabilities get forgotten a lot.
  - o Committee Member: That was a tricky for me too. Thinking about where is the most systemic harm happening, if it's race, disability, etc.
  - o Committee Member: Thinking there are so many amazing projects where able-bodied people will go out and do it without a thought. Some things are relatively simple like using gravel instead of woodchips. Could be really easy to do without changing the nature of projects. I just think it's really low on the list.
  - o Committee Member: This is my unpopular thought...I ranked it lower because I felt that compared to race, there's requirements for ADA but no requirements for the racial equity criteria

#### Criteria Meeting Notes Climate Resiliency cxxx

- Committee Member: I like the expansive approach. Looking at the criteria individually, it seems like there is already funding for some of those. Expansive approach covers a lot of different needs.
- Committee Member: I also wanted to comment on my sticky note. It feels like a lot of projects out there can satisfy
  more than one criterion at once, and that should be encouraged, and that should be written into the final product
  some way. It might encourage people to be a little more creative.
- Committee Member: Would this make it more difficult for implementing CBOs thinking about CBOs that haven't implemented these type of climate resilient projects before would having a broader set of criteria make it easier for these groups to get their foot in the door?

• Committee Member: I think more expansive is better, for me. I don't think casting the widest net possible is the best approach, but if we pigeonhole ourselves too narrow, we are going to remove ourselves from a variety of stakeholders. It will definitely make reviewing and trying to decide what is getting the funding a lot more difficult than it needs to be, but I think it has a need for a broad approach when it comes to climate resiliency. Why reduce the scope when we could take a broad approach?

#### Criteria Meeting Notes Program Crieria CXXXII

- Committee Member: I like the openness. It makes me think about the function and scope of the capital grants. It could be creating a burden for groups that apply but don't really fit into the scope.
- Committee Member: Regarding the houselessness topic, I kind of feel like there could be a problem with the approach being too broad. I am more concerned about how some projects use resources to work against houselessness groups in a negative way. Maybe the criteria could be shifted in a way that prevents groups from using funding to cause harm to houseless individuals.
- Committee Member: So, the overall view is that the broad approach here isn't achievable and we should perhaps just go with top three or four.
- Committee Member: Applications that would include more than one criterion would be scored more favorably, correct? yes

#### Committee Decision

The Nature in Neighborhoods Program Design and Review Committee has made the following recommendations.

# Climate Resilience Criteria cxxxiii

On April 12, 2022 the Program Design and Review Committee choose to include the following four criteria: cxxxiii

- 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.
   On April12, 2022 the Program Design and Review Committee did not choose to include the following criteria: cxxxiv
- Invest in segments of the regional trail system to expand active transportation opportunities for commuting, recreation and other travel.

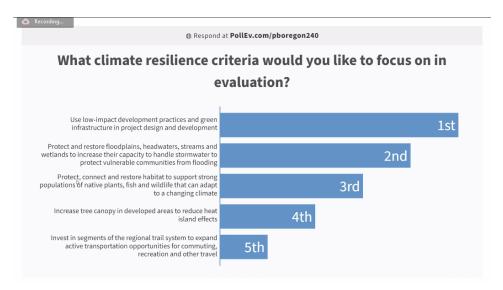


Figure 10: Draft climate resilience criteria selection. Source: PDRC Polling, 3/29/2022.

#### Program criteria<sup>cxxxv</sup>

On April 12, 2022 the Program Design and Review Committee choose to include the following four criteria: CXXXVI

- Build wealth in communities of color, Indigenous communities, low-income and other historically marginalized communities through contracting and jobs.
- Improve human mental and physical health, particularly in communities of color, Indigenous communities, low-income communities and other historically marginalized communities.
- Partner with and empower Indigenous people.
- Nurture a relationship with land and create educational opportunities (including Science, Technology,
  Engineering, Art and Math [STEAM] opportunities) and promote careers in the environmental and agricultural
  sector, especially for people and youth of color.
  - On April 12, 2022 the Program Design and Review Committee did not choose to include the following criteria: cxxxvii
- Ensure accessibility for people experiencing disabilities.
  - On April 12, 2022 the Program Design and Review Committee was still discussing whether to include the following criteria: CXXXXVIII
- Demonstrate that people of color influenced the project identification, selection, design and implementation.
- Consider and approach the issue of houselessness in a sensitive and humanizing way.
  - Create easy access to nature from transit and for people walking or biking.

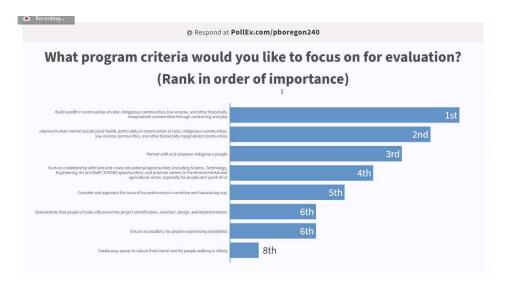


Figure 11: Draft program criteria selection. Source: PDRC Polling, 3/29/2022.

#### C. PROJECT ELIGIBILITY

#### 1) PURPOSE AND SUMMARY

Proposed projects must fulfill the following minimum requirements to be considered. <sup>1</sup>

- Partners
- Project/Proposal Requirements & Eligibility
- Eligible projects/grantees
- Grant sizes

# 2) Considerations for the Program Design and Review Committee

On April 12, 2022, the Nature in Neighborhoods Program Design and Review Committee started an activity to answer the following questions regarding project eligibility:

- How are projects divided/classified (e.g. project type, project size)?
- What are the thresholds (e.g. size of grants, funding amount)?
- What is an appropriate balance between the different streams?
- Activity: <u>Mural Board</u>

# 3) BACKGROUND

# Project Types (2006-2015 Evaluation) cxxxix

While the 2006-2016 grants only funded capital investments, a wide variety of projects qualified. Projects fall into four major categories:

<u>Land acquisition</u> - Acquisition projects that are important to local communities. These are not the regionally significant land acquisitions that fall under Metro's regional target areas. These are projects that bubble up from the

community in order to improve connections to existing natural areas or project neighborhood jewels such as Oregon white oaks.

Project examples: Baltimore Woods, Summer Creek, White Oak Savanna, Nadaka

<u>Restoration</u> Restoration projects need to be capitalized as well. These projects tend to reconnect floodplains and install natural structures to add instream complexity. We have also funded one culvert replacement to improve fish passage.

Project Examples: Crystal Springs, Klein Point, Mt. Scott Creek, Stone Bridge in Tryon Creek, Wapato Marsh

<u>Urban transformations</u> - Urban Transformation projects integrate natural processes into urban infrastructure projects in order to off-set the impacts of highly urbanized areas.

Project examples: Virginia Garcia Health Clinic, ReGreening I-205, Park Avenue Station

<u>Neighborhood livability</u> - Neighborhood Livability projects increase the appearance and experience of nature in order to improve a community's vitality

Project Examples: EMSWCD - Conservation Corner, Hathorne Park, Nadaka Park & Garden, Westmoreland

As of 2016 \$13.2 M committed, 8 funding cycles, 44 projects:

- Acquisition Projects 9 projects funded
- Restoration Projects 10 projects funded
- Neighborhood Projects17 projects funded
- Urban Transformation Projects 8 projects funded

#### Qualities of Successful Projects<sup>cxl</sup>

- Community engagement
- Diverse partnerships
- Multiple benefits
- Innovative
- Frame in larger context

#### 2015 Evaluation Findings cxli

The 2006-2016 Nature in Neighborhoods Capital Grants program funded projects with the following benefits:

- Fills an important funding niche for urban conservation
- Urban conservation creates a more resilient region
- Engaging the community pays off; sense of pride and ownership
- Equitable investments take intention
- Nature can be a driver of a healthy economy

- Early investments promotes innovation; brings additional resources
- Supported new region-wide initiatives such as nature play
- Supporting the use of difficult sites such as landfills and surplus highway rights-of-way

# Integrating Habitats Project Types<sup>cxlii</sup>

- Urban Ecotones
  - Stormwater plazas
  - o Riparian regeneration zone
  - Greenspace surrounds
  - Cascading sitting stairs
  - o Green corridor
  - o 74,500 foot ecoroof
  - Minimal disturbance

# Captivation

- Habitat corridors
- o Wide sidewalks, narrow streets
- o Planting-for-wildlife roofs
- o Regenerated riparian forest
- o Rooftop recreation
- Ecological ribbons
- Tuck-under parking

#### TerraScapes

- o Stormwater plazas
- o Riparian regeneration zone
- o Greenspace surrounds
- Cascading sitting stairs
- Green corridor
- o 74,500 foot ecoroof
- o Minimal disturbance

### Growing together

- Habitat to survive and thrive
- o Eco-community center
- o A rain barrel for every home
- o Four-dimensional planning

- Indicator species
- o Oak woodland restoration
- Snags, leaves and downed trees

### 4) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. cxliii

#### What are the minimum **program requirements** for the Capital Grants Pilot?

- To maximize the impact of investments, projects must demonstrate strong partnerships between community-based organizations and public (non-federal) agencies.
- Grant funds must be expended within the Urban Growth Boundary and/or the Metro jurisdictional boundary or as approved by the Metro Council.
- Projects must be clearly achievable given the knowledge, skills and resources available among project partners.
- Expenses must be associated with capital projects only. Funds cannot be used for general operating expenses. Administrative costs will not be eligible for reimbursement in this program. The only reimbursable costs are related to the capital project plus up to 10% for project management staff time.
- Projects that involve the acquisition of properties or easements must be negotiated with willing sellers.
- Grantees will be required to evaluate their projects. Progress reports would suffice.

# Who can apply for the Capital Grants Pilot? cxliv

Capital grants are intended to support community-driven initiatives; therefore, partnerships are key to a successful proposal. Tribal governments, public schools, non-profits, community-based organizations, local governments and special districts can apply for grants.

To maximize the impact of investments, projects must demonstrate strong partnerships between community-based organizations and public (non-federal) agencies. cxlv

The final capital asset must be publically owned. Tribal governments, non-profits, and community-based organizations would have to partner with a state/local/federal government to be eligible for the Capital Grants. Tribes may not considered a public entity under Oregon law, for purposes of the lending of credit prohibition that applies to general obligation bond proceeds. As requested by Metro's tribal relations specialist, Metro may or may not be eligible to be a beneficiary of the Capital Grants as a partner to tribal governments.

# **Definitions**

# What is a capital project? cx/vi

Land or other assets acquired or created with Metro bond funds must be owned by the public and capitalized by a non-federal public entity. Calvii Tribes are not considered a public entity for the reasons referenced above.

Expenses must be a capital expense. Funds cannot be used for general operating expenses. cxlviii

"Bond proceeds must be spent on capital costs, which could include, but are not limited to, costs for land acquisition, design, planning and construction, general and program administrative expenses, bond issuance costs and reimbursable bond preparation expenses related to community engagement, design, planning and feasibility of

the acquisition and capital construction program." Projects may be required to partner with a jurisdiction to help develop (i.e. plan, engineering or architectural plans) and jurisdictions would be required to own the capital asset.

#### 5) COMMITTEE RECOMMENDATIONS

The legislation outlines the program requirements, applicants and definitions of eligible projects.

Committee Discussion
Committee Decision

# D. EVALUATION CRITERIA / VETTING

# 1) PURPOSE AND SUMMARY

The purpose, principles and criteria serve as the basis for the evaluation criteria for vetting the project proposals submitted during the idea collection phase.

- 2) Considerations for the Program Design and Review Committee
- 3) BACKGROUND

#### 4) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics.cl

#### What is the role of the committee?

A committee, staffed by Metro, will be established to:

- 1) Review all projects and make funding recommendations to the Metro Council. Metro legal staff recommends a similar process for the committee to the past Capital Grants review committee process: the review committee meets to decide on grant award recommendations; staff writes a memo to Metro Council; staff writes a resolution and staff report that identify the committee members and their recommendation to Metro Council; and Metro Council awards the grants. For example, the committee would evaluate to recommend which proposals to bring to the community vote and then recommend the grant awards based on the outcomes of the community vote to the Metro Council.
- 2) Evaluate the effectiveness of the program.

Metro staff will consult with experts from a wide variety of backgrounds including those with academic, professional and lived experience on best practices related to water quality, habitat restoration, and traditional ecological knowledge in order to offer technical assistance to ... the committee on creating the greatest benefits for people, plants and wildlife. If the committee is composed of members with or provided with trainings in these areas of expertise, that would satisfy this requirement.

#### 5) COMMITTEE RECOMMENDATIONS

The legislation outlines the role of the committee and Metro staff in evaluation of projects. For the Capital Grants Pilot, this vetting will occur after the idea collection and before the community vote.

# Committee Discussion Committee Decision

#### E. REVIEW AND APPROVAL PROCESS

#### 1) PURPOSE AND SUMMARY

Community volunteers and government staff distill ideas, refine project ideas, and develop them into feasible projects that come back to the community for deliberation and final, binding vote. The projects with the most votes are implemented.<sup>19</sup>

See above descriptions of the process of idea collection, project development and community vote.

#### 2) Considerations for the Program Design and Review Committee

#### 3) BACKGROUND

#### 4) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. cli

What is the process of Capital Grants Pilot review and award of projects?

Grants will be solicited and awarded at least once per year.

More than one process for selecting projects may be created to respond to project size, scope and complexity, *such as the Capital Grants Pilot*.

A review committee, staffed by Metro, will be established to review all projects and make funding recommendations to the Metro Council. For example, after the community vote has occurred, the review committee could recommend the grant awards based on the outcomes of the community vote.

The Metro Council will make all grant awards. clii For example, after the community vote has occurred, Metro Council could validate or approve the results of the vote and make the grant award based on that outcome.

#### 5) COMMITTEE RECOMMENDATIONS

The legislation outlines the approval process.

**Committee Discussion** 

**Committee Decision** 

See above discussion regarding idea collection, project development and community vote processes.

# V. After Funding Award

# **A. FUNDING REQUIREMENTS**

#### 1) PURPOSE AND SUMMARY

This section describes the match and funding requirements of the Nature in Neighborhoods Capital Grants Pilot program.

<sup>&</sup>lt;sup>19</sup> https://www.pboregon.org/what-is-pb

- Match
- Reimbursement
- 2) Considerations for metro staff

# 3) BACKGROUND

#### 4) LEGISLATIVE GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. clinic

# What are the funding requirements and mechanisms for the Capital Grants Pilot? cliv

- The program will allow for flexible match requirements to maximize racial equity outcomes. The program will also encourage projects that leverage additional government and private funding to increase the overall program impacts. Match may be cash, in-kind donations of goods or services, staff time or volunteer hours from sources other than Metro. Flexible match requirement could include the two-to-one match required for 2006 Bond Nature in Neighborhoods capital grants or another match requirement to-be-determined.
- Metro may award funds to a project with conditions of approval, including the need to meet matching requirements.
- Applicants must demonstrate that there are long-term designated funds available to maintain the project for its intended purpose. Examples of this include a commitment in writing of who is paying long term maintenance (e.g. government asset owner, applicant or partner) and audited financial statements from the organization who is paying for the long-term maintenance with a clean audit opinion.
- Grant funds are typically provided on a reimbursement basis. Legal staff has stated that this means having a reimbursement component, but the actual percentage is not defined. For example, the Local Share program offers upfront payments. However, local governments typically will have more resources to reimburse Metro and the same might not be true for other non-profits or community groups. Financial staff would be fine mirroring the 30% up-front from the levy Nature in Neighborhoods community grants program.
- No more than 10 percent of grant funds will be used for staff time directly related to a project; projects that address racial equity may exceed 10 percent as approved by the Metro Council. Overhead and/or indirect costs are not reimbursable, but can be used to meet matching requirements.

# What are the budgets that will be required for Capital Grant Pilot projects?clv

Each grant recipient jurisdiction will be required to submit a project budget alongside their project proposal. The project budget submitted should outline the total project cost summarized by major spending category and should include whether each line is a direct project cost or an administrative capital cost. The *grantee* should prepare project scopes and budgets with care, applying conservative estimates. A percentage of project budget should be set aside as contingency to cover unforeseen expenses. The amount of contingency should be based on each jurisdiction's standard project management practices. It is anticipated that project budgets will be best estimates and construction costs will likely fluctuate over the life of each *IGA* or grant contract.

If projects end up costing less, *grant recipients will return the additional contingency funds*. Alternatively, Metro does not have additional funds to cover added expenses or project budget overages. Budget overages are the responsibility of the grant recipient.

# What is the definition of capital costs for the Capital Grants Pilot?<sup>clvi</sup>

"Administrative Costs" means Capital Costs that are not Direct Project Costs, including program development expenses, administrative and finance staff support, expenses related to board community engagement and outreach, and any other payments that are required to facilitate bond-funded capital projects but are not directly tied to a project.

"Capital Costs" means costs that are considered capital under generally acceptable accounting principles (GAAP), which costs include the costs of capital construction, capital improvements or other capital costs, as those terms are defined by the relevant provisions of the Oregon Constitution and Oregon law (including ORS 310.140). Each jurisdiction should also ensure that the costs incurred as capital adhere to their own internal capital policies. Capital costs can include staff time to the extent it is allowable under each jurisdictions existing financial policies.

"Direct Project Costs" means Capital Costs that are expended for the acquisition, development, or construction of a Metro Parks and Nature bond-funded project.

# Eligible capital costs<sup>clvii</sup>

The Nature in Neighborhoods Capital Grants are being funded using general obligation bond proceeds. General obligation bonds (sometimes referred to as GO bonds) may only be used to pay for expenditures that constitute qualified capital costs, consistent with Oregon law. Capital costs are costs that can be capitalized under generally acceptable accounting principles (GAAP). Capital costs can include the costs of capital construction, capital improvements or other capital costs as defined by the relevant provisions of the Oregon Constitution and Oregon law (including ORS 310.140). Each grantee should refer to and abide by its own policies regarding what constitutes a capital cost.

As outlined in ORS 310.140, capital costs include land and other assets having a useful life of more than one year, and can include costs associated with acquisition, construction, improvement, remodeling, furnishing and equipping. Capital costs do not include costs of routine maintenance, supplies or general operating expenses.

Each grant recipient jurisdiction may, based on its financial policies, make its own determination as to what constitutes a capital cost, so long as it is consistent with state law. The only reimbursable costs are related to the capital project plus up to 10% for project management staff time.

#### 5) Metro Recommendations

The legislation outlines most of the funding requirements.

Metro may further determine the flexible match requirements.

#### B. AGREEMENTS

#### 1) PURPOSE AND SUMMARY

This section discussed the contractual agreement, insurance requirements and reimbursement procedures with Metro after receiving a funding award.

- Contracts
- Reimbursements
- Insurance requirements

#### 2) Considerations for Metro staff

#### 3) BACKGROUND

#### 4) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. clviii

# What is the contract period for these grants? clix

Grantees will have up to two years to address these conditions of approval before entering into a grant agreement with Metro. Upon entering into a grant agreement with Metro, the grantee will have up to three years to complete the project. Metro's Chief Operating Officer may approve extensions up to a maximum five-year term if a project encounters unforeseeable delays. Contracts are for three years. If contract extensions are needed, the COO must approve the extension and can do so for up to a maximum five-year term.

# What happens to unspent funding? clx

Nature in Neighborhoods capital grants projects funded by the 2019 bond measure must be maintained for their intended purpose established in the grant application, such as natural area, wildlife habitat, water quality, trail or recreation purpose. After five years, the Metro Council may reallocate unspent and unobligated funds to other program areas, up to any maximum program funding amount(s). Agreements for any public interest in land must be negotiated with willing sellers. Local governments may not exercise their powers of eminent domain in the implementation of this measure. It's unclear whether this indicates five years after the grant award, a program specific date, or the bond issuance date (May 2020).

#### 5) Metro Recommendations

Metro procurement determines contracts, reimbursements and insurance requirements.

#### C. GRANT MANAGEMENT

#### 1) PURPOSE AND SUMMARY

This section specifically is for how the projects will be monitored and evaluated after receiving a funding award.

- Measurements
- Process
- Progress reporting requirements
- 2) Considerations for Metro staff
- 3) BACKGROUND

#### 4) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. clxi

# How will the Capital Grants Pilot be accountable?

An independent community advisory committee will review progress in the implementation of Metro's bond measure, including protection of land, local and community project implementation, capital construction of Metro

park and regional trail projects, and grant program administration. This committee, the Natural Areas and Capital Program Performance Oversight Committee, gives the Metro Council and the region's residents an independent, outside review of the capital program. The committee's charge and responsibilities will include oversight of Metro's efforts to meet the racial equity and climate resiliency criteria and outcomes described in this measure. Cixii According to the Oversight Committee Bylaws, the Oversight Committee will provide general oversight and review whether bond programs are run efficiently and whether bond programs meet the bond goals and bond criteria.

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# **VI. Capital Grants Pilot Guidebook Appendix Materials**

- Glossary
- Recruitment
- Funding Application Materials
- Sample Agreements or Contracts
- Evaluation
- Request for Proposals (RFP) to implement the program design

# Capital Grants Pilot Glossary of Terms

January 2022

# Participatory Budgeting Glossary ClxIII

**Participatory Budgeting (PB)**: Participatory Budgeting is a deliberative democratic process where ordinary community members design and vote on projects using a portion of a public budget.

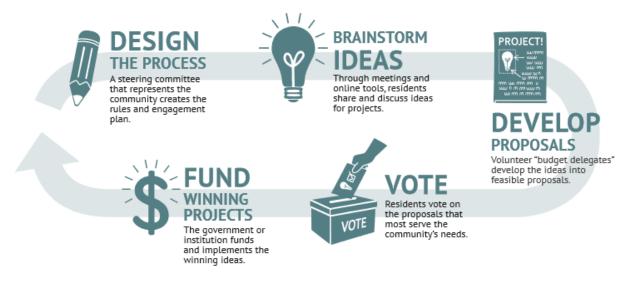


Figure 12: The Participatory Budgeting Cycle. Source: https://www.participatorybudgeting.org/what-is-pb/

# Design the process

Community-based Steering Committee (For the Capital Grants Pilot, the Program Design and Review Committee): A paid, representative committee of community members throughout the region who develop a *Process Rule Book*. Additionally, they oversee the process, can support outreach efforts, and can be involved in program evaluation.

**Process Rule Book (For the Capital Grants Pilot, the Guidebook)**: The *Process Rule Book* is the public facing document that describes how the process works, the values and goals, and detailed rules for how to engage in the different steps of PB. Additionally, it provides educational information on the source(s) of funding, the legal limitations/requirements, and process specifics such as how much money will fund how many projects; what happens if there are tie votes; who votes, voter credentialing, etc.

# Brainstorm ideas

**Idea Collection**: The step of the participatory budgeting process where community members brainstorm ideas about what type of projects they would like to see in their community. These often take the form of

neighborhood assemblies and a period for online idea collection on civic tech platforms. This step will last approximately one month and results in general ideas about categories of projects.

# Develop proposals

**Budget Delegates (For the Capital Grants Pilot, working groups or sub-committee of the Program Design and Review Committee)**: Community members who are recruited/volunteer during the *Idea Collection* step. Budget Delegates take the ideas that were generated in *Idea Collection* and sort them into categories. They then form subcommittees to begin the process of project development where they work with government staff to refine and develop viable project ideas into feasible projects.

**Project Proposal Vetting**: Key government staff work with *budget delegates* during the project development step. Their role is to advise on what is possible, estimate project cost, and to educate budget delegates on relevant internal processes (i.e. procurement policies, spending restrictions, etc.).

**Project Proposal Development**: The step of the process where *Budget Delegates* work with government staff to develop ideas collected from *Idea Collection* to develop a predetermined number of projects for the ballot. This happens through a series of facilitated work sessions, meetings with staff (*Project Vetting*), and site visits.

# Vote on proposals

**Voting**: The step in the process where all eligible members of the public (as determined by the *Steering Committee* and outlined in the *Process Rule Book*) vote on which project they would like to see implemented. This often takes place both in person through *Project Expos* and online voting through *Civic Tech* platforms. Oftentimes, there is a printed ballot that has been translated into multiple languages. In addition to events, there is the possibility of conducting mobile voting by taking ballot boxes to other community events, or by placing ballot boxes in publicly accessible locations (i.e. libraries, schools, etc.).

**Civic Tech Platforms**: Online platforms developed by organizations such as <u>Decidim</u>, <u>Citizenlab</u>, or <u>PB Stanford</u> that allow community members to participate in each step of the process digitally. Additionally, they allow people to view the progress on projects after the vote, throughout the *Implementation* step. Note, this is an actively emerging industry and PB practitioners note that there is no one clear platform that is the front runner.

# Fund the proposals

**Project Implementation**: After the vote is counted, the winning projects are implemented. It is important to continue communication with process participants and the general public during this step because this can be the key to building trust in the process.

# Parks and Nature Glossary clxiv

#### The Metro Council

<u>The Council Office</u> includes the Metro Council President who is elected region-wide, six councilors who are elected by district, and policy and administrative staff who support the councilors as individuals and the Council as a whole in its role as a legislative body. Metro staff act as a liaison between the councilors and external partners and stakeholders.

# Parks and Nature Leadership

The Parks and Nature leadership team consists of the director, deputy director, conservation program director, community services program director, administrative manager, administrative supervisor, communications manager and finance manager.

# Parks and nature voter-approved investments and system plan

Five times during the last two decades, voters across the greater Portland area have invested in a network of regional parks, trails and natural areas. By approving bond measures in 1995 and 2006, voters asked Metro to invest a total of \$360 million in protecting water quality, wildlife habitat and outdoor recreation. As a result, Metro has protected 13,100 acres and counting, from the Chehalem Mountains on the west to the Sandy River Gorge on the east. Hundreds of community nature projects have also received a boost through a total of \$90 million in grants and allocations to local cities, counties and park providers for projects identified as important to local communities.

Most recently, in November 2019, voters approved a \$475 million bond measure that focuses on six existing and one new program area: land acquisition and restoration, taking care of Metro parks, Nature in Neighborhoods grant program, local park provider projects, buying land and building trails, and funding complex community visions.

The <u>Parks and Nature System Plan</u>, approved by the Metro Council in February 2016, lays out Metro Parks and Nature's mission and role, the status of Metro's portfolio, trends that will shape future work and strategies to guide the future. A local-option levy passed in 2013 – and renewed in 2016 – helps care for this growing collection of parks, trails and natural areas by improving them for visitors, restoring habitat and engaging the community.

# Racial Equity, Diversity and Inclusion Action Plan

In June 2016, the Metro Council adopted an agency-wide <u>Strategic Plan to Advance Racial Equity</u>, <u>Diversity and Inclusion</u>. The Metro-wide strategy focuses on goals that cross all areas of Metro's work.

In August 2017, a Parks and Nature team began creating a department-specific plan. Finalized in spring 2019, the plan includes a series of actions to help institutionalize racial equity in our work and involves every staff member and team.

# Nature in Neighborhoods community grants

# NiN Nature Education Grants Glossary clxv

**Conservation education** helps people of all ages understand and appreciate our natural resources and how to conserve those resources for future generations. Through structured educational experiences and activities targeted to varying age groups and populations, conservation education enables people to realize how natural resources and ecosystems affect each other and how resources can be used wisely (Intertwine Conservation Education Task Force).

**Environmental education** refers to organized efforts to teach about how natural environments function and, particularly, how human beings can manage their behavior and ecosystems in order to live sustainably. In practice, "environmental education" is usually used interchangeably with "sustainability education." The state and national conversation is more focused on environmental/sustainability education than on conservation education (Intertwine Conservation Education Task Force).

**Environmental literacy** is an individual's understanding, skills and motivation to make responsible decisions that consider his or her relationships to natural systems, communities and future generations (The Oregon Environmental Literacy Plan). Environmental Literacy encompasses the following dispositions and skills: (a) ecological knowledge; (b) verbal commitment; (c) actual commitment, or environmental behavior; (d) environmental sensitivity; (e) issue identification and issue analysis skills; and (f) action planning (Intertwine Conservation Education Task Force).

**Stewardship** is the responsible use (including conservation) of natural resources in a way that takes full and balanced account of the interests of society, future generations and other species, as well as of private needs, and accepts significant answerability to society (Intertwine Conservation Education Task Force).

Place and community-based education is an approach to teaching and learning that starts with the local community. It addresses two critical gaps in the experience of many children now growing up in the United States: contact with the natural world and contact with community. It offers a way to extend young people's attention beyond the classroom to the world as it actually is, and to engage them in the process of devising solutions to the social and environmental problems they will confront as adults. By doing so, this distinct curricular approach can increase students' engagement with learning and enhance their academic achievement (The Oregon Environmental Literacy Plan).

# NiN Restoration Grants Glossary clxvi

**Developed areas** include industrial, commercial, and residential properties, developed parks, schoolyards, golf courses, cemeteries, airports, and the streetscape. The intensity of development ranges from skyscrapers in urban areas, like downtown Portland, to suburban neighborhoods in surrounding communities. Developed lands are situated such that remnant natural areas are highly fragmented, the tree canopy is only a fraction of historical levels, and many of the region's historical streams, wetlands, and floodplains have been degraded, filled in, or covered over. Nonetheless, these developed areas contain habitat value and biodiversity; a huge diversity of wild animals share even the most developed portions of our landscape. (Regional Conservation Strategy).

**Natural areas** are defined as protected or unprotected lands that are not developed and that are composed primarily of native habitat components. Most protected natural areas in the region are managed with the primary goal of conserving, enhancing, or restoring native species, the ecological processes that create and maintain habitat, and the ecosystem services that result, such as water quality protection. Examples of protected natural areas include wildlife refuges and wildlife areas, nature preserves, nature parks, and publicly

owned parks that retain patches of habitat characteristic of the region. Unprotected privately owned lands may also be considered natural areas if they still maintain their conservation values. These lands may or may not be actively managed, but they are not considered natural lands if they are managed specifically for agricultural or forest production (such lands are considered working lands). (Regional Conservation Strategy).

**Sustainability** means using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives. (Oregon Conservation Strategy).

**Stewardship** is the responsible use (including conservation) of natural resources in a way that takes full and balanced account of the interests of society, future generations and other species, as well as of private needs, and accepts significant answerability to society (Intertwine Conservation Education Task Force).

**Natural area maintenance** (core stewardship) focusing primarily on vegetation management and weed suppression. Natural areas maintenance or core stewardship addresses basic stewardship to emphasize reducing future maintenance costs through early detection and rapid response to invasive weeds. Work primarily focuses on vegetation management and weed suppression, but may include fences, gates and other basic infrastructure. (Metro Levy Framework).

**Restoration projects** improve ecological function and create significant improvements in the quality and function of the highest priority sites and habitats. Emphasis is placed on hydrologic restoration focused on water quality and salmon, wetland restoration focused on water quality and wildlife habitat, and prairie and oak restoration addressing priority habitats and species. Projects typically include vegetation management such as treating noxious and invasive weeds and planting native trees and shrubs. They may also include activities such as replacing or removing failing culverts and modifying roads to prevent erosion from reaching streams and water sources. (Metro Levy Framework).

# Climate Resiliency clavii

**Climate resilience** is a term that refers to the ability to anticipate, absorb, adapt to and recover from environmental changes and social or economic disruption.

Responding to climate change requires actions that advance both climate mitigation and adaption (Union of Concerned Scientists, 2016).<sup>20</sup> For this reason, this document offers a definition of resilience that includes adaptation, or recovery response, as well as mitigation, or actions that slow the pace at which climate impacts become more severe or common over time.

**Climate mitigation** refers to actions that reduce the rate of climate change. Climate change mitigation is achieved by limiting or preventing greenhouse gas emissions and by enhancing activities that remove these gases from the atmosphere (IPCC WGO-14 and IPCC-54).

**Climate adaptation** refers to the process of adjustment to actual or expected climate and its effects. In human systems, adaptation seeks to moderate or avoid harm or make best use of beneficial opportunities. In some natural systems, human intervention may facilitate adjustment to expected climate and its effects (IPCC, 2013).

**Resilient ecosystems** share fundamental qualities. Relatively intact ecosystems are known to be relatively resistant to major changes. Examples include well-connected and intact terrestrial habitat areas and floodplains connected to

March 2022

<sup>&</sup>lt;sup>20</sup> As of now Oregon is not on a path sufficient to meet its emissions reduction goals for 2035 or 2050, and meeting its 2020 goal is "highly unlikely" (Oregon Global Warming Commission, 2020).

rivers and streams, which work together to protect healthy stream flows and produce stable temperatures for salmon and other cold-water species.

Interconnected networks of healthy and protected natural areas allow native species to occur and migrate in natural abundances, ages and sizes. Resilience is also fostered by allowing natural cycles and disturbances to run their course, rather than attempting to rigidly control them (Hixon et al., 2010).

United States Environmental Protection Agency's climate change indicators for healthy ecosystems include:

- Decreased fire risk and improved ability to bounce back from wildfires
- Stable or cooler stream temperatures, even as air temperatures rise
- Increased ability of wildlife to meet their needs in new areas and begin breeding season in good condition
- Improved wintering habitat conditions for birds that are shifting wintering ranges to our region
- Native pollinators that are able to find food and shelter and provide pollination services (U.S. EPA)

While these indicators help practitioners and policy-makers understand and track climate science, impacts and ecosystem changes, they may not represent a comprehensive list.

**Resilience infrastructure** includes equitable and affordable housing options, claviii active transportation and public transit, green infrastructure, healthy and culturally relevant foods, renewable energy resources, green jobs, health services and community centers (NAYA et al., 2016).

**Climate change impacts:** Because impacts on human health and well-being are complex, often indirect and dependent on multiple societal and environmental factors, the development of climate indicators for human and community health is challenging and still emerging (U.S. EPA).

However, the evidence is clear: Black, Indigenous and people of color and Tribal nations are disproportionately impacted by climate change. <sup>21</sup> This is a result of government policies and practices that oppress and marginalize people in and through processes and decisions that directly impact their lives.

For example, analysis conducted across 108 U.S. cities found that formerly redlined areas – the product of federal policies that established a discriminatory home loan system based on race – correlate to current-day heat islands (Hoffman et al, 2020). These redlined neighborhoods often have fewer trees and vegetation, which provide shade and help reduce temperatures on hot days.

Largely the result of these same unjust and discriminatory policies and investment patterns, people of color, individuals with disabilities and people with low incomes are more likely to live in locations with high natural hazard risk, especially floodplains.

<sup>&</sup>lt;sup>21</sup> It is well documented that climate change will not be borne equally by all people. Racial and social inequities are reliable predictors of climate vulnerability (DLCD, 2021; USGCRP, 2018; USDN, 2017).

<sup>&</sup>lt;sup>22</sup> Based on a study of 108 U.S. urban areas: in 94% of cases, "neighborhoods located in formerly redlined areas – that remain predominantly lower income and communities of color – are at present hotter than their non-redlined counterparts" (Hoffman et al., 2020).

Indigenous health is based on interconnected social and ecological systems (USGCRP, 2018). The climate crisis poses significant threats to Tribal ceded and ancestral lands, burial sites, culturally valued resources such as First Foods, and Tribal and Indigenous health, economies and livelihoods including the practice of traditional ways of life.

**Climate Justice:** There is no climate resilience without climate justice. clxix

Evidence suggests that climate resilience efforts are much more successful when led by members of the local community (USDN, 2017). In order to maximize the potential for resilience across our region, bond-funded improvements should:

- Occur in collaboration with historically oppressed communities (DLCD, 2021)
- Include long-term relationship-building between Tribal and local/regional governments, which is essential to the "full and effective participation of Indigenous peoples" (Gruening et al., 2015) clxx
- Incorporate strategies into community engagement that build financial and social capital (NAYA et al., 2016; DLCD, 2021)
- "Increase the diversity of the...workforce engaged in climate work to reflect Oregon's population and to ensure effective climate adaptation" (DLCD, 2021)
- Embed community-based leadership that may continue through ongoing resilience work (NAYA et al., 2016; DLCD, 2021)

Tribes and Indigenous communities, adaptive and resilient since time immemorial, are established experts in resilience work (Gruening et al., 2015; NCAI, 2020). Assigning value to and centering Indigenous knowledge, Traditional Knowledge and environmental justice in climate change science, planning and action is imperative. This must be done in ways that uphold Tribal sovereignty and respect the requirement for the Free, Prior and Informed Consent of Indigenous Peoples (CTUIR 2021; NCAI, 2020; ATNI, 2020).

# Anti-displacement strategies clxxi

**Gentrification** occurs when a neighborhood with attractive qualities... has a relatively low value. This disconnect between potential value and current value results from historic disinvestment by public and private sectors. The area becomes desirable to higher-income households and/or investors and there are changes in the housing market; as demand rises for the neighborhood, higher-income households outbid low-income residents for housing, and new development and economic activity begins to cater to higher-income residents. Lower-income households and/or households of color migrate out of the neighborhood and new in-migrants change the demographics of the neighborhood. (Bates 2013)

**Displacement** occurs when any household is forced to move from its residence by conditions which affect the dwelling or its immediate surroundings, and which: 1) are beyond the household's reasonable ability to control or prevent; 2) occur despite the household's having met all previously imposed conditions of occupancy; and 3) make continued occupancy by that household impossible, hazardous or unaffordable. (George and Eunice Grier, *Urban Displacement*. 1978)

#### Internal abbreviations

BLP Blue Lake Park (a Parks and Nature property, one of our largest parks)

CIP Community Investments and Partnerships (a Parks and Nature program/team)

CPC Council Policy Coordinator

cPMO Construction Project Management Office

DEI Diversity, Equity and Inclusion (a Metro program/team)

DPS Department Procurement Specialist (member of the finance/procurement team)

FRS Finance and Regulatory Services (a Metro department)

MERC Metropolitan Exposition-Recreation Commission (related to venues)

MRC Metro Regional Center (600 NE Grand Ave. location)

NALM Natural Areas Land Management (a Parks and Nature program/team)

NIN Nature in Neighborhoods (Title 13 legislation name and name of grant program)

OMA Office of Metro Attorney (a Metro department)

PA Procurement Analyst (member of the finance/procurement team)

PACe Annual evaluation form and process

PN Parks and Nature (a Metro department)

PRR Public records request

RCR Resource Conservation and Recycling (a program in WPES)

REDI Racial Equity, Diversity and Inclusion

RIC Recycling Information Center (a program in WPES)

SPAREDI Strategic Plan to Advance Racial Equity and Inclusion

SUS/SUCNTR Sustainability Center (a former department – now PN and WPES)

WFLP Willamette Falls Legacy Project (a Parks and Nature project/team)

WPES Waste Prevention and Environmental Services (a Metro department)

#### General abbreviations

CBO Community-based organization

COBID Certification Office for Business Inclusion and Diversity (formerly MWESB)

COI Certificate of insurance

MWESB Minority, Women and Emerging Small Business

NPO Nonprofit organization

OPRD Oregon Parks and Recreation Department (State parks department)

# Additional Resources clxxiii

Below you will find a list of additional resources park providers may wish to consult as they identify and prioritize projects and otherwise meet the bond measure criteria. Metro will add to this list as additional resources become available.

Metro 2019 Bond Measure to Protect and Connect Nature and People (Relevant text in Exhibits A and D)

Strategic Plan to Advance Racial Equity, Diversity and Inclusion

Community Engagement in the 2019 Metro Parks and Nature Bond Measure

**IAP2 Public Participation Spectrum** 

Spectrum of Community Engagement to Ownership

Oregon Statewide Comprehensive Outdoor Recreation Plan (SCORP)

The Oregon Parkland Map application

Intertwine annual trail count program

Construction Careers Pathways Regional Framework

<sup>&</sup>lt;sup>i</sup> PN Bond newsletter, November 2021.

<sup>&</sup>lt;sup>ii</sup> PN Blog post, September 2021.

iii Program Design and Review Committee Application, October 2021.

iv Resolution No. 19-4988, Exhibit D.

<sup>&</sup>lt;sup>v</sup> Resolution No. 19-4988, Exhibit D.

vi Resolution No. 19-4988, Exhibit D.

vii Resolution No. 19-4988, Exhibit D.

viii Legal and Fiscal Framework Memo, August 24, 2021.

ix Legal and Fiscal Framework Memo, August 24, 2021.

<sup>&</sup>lt;sup>x</sup> Resolution No. 19-4988, Exhibit D.

xi Legal and Fiscal Framework Memo, August 24, 2021.

xii Resolution No. 19-4988, Exhibit D.

xiii Legal and Fiscal Framework Memo, August 24, 2021.

xiv Resolution No. 19-4988, Exhibit D.

xv Resolution No. 19-4988, Exhibit D.

xvi Metro Parks and Nature Bond update, <a href="https://www.oregonmetro.gov/news/parks-and-nature-bond-update-bond-refinement-process-winds-down-trails-and-protect-and-restore">https://www.oregonmetro.gov/news/parks-and-nature-bond-update-bond-refinement-process-winds-down-trails-and-protect-and-restore</a>, March 1, 2022.

xvii Resolution No. 19-4988, Exhibit D.

xviii Resolution No. 19-4988, Exhibit D.

xix Legal and Fiscal Framework Memo, August 2021.

xx Nature in Neighborhoods Capital Grants Pilot Committee Criteria Selection Memo, December 29, 2021.

<sup>&</sup>lt;sup>xxi</sup> Metro Racial Equity Framework overview: Aligning decision-making practices to advance the values of diversity, equity and inclusion, 2019.

xxii Nature in Neighborhoods Capital Grants Pilot Committee Criteria Selection Memo, December 29, 2021.

xxiii Nature in Neighborhoods Capital Grants Pilot Committee Criteria Selection Memo, December 29, 2021.

xxiv Nature in Neighborhoods Capital Grants Pilot Committee Criteria Selection Memo, December 29, 2021.

xxv Governance Slides, Capital Grants Pilot Program Design and Review Committee meeting, January 18, 2021

xxvi Governance Slides, Capital Grants Pilot Program Design and Review Committee meeting, January 18, 2021

xxvii Multnomah County Charter Review Committee Approaches to Decision Making, Office of Community Involvement, 2021?.

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- xxx Application, Nature in Neighborhoods Capital Grants Pilot Program Design and Review Committee, October 2021.
- xxxi Conflict of Interest Policy, Nature in Neighborhoods grants, October 2021.
- xxxii Personal Services Agreement, Stipend, Nature in Neighborhoods Capital Grants Pilot Program Design and Review Committee, January 2022.
- xxxiii January 18, 2022.
- xxxiv Draft Capital Grants Pilot Timeline, March 2022.
- xxxv https://www.participatorybudgeting.org/what-is-pb/
- xxxvi Grassroots Grantmaking: Participatory Approaches in Funding, A Winston Churchill Fellowship Report, Hannah Paterson, 2019.
- xxxvii Nature in Neighborhoods Program Design and Review Committee meeting and notes, January 18, 2022.
- xxxviii Nature in Neighborhoods Program Design and Review Committee meeting and notes, January 18, 2022. Mural Board, January 19, 2022.
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- xli Nature in Neighborhoods Program Design and Review Committee meeting and notes, January 18, 2022.
- xiii Nature in Neighborhoods Program Design and Review Committee meeting and notes, February 15, 2022.
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- xlv Memo, Options for consideration: Community Engagement for Brainstorming ideas phase, January 24, 2022.
- xivi Memo, Options for consideration: Community Engagement for Brainstorming ideas phase, January 24, 2022.
- xivii Metro Racial Equity Framework overview: Aligning decision-making practices to advance the values of diversity, equity and inclusion, 2019.
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- lii Nature in Neighborhoods Program Design and Review Committee meeting and notes, February 1, 2022. Mural Board, February 1, 2022.
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- liv Meeting Summary, Nature in Neighborhoods Capital Grants Pilot, Program Design and Review Committee, February 1, 2022.
- <sup>lv</sup> Meeting Summary, Nature in Neighborhoods Capital Grants Pilot, Program Design and Review Committee, February 15, 2022.
- wi Meeting Summary, Nature in Neighborhoods Capital Grants Pilot, Program Design and Review Committee, March 2, 2022.
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- k Meeting Summary, Nature in Neighborhoods Capital Grants Pilot, Program Design and Review Committee, March 2, 2022.
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- lxxiii Meeting Summary, Nature in Neighborhoods Capital Grants Pilot, Program Design and Review Committee, ??, 2022.
- laxiv Meeting Summary, Nature in Neighborhoods Capital Grants Pilot, Program Design and Review Committee, March 15, 2022.
- lxxv Memo, Options for consideration: Community Vote, February 25, 2022.
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- xc Resolution No. 19-4988, Exhibit D.
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- xciv Nature in Neighborhoods Program Design and Review Committee meeting and notes, March 15, 2022. Mural Board, March 15, 2022.
- xcv Meeting Summary, Nature in Neighborhoods Capital Grants Pilot, Program Design and Review Committee, March 29, 2022.
- xcvi Nature in Neighborhoods Program Design and Review Committee meeting and notes, March 29, 2022. Presentation, Participatory Budgeting Oregon, March 29, 2022.
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  - cvii Participatory Budgeting Project Manual
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cxxviii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
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clxiv PN Admin Welcome Packet, July 2021.

cxvii Exhibit A to Resolution No. 19-4988 cxviii Resolution No. 19-4988, Exhibit D. cxix Resolution No. 19-4988, Exhibit D. cxx Resolution No. 19-4988, Exhibit D.

cxxii Resolution No. 19-4988, Exhibit A.

cxxiv Resolution No. 19-4988, Exhibit A. cxxv Resolution No. 19-4988, Exhibit A.

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cxxiii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.

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clxix Climate Justice and Resilience: Communities of color now live on the frontlines of the climate crisis and experience the worst impacts of it, while those with power and privilege remain relatively protected and resourced to respond to a changing world. Tackling the climate crisis requires confronting racial inequity and working toward climate justice through a racial justice lens. As we recover, we can seize this opportunity to implement climate solutions and transform our systems to foster resilience, health and equity (Metro, 2021. Strategic Recovery Framework: Exhibit A to Staff Report).

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# Nature in Neighborhoods Capital Grants Pilot Guidebook – Summary

# April 2022

Version Revised	By	Notes
CapitalGrantsPilot_Guidebook_draft 2022_04_14	CGardner	Added committee recommendations, legislation, and background; re-structured
CapitalGrantsPilot_Guidebook_draft 2022_04_20	CGardner	Addressed bond team edits; meeting notes; mural board notes



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.

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# I. Introduction

#### A. PROGRAM BACKGROUND

Funded through the 2019 bond measure, the Nature in Neighborhoods Capital Grants Pilot utilizes a novel approach called participatory budgeting model that gives community members a direct voice in choosing which projects to recommend for funding in their communities. Members of the design and review committee will help design the program and ultimately recommend up to \$4 million in grant funding to the Metro Council. The Nature in Neighborhoods capital grants pilot will support community-led projects that benefit historically marginalized communities, protect and improve water quality and fish and wildlife habitat, support climate resilience and increase people's experience of nature at the community scale. Chosen projects will emphasize community engagement, racial equity and climate resilience as well as meet the requirements of the 2019 Parks and Natural Areas bond measure for capital grants.<sup>1</sup>

# II. Committee Establishment

This is where the overview & purpose go.

The Committee will establish bylaws, ground rules, meeting procedures, roles and other committee norms to guide their work.

### A. ROLES AND RESPONSIBILITIES

# 1) THE PROGRAM DESIGN AND REVIEW COMMITTEE

#### Summary of roles

Metro recruited 7-11 community members that reflect the racial, ethnic and economic diversity of the region to help design the Nature in Neighborhoods Capital Grants Pilot. In order to ensure that this committee is representative of the communities that Metro serves, Metro invited community members that reflect the broad diversity of experience and background in the region to apply.<sup>ii</sup>

Metro looked for individuals from a wide variety of backgrounds including those with academic, professional and lived experience on best practices related to water quality, habitat restoration and traditional ecological knowledge to create the greatest benefits for people, plants and wildlife. iv This includes expertise in water quality and habitat restoration; landscape architecture; real estate; community development; workforce development, job training and apprenticeship programs; climate adaptation and resilience policies and practices; sustainable development techniques, such as green infrastructure, sustainable agriculture and carbon sequestration; v and those who can represent the interests of tribal communities.vi Committee members will be committed to Metro's parks and nature mission and to supporting opportunities for communities of color and other historically marginalized communities to design and build access to nature for their communities. iii

#### **Program Design**

Working within the bond framework, committee members will establish a shared vision for the program and design the ground rules and values that will guide the program from start to finish. From there, they will design the process by which projects are identified and evaluated.

Working with Metro staff, they will also help:

Identify and implement innovative methods, through project development and capacity building, to support
communities of color and other historically marginalized communities to prepare and submit applications
(funding proposals).

- Create selection criteria and program materials that respond to community feedback and ensure compliance with the Nature in Neighborhoods capital grants program objectives and three bond criteria: racial equity, community engagement and climate resilience. iv
- Review application materials and processes to reduce barriers for communities of color and other historically marginalized communities to submit strong proposals.
- Adopt a methodology to evaluate, track and report on the program's effectiveness.

#### **Grant Review**

In addition to designing the process, committee members will help evaluate, support, review funding applications from the community. The committee will then forward the results of a community vote that identifies which projects to recommend to Metro Council for funding. In this capacity, the committee will work with Metro staff to:

- Evaluate applications (funding proposals) for funding to determine whether they meet the Nature in Neighborhoods capital grants program criteria, bond criteria and whether the applicants and their partners have the capacity to implement their project as described, and the appropriate fiscal accountability.
- Offer suggestions to strengthen applications (funding proposals).
- Forward funding recommendations from the community vote to the Metro Council.vi

Note: Review committee members may still propose funding ideas, but reviewers must disclose any conflicts of interest. vii

Note: The Metro Council makes all final funding decisions. viii

# 2) METRO STAFF

What is the role and responsibility of Metro staff?

Metro staff will:

- Identify and implement innovative methods, through project development and capacity building, to support communities of color and other historically marginalized communities to prepare and submit applications.
- Create selection criteria and program materials that respond to community feedback and ensure compliance with the Nature in Neighborhoods capital grants program objectives. ix If the handbook sets forth the selection criteria and program materials, then Metro staff is ultimately responsible for this work. Metro staff must obtain community feedback outside of the committee. x

What technical assistance will Metro offer to grant applicants? Metro staff will:

- Consult with experts from a wide variety of backgrounds including those with academic, professional and lived experience on best practices related to water quality, habitat restoration, and traditional ecological knowledge in order to offer technical assistance to applicants ... on creating the greatest benefits for people, plants and wildlife. xi If the committee is composed of members with this area of expertise or provides trainings in these areas of expertise, that would satisfy this requirement. xii
- Provide trainings, resources and technical assistance to support applicants with lower capacity and applicants from communities of color through project development and capacity-building.
- Provide assistance to grantees in resolving unexpected situations during project development, permitting, contracting and construction that could influence the project's success. xiii

# 3) METRO COUNCIL

Metro will create a structure that aligns with the goals of the participatory budgeting process and adheres to the bond legislation as well. This structure will involve consideration of the community vote by the committee and the Metro Council. The Metro Council will make all *final decisions on* grant awards.xiv

#### B. Program Design and Review Committee Selection

#### 1) SUMMARY

A total of 44 applicants raised their hands to join the *capital grants pilot design and review* committee during a recruitment process last fall, and *Metro staff* were blown away by the talent and passion represented in the applicant pool, which reflected the rich diversity of communities in the region. The committee members were chosen based on a recommendation from a selection panel of Metro staff, Participatory Budgeting Oregon representatives, and community partners.

The committee is: Alisa Chen, Blanca Gaytan Farfan, Theresa Huang, Kevin Hughes, Jeffrey Lee and Jairaj Singh..xv

# **III. Process Design**

This is where the overview & purpose go.

The committee will develop key components of the participatory budgeting process in alignment with Bond goals.

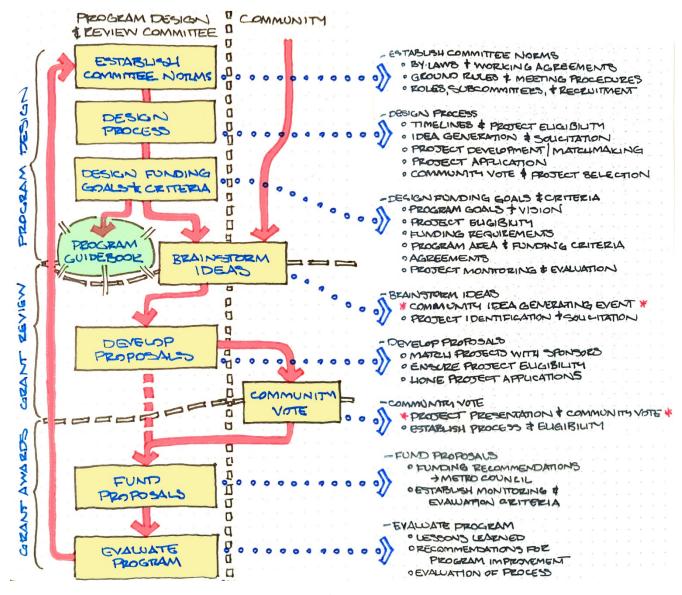


Figure 1: Program Design and Review Committee Scope of Work<sup>xvi</sup>

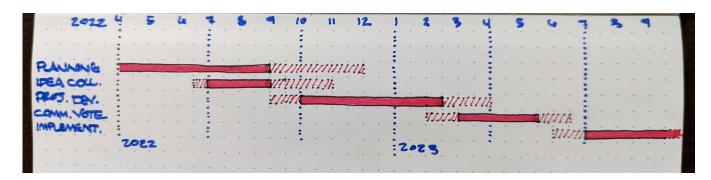


Figure 2: Sketch of anticipated Capital Grants Pilot timeline.xvii

• Planning: April, 2022 to September 2022

Idea Collection: July, 2022 to September 2022

Project Development: October 2022 to March 2023

Committee Vote: March 2023 to June 2023

Implementation: July 2023 to September 2023

#### A. THE PARTICIPATORY PROCESS

# 1) WHAT IS PARTICIPATORY BUDGETING?

Participatory budgeting (PB) is deliberative democratic process wherein ordinary people allocate a portion of a public budget through a binding decision or vote. In PB, participants are experts, project developers and decision-makers rather than mere spectators or advisors. PB makes public decisions about public money more equitable and transparent while serving as an investment in civic education and leadership building.<sup>1</sup>

# 2) THE PARTICIPATORY BUDGETING PROCESS

Participatory budgeting begins with elected officials dedicating resources to the process and defining broad goals and constraints. From there, the PB process can vary widely depending on the specific community and the overall goals of a particular process but the essential structure is the same. Usually, the municipality convenes a PB steering committee representing a diverse cross-section of the community. The Program Design and Review Committee (Steering Committee) works with staff to refine objectives and constraints, determine process rules and timelines, and develop an outreach plan. This information is assembled in a guidebook (process "rule book") to ensure that everyone has the same access to information to impact the process.

The formal process begins by inviting the community to brainstorm project ideas. Community volunteers (Budget delegates) and government staff distill ideas, refine project ideas, and develop them into feasible projects that come back to the community for deliberation and final, binding vote. The projects with the most votes are implemented. A key difference in PB is the public's participation is not advisory – the vote itself decides which projects will be implemented with available funds.<sup>2</sup>

<sup>&</sup>lt;sup>1</sup> https://www.pboregon.org/what-is-pb

<sup>&</sup>lt;sup>2</sup> https://www.pboregon.org/what-is-pb

# **Process Timeline/Structure**

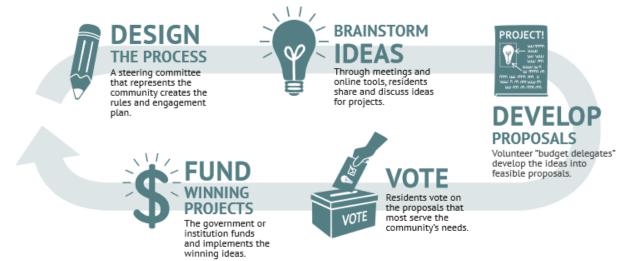


Figure 3: The Participatory Budgeting Cycle.xviii

#### **B.** GOALS & VISION

# 1) PURPOSE AND SUMMARY

In addition to the goals and values intrinsic to the participatory budgeting framework discussed above, the Program Design and Review Committee, as a representative of the Metro regional community, is tasked with defining additional program objectives, goals and values around the process. The purpose of this role is to determine and describe the goals and values of the **Capital Grants Pilot process** in support of the Parks and Nature Bond purpose, principles and criteria.

# 2) COMMITTEE RECOMMENDATIONS

#### Committee Decision

# **PROCESS GOALS**

- ★ General process goals for Metro:
  - Activate & develop new community leaders
  - Increase transparency in decision making process
- \* Once geography is established,
  - Clearly define and establish what communities on which the project is being centered
  - Through a community-led process, develop process goals and establish how to measure for successful outcomes

Figure 4: Process Goals, summarized by Participatory Budgeting Oregon. xix Source: PBO presentation, 2/15/2022.

# Process Goals Mural Boardxx

General Process Goals for Metro:

- Activate and develop new community leaders
- Increase transparency in decision making processes

Once geography is established:

- Clearly define and establish what communities on which the project is being centered
- Through a community-led process, develop process goals and establish how to measure for successful outcomes

# C. IDEA COLLECTION

#### 1) PURPOSE AND SUMMARY

Participatory Budgeting (PB) processes engaged the community through: Design the process (Program Design and Review Committee), Idea Collection, Project Development, Community Vote, and Project implementation. Idea Collection occurs after the Committee has produced a guidebook which establishes the rules specific to this process, and is where the general public (as defined in the guidebook) are invited to participate in brainstorming ideas for projects. This activity often takes the form of idea generating events and/or online idea submissions. **The purpose of the Idea Collection phase is to provide the public opportunities to share their passion and lived experience, and to provide an accessible venue for them to share their ideas for what type of projects that should be created, This is also an opportunity to provide general education on the process, the funding, and what the process hopes to accomplish, and to recruit participants for engagement in subsequent phases.** 

This event can take many forms and is adaptable depending on the funding mechanism, program process, and community needs and desires. The vast majority of contemporary programs provide opportunities for both in

person and online participation, and many processes have prioritized investing in civic technology<sup>3</sup> platforms for online engagement as a tool for transparency and broadening access. This is a relevant precedent for this project where, due to COVID-19 concerns, large in-person gatherings are discouraged for public health reasons. Some examples include community engagement efforts during the brainstorm idea phase include Community Workshop, design charrette, tours, treasure hunt and design competition.xxi

# 2) LEGISLATION GUIDANCE

# Established community guidelines xxiii

The PN Bond language established the legal guidelines for community engagement and community focus or themes.

# Who will be engaged in the Capital Grants Pilot?

*The Capital Grants Pilot* will engage community groups, nonprofit organizations, schools, park providers, soil and water conservation districts and others in neighborhood projects that benefit people and nature. \*xxiii\*

# 3) COMMITTEE RECOMMENDATIONS

**Committee Decision** 

# **D. PROJECT DEVELOPMENT**

# 1) PURPOSE AND SUMMARY

In participatory budgeting processes, the project development is done between the idea generating community workshop and the community vote. The purpose of the Project Development phase is to take ideas submitted during the Idea Collection phase and develop them into complete project proposals including and scope, budget, and schematic design for the community to choose among during the Community Vote phase.

Metro is constrained by legal and fiscal constraints around the use of Parks and Nature Bond funding. Per the Metro bond measure and the Oregon constitution (ORS 310.140), bond proceeds must be spent on 'capital costs'. Funding for project scoping, feasibility study, and other project development costs resulting from an idea generating community workshop are not considered capital costs and thus will be need to be paid for from a source other than bond funds. Therefore, only a few options are listed below that meet those constraints.xxiv

# How do projects get developed in a participatory budgeting process?

For the Capital Grants Pilot, a working group or sub-committee of the Program Design and Review Committee, or Budget Delegates, are community members who are recruited/volunteer during the Idea Collection step. Budget Delegates take the ideas that were generated in Idea Collection and sort them into categories. They then form subcommittees to begin the process of project development where they work with government staff (project implementers) to refine and develop viable project ideas into feasible projects. xxv

Depending on the geography or place-based nature of the idea, the community may be able to identify the project implementer. If not, Metro staff, the Committee, and/or Sub-committee (Budget Delegates) could act as a matchmaker between jurisdictional and community partners. They could identify a potential project suggested during the idea-generating event/phase, and then present that potential project to a jurisdictional partner and a

<sup>&</sup>lt;sup>3</sup> Civic technology is a dynamic field that provides numerous digital platforms specifically designed for Participatory Budgeting processes,

community partner to develop, with the Committee (or a sub-committee) acting as a consultant, acting as a matchmaker and a facilitator to those partners as they develop projects.

Key government staff or contractors for those governments (project implementers) work with budget delegates (sub-committee) during the project development step. Their role is to advise on what is possible, estimate project cost, and to educate budget delegates on relevant internal processes (i.e. procurement policies, spending restrictions, etc.). xxvi

Program Design and Review Committee working group or sub-committee, or Budget Delegates, work with government staff to develop ideas collected from Idea Collection to develop a predetermined number of projects for the ballot. This happens through a series of facilitated work sessions, meetings with staff (Project Vetting), and site visits. xxvii, xxviii

# 2) LEGISLATION GUIDANCE

The PN Bond legislation established guidelines on the community engaged, type of project development support that would be provided to applicants, and the definition of a capital project.

# Who will be engaged in the Capital Grants Pilot?

*The Capital Grants Pilot* will engage community groups, nonprofit organizations, schools, park providers, soil and water conservation districts and others in neighborhood projects that benefit people and nature. \*\*xix\*

# Who can apply for the Capital Grants Pilot? xxx

Capital grants are intended to support community-driven initiatives; therefore, partnerships are key to a successful proposal. Tribal governments, public schools, non-profits, community-based organizations, local governments and special districts can apply for grants.

To maximize the impact of investments, projects must demonstrate strong partnerships between community-based organizations and public (non-federal) agencies. \*\*xxi

The final capital asset must be publically owned. Tribal governments, non-profits, and community-based organizations would have to partner with a state or local government to be eligible for the Capital Grants. Tribes may not be considered a public entity under Oregon law, for purposes of the lending of credit prohibition that applies to general obligation bond proceeds. As requested by Metro's tribal relations specialist, Metro may or may not be eligible to be a beneficiary of the Capital Grants as a partner to tribal governments. xxxii

# What technical assistance will Metro offer to grant applicants? \*\*xxiii Metro staff will:

- Consult with experts from a wide variety of backgrounds including those with academic, professional and lived
  experience on best practices related to water quality, habitat restoration, and traditional ecological knowledge in
  order to offer technical assistance to applicants ... on creating the greatest benefits for people, plants and wildlife.
  If the committee is composed of members with this area of expertise or provides trainings in these areas of
  expertise, that would satisfy this requirement.
- Provide trainings, resources and technical assistance to support applicants with lower capacity and applicants from communities of color through project development and capacity-building.
- Provide assistance to grantees in resolving unexpected situations during project development, permitting, contracting and construction that could influence the project's success.

# 3) COMMITTEE RECOMMENDATIONS

On March 15, 2022 and X and X, the Nature in Neighborhoods Program Design and Review Committee discussed engagement and capacity constraints during the project development phase.

**Committee Decisions** 

#### E. COMMUNITY VOTE AND PROJECT SELECTION

# 1) PURPOSE AND SUMMARY XXXIV

After project proposals have been fully developed, those ideas are presented to the community. Given a project budget and guidelines, the community chooses which projects should be funded. The community vote is the step in the process in which all eligible members of the public, as determined by the Program Design and Review Committee and outlined in the Guidebook, vote on which projects they would like to see implemented.\*\*

Voting often takes place both in person through *Project Expos* and online voting through *digital participation*, or *Civic Tech*, platforms. Oftentimes, there is a printed ballot that has been translated into multiple languages. In addition to events, there is the possibility of conducting mobile voting by taking ballot boxes to other community events, or by placing ballot boxes in publicly accessible locations (e.g. libraries, schools).\*\*

# 2) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. xxxviii , xxxviii

# What is the process of Capital Grants Pilot review and award of projects? XXXIX

The Program Design and Review committee, staffed by Metro, will ... review all projects and make funding recommendations to the Metro Council. For example, after the community vote has occurred, the review committee could consider the grant awards based on the outcomes of the community vote.<sup>xl</sup>

The Metro Council will make all grant awards. xli For example, after the community vote has occurred, Metro Council could consider the committee's funding recommendation, which will include consideration of the bond criteria and the outcomes of the community vote and make the grant award based on that outcome. xlii

# 3) COMMITTEE RECOMMENDATIONS

**Committee Decision** 



Figure 5: Summary of Voter Eligibility Discussion. xliii Source: PBO Presentation, 3/29/2022.

## F. PARTICIPATORY BUDGETING PROCESS LESSONS LEARNED

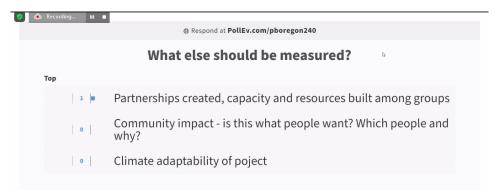
#### 1) PURPOSE AND SUMMARY

The committee will help decide how the Participatory Budgeting pilot will be evaluated. This evaluation will be public, and it will used by lots of different folks: members of the public, Metro staff and elected officials, and by other jurisdictions looking to run their own Participatory Budgeting processes.xliv

#### 2) COMMITTEE RECOMMENDATIONS

#### **Committee Decision**

On March 29, 2022, the Nature in Neighborhoods Program Design and Review Committee discussed evaluation of the participatory budgeting process. In addition to using the evaluation criteria for the program, the committee would like the following items to be addressed.



# IV. Funding Goals and Criteria Design

# A. THE NATURE IN NEIGHBORHOODS CAPITAL GRANTS PROGRAM

This is where the overview & purpose go.

The Committee will interpret Bond goals into Nature in Neighborhoods Capital Grant Pilot goals, criteria, eligibility and funding requirements.

# 1) 2019 BOND

Since 1995, voters in greater Portland have passed three bond measures that protect the region's air and water, restore fish and wildlife habitat and connect people with nature. xlv

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 millionxlvi

# 2) What is Nature in Neighborhoods Grants?

Across greater Portland, some of the best conservation and nature work is created by community members. Nature in Neighborhoods provides grants to projects led by neighborhood groups, community organizations, schools, park providers, soil and water conservation districts, and others. The capital projects must protect water quality and fish and wildlife habitat, support climate resiliency, and/or increase a community's connection to nature. Alvii Metro will provide up to \$40 million for grants funding community-led projects, with an emphasis on benefitting historically marginalized communities over the next ten years.

Over the next two years, Metro staff will work with community to determine the types of projects that would be funded through the grant program. While the grants only fund capital investments, a wide variety of projects will likely qualify. Following the successful Capital Grants program from 2006 to 2016, four major categories of projects will likely be considered: Land acquisition (Nadaka Nature Park), Urban transformations (Plaza at Virginia Garcia Medical Center) Restoration (Mitchell Creek), Neighborhood livability (Park Avenue Light Rail Station).

In 2021-2022, the bond includes Nature in Neighborhoods Capital Grants pilot program of \$4 million will be designed by community members and award grants through a participatory process. It's a new way of distributing grants that puts more decisions into the hands of the community.xlviii, xlix

# 3) Participatory Budgeting/Grantmaking

The legislation for the Parks and Nature Bond directed the Nature in Neighborhoods Capital Grants program area to "Pilot a new "Participatory Grantmaking" approach within this program area". <sup>1</sup>

Participatory grantmaking is a term used by funders, philanthropists and other grantmakers to describe a different process to award funding. Participatory grantmaking cedes decision-making power about funding, including the strategy and criteria behind those decisions, to the very communities that funders aim to serve. It is an umbrella term which encompasses a range of different models, including participatory budgeting. Participatory Budgeting is a democratic process in which community members decide how to spend part of a public budget. Ii, Iii, Iiii

# 4) METRO

# Title 13<sup>liv</sup>

The roots of Metro's Nature in Neighborhoods program can be found in the Regional Framework Plan which unites all of Metro's adopted land use planning policies and requirements including the 2040 Growth Concept and is designed to create sustainable and prosperous communities for present and future generations. Included in these plans is Metro's commitment to protect farm and forest land outside the urban growth boundary, while also preserving the character of urban neighborhoods inside the boundary.

Metro has authority from the State of Oregon for managing the Metro region's urban growth boundary (UGB) and meeting the state's land use planning goals. Effective use of the region's UGB provides protection from urban development for important natural areas, farms and forest resource lands. This is a core value for Oregonians across all demographics. Additionally, the Metro Council has adopted strong requirements for lands that are brought into urban use to provide better protection for habitat and natural resources and provision of parks, natural areas and trail connections.

Metro has also used its land use authority to protect natural resources inside the region's urban growth boundary. Most significantly is the adoption by the Metro Council of Ordinance 05-1077B (a.k.a. Nature in Neighborhoods) in

September 2005 after approximately a ten-year process. The ordinance established standards for development in streamside and wetland areas to conserve and protect fish and wildlife habitat and included Title 13 of Metro's Urban Growth Management Functional Plan, which implements Oregon Statewide Planning Goal 5 (natural resources, scenic and historic areas and open spaces) and Goal 6 (air, water and land resources quality). Metro's Urban Growth Management Functional Plan provides additional region-wide habitat and resource protection through Title 3: Water Quality and Floodplain Protection, which implements Oregon Statewide Planning Goal 7 (natural hazards). Title 13 included a Model Ordinance, which local governments could adopt in whole or in part and the Tualatin Basin Plan which provided compliance with Metro's Title 13 UGMFP for local governments in the Tualatin Basin.

Through Title 13, Nature in Neighborhoods, the framework plan includes requirements for conserving, protecting and restoring the region's fish and wildlife habitat. It identified habitat conservation areas (HCAs) including lands along local rivers and streams, wetlands, floodplains and habitats of concern as the most important for protection (but does not outright prohibit development in these areas). In adopting Nature in Neighborhoods, the Metro Council chose to rely on a combination of land use protections designed to conserve the highest value habitats and voluntary measures to be implemented by public and private partners.

In adopting Nature in Neighborhoods, the Metro Council chose to rely on a combination of:

- land-use protections to be implemented by local governments to protect the highest value habitats (riparian area habitat, wetlands and floodplains) in Metro's habitat inventory
- voluntary measures to be implemented by local governments, developers and builders, non-profits and private landowners to protect, enhance and restore fish and wildlife habitat throughout the region including the region's upland wildlife habitat and urban forest.

The Metro Council identified specific areas of focus for Nature in Neighborhoods initiatives including:

- Land acquisition
- Flexible development standards
- Habitat friendly development practices
- Restoration and stewardship
- Monitoring and reporting.

Following adoption of this ordinance, the Metro Council began investing in a number of collaborative strategies, programs and projects to provide the tools, incentives and inspiration to communities on ways to better balance development, human needs and the health of the region's natural systems. This included investments in Nature in Neighborhoods programs like the partnership with the Homebuilders Association of Metropolitan Portland, "Green from the Ground Up" education series, the Integrating Habitats design competition, Nature in Neighborhoods Restoration and Enhancement grants, Outdoor School funding and the development of the Intertwine Alliance.

In 2006 the Council also asked voters to approve a \$227.6 Natural Areas bond measure for significant regional and local investments in natural area land acquisition, water quality and wildlife habitat restoration. With this voterapproved funding, Metro has purchased for protection nearly 5,000 acres of land important to water quality and fish and wildlife habitat and provided funding to help restore and connect people with nature at places throughout the region. Additionally, in 2013, voters across the Portland metropolitan area approved Metro's five-year levy to help care for regional parks and natural areas. The levy raises about \$10 million per year, including funding hundreds of

projects on the ground that help restore habitat in Metro's parks and natural areas and support similar investments in local communities through an expanded Nature in Neighborhoods grant program.

# B. PURPOSE, PRINCIPLES AND CRITERIA

#### 1) PURPOSE AND SUMMARY

Since 1995, voters in greater Portland have passed three bond measures that protect the region's air and water, restore fish and wildlife habitat and connect people with nature. When voters overwhelmingly passed the 2019 bond measure, they endorsed three critical aspects to this work: racial equity, community engagement and climate resilience.

Always a priority for Black and Indigenous communities, racial equity became Metro policy in the years before the 2019 bond measure was developed. That commitment to racial equity is at the heart of the bond measure. As the bond says, every program must "prioritize projects and needs identified by communities of color, Indigenous communities, low-income and other historically marginalized communities. This will be done in close collaboration and partnership with community members. The bond requires that its programs meaningfully engage with communities of color, Indigenous communities, people with low incomes and other historically marginalized communities in planning, development and selection of projects.

Climate resilience has also become a key task for Metro. The fires that tore through Clackamas County show that climate change is already affecting the region. The bond measure requires that its projects help people, wildlife and habitats increase their capacity for handling the changes that are underway.\(^{\mathbb{l}}\)

# 2) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics.  $^4$ ,  $^{\rm lvi}$ 

# What are the guiding purposes for the Capital Grants Pilot? | Vilia

The purpose and intent of the Capital Grants Pilot is as stated below.

A growing population and changing climate threaten streams and habitat Oregonians have worked hard to protect. Treasured parks and trails need improvements to keep up with demand and to be welcoming to all. And some communities – particularly communities of color and other historically marginalized communities – still await equitable access to the benefits of public investments. This proposed 2019 bond measure will allow the region to continue efforts protecting water quality and wildlife habitat for generations to come. Iviii

This program will fund community-led projects, with an emphasis on benefitting historically marginalized communities. lix

These projects will protect and improve water quality and fish and wildlife habitat, support climate resiliency and/or increase people's experience of nature at the community scale.  $^{\rm lx}$ 

All projects must satisfy required bond program community engagement, racial equity and climate resilience criteria ... as well as the Capital Grants requirements set forth below. <sup>lxi</sup>

<sup>&</sup>lt;sup>4</sup> From PN Bond Criteria Memo, 1/12/2022

The Capital Grants Pilot was codified as "Pilot a new "Participatory Grantmaking" approach within this program area". İkii

# What are the guiding **principles** for the Capital Grants Pilot? |xiii

**All of the following principles will guide the Nature in Neighborhoods Capital Grants Pilot.** It will not focus on just one or two of the principles. <sup>lxiv</sup>

Based on community and partner engagement and input from stakeholders, the Metro Council approves the following principles to guide the proposed bond measure.

# Serve communities through inclusive engagement, transparency and accountability.

Continue to build trust and relationships through engagement of the region's diverse communities in the identification, planning and implementation of all Metro bond-funded projects. Develop tools to evaluate and report on impacts, and adjust course as needed.

# Advance racial equity through bond investments.

Set aspirational goals for workforce diversity and use of minority-owned and diverse contractors identified through COBID (Oregon Certification Office for Business Inclusion and Diversity) and work to reduce barriers to achieving these goals. Demonstrate accountability by tracking outcomes and reporting impacts.

# Protect clean water for people, fish and wildlife.

Increase the emphasis on water quality as well as quantity in regional land acquisition priorities, including but not limited to protecting headwaters and preventing flooding in urban areas.

# Protect and restore culturally significant native plant communities.

Prioritize protection and restoration of culturally significant native plants in partnership with greater Portland's Indigenous community in regional land acquisition and management plans.

# Protect, connect and improve habitat for native fish and wildlife.

Focus on habitat protection for native fish species, such as salmon, trout, steelhead and lamprey, in regional land acquisition and management plans. Restore and enhance habitat for wildlife prioritized in state, federal and regional conservation plans and/or identified as priorities through community engagement. Consider additional opportunities for natural resource protection on working lands consistent with Metro's commitment to protect the agricultural economy and working lands in the greater Portland region.

# Take care of what we have.

Maintain, update and reinvest in regional and local destinations, particularly those with high visitation and use by communities of color or places/projects identified by communities of color. "Capital improvements" that are not part of owning an asset like routine maintenance (operation focused) and that increase its lifespan, new component ok (Bond focus);

# Make parks and natural areas more accessible and inclusive.

Increase access for those experiencing disabilities through investments using universal design principles and projects that comply with the Americans with Disabilities Act. Work with communities of color, greater Portland's Indigenous community and other historically marginalized groups to identify opportunities for culturally responsive public improvements.

# Connect more people to the land and rivers of our region.

Provide people with new or improved access to local rivers and streams, natural areas and places for multigenerational activities, healing spaces and community gatherings. Leverage other public and private investments in affordable housing and transportation.

# Invest in trails for biking and walking.

Focus on closing gaps and completing ready-to-build projects that fulfill the Regional Trails Plan, particularly those identified as priorities by communities of color. Consider proximity to affordable housing and transit and connections to regional or local parks.

# Support community-led parks and nature projects.

Require greater community engagement and racial equity strategies for local, community-led projects funded by the bond. Prioritize projects identified and created by communities of color and other historically marginalized groups. Hold partners accountable for tracking outcomes and reporting impacts. Metro has found ways to prioritize these communities in ways that do not violate the law, like outreach or reducing barriers.

# Make communities more resilient to climate change.

Reduce impacts of climate change through conservation and park development. Emphasize flood control, water quality and availability, urban forest canopy, habitat connectivity, food security and community access to water

# What are the guiding **criteria** for the Capital Grants Pilot?

# Community Engagement and Racial Equity Criteria lxv

The Capital Grants Pilot 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. Metro has found ways to prioritize these communities in ways that do not
  violate the law, like outreach or reducing barriers.
- 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 COBID contractors and work to reduce barriers to achieving these goals; demonstrate accountability by tracking outcomes and reporting impacts.

# Climate Resilience Criteria lxvi

The Capital Grants Pilot must identify at least one climate resilience criterion that the project will satisfy from among the following. *The committee must identify at least one criterion to include in the guidebook. lxvii* 

- 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.

# Program criteria lxviii

The Capital Grants Pilot investments must satisfy at least one of the following criteria. *The committee must identify at least one criterion to include in the guidebook. lxix* 

- Build wealth in communities of color, Indigenous communities, low-income and other historically marginalized communities through contracting and jobs.
- Improve human mental and physical health, particularly in communities of color, Indigenous communities, low-income communities and other historically marginalized communities.
- Partner with and empower Indigenous people.
- Nurture a relationship with land and create educational opportunities (including Science, Technology, Engineering, Art and Math [STEAM] opportunities) and promote careers in the environmental and agricultural sector, especially for people and youth of color.
- Ensure accessibility for people experiencing disabilities.
- Demonstrate that people of color influenced the project identification, selection, design and implementation.
- Consider and approach the issue of houselessness in a sensitive and humanizing way.
- Create easy access to nature from transit and for people walking or biking.

# 3) COMMITTEE RECOMMENDATIONS

The legislation outlines the Purpose, Principles and Community Engagement and Racial Equity Criteria.

# Committee Decision

The Nature in Neighborhoods Program Design and Review Committee has made the following recommendations.

# Climate Resilience Criteria<sup>lxx</sup>

On April 12, 2022 the Program Design and Review Committee choose to include the following four criteria: lxxi

- 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.
   On April12, 2022 the Program Design and Review Committee did not choose to include the following criteria: lxxii
- Invest in segments of the regional trail system to expand active transportation opportunities for commuting, recreation and other travel.

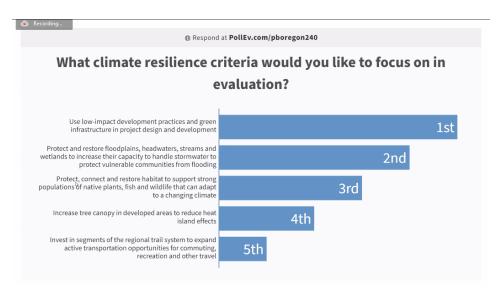


Figure 6: Draft climate resilience criteria selection. Source: PDRC Polling, 3/29/2022.

# Program criteria lxxiii

On April 12, 2022 the Program Design and Review Committee choose to include the following four criteria: lxxiv

- Build wealth in communities of color, Indigenous communities, low-income and other historically marginalized communities through contracting and jobs.
- Improve human mental and physical health, particularly in communities of color, Indigenous communities, low-income communities and other historically marginalized communities.
- Partner with and empower Indigenous people.
- Nurture a relationship with land and create educational opportunities (including Science, Technology, Engineering, Art and Math [STEAM] opportunities) and promote careers in the environmental and agricultural sector, especially for people and youth of color.
  - On April 12, 2022 the Program Design and Review Committee did not choose to include the following criteria: lxxv
- Ensure accessibility for people experiencing disabilities.
  - On April 12, 2022 the Program Design and Review Committee was still discussing whether to include the following criteria: lxxvi
- Demonstrate that people of color influenced the project identification, selection, design and implementation.
- Consider and approach the issue of houselessness in a sensitive and humanizing way.
  - Create easy access to nature from transit and for people walking or biking.

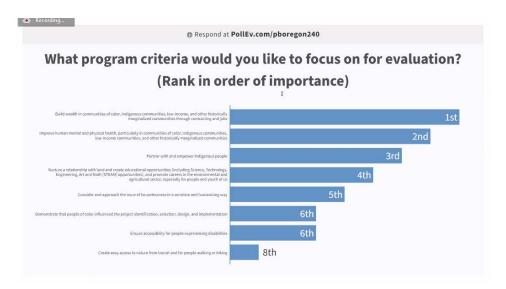


Figure 7: Draft program criteria selection. Source: PDRC Polling, 3/29/2022.

# C. PROJECT ELIGIBILITY

#### 1) PURPOSE AND SUMMARY

Proposed projects must fulfill the following minimum requirements to be considered. <sup>1</sup>

- Partners
- Project/Proposal Requirements & Eligibility
- Eligible projects/grantees
- Grant sizes

# 2) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. lxxviii

#### What are the minimum program requirements for the Capital Grants Pilot?

- To maximize the impact of investments, projects must demonstrate strong partnerships between community-based organizations and public (non-federal) agencies.
- Grant funds must be expended within the Urban Growth Boundary and/or the Metro jurisdictional boundary or as approved by the Metro Council.
- Projects must be clearly achievable given the knowledge, skills and resources available among project partners.
- Expenses must be associated with capital projects only. Funds cannot be used for general operating expenses.
   Administrative costs will not be eligible for reimbursement in this program. The only reimbursable costs are related to the capital project plus up to 10% for project management staff time.
- Projects that involve the acquisition of properties or easements must be negotiated with willing sellers.
- Grantees will be required to evaluate their projects. Progress reports would suffice.

# Who can apply for the Capital Grants Pilot? IXXVIII

Capital grants are intended to support community-driven initiatives; therefore, partnerships are key to a successful proposal. Tribal governments, public schools, non-profits, community-based organizations, local governments and special districts can apply for grants.

To maximize the impact of investments, projects must demonstrate strong partnerships between community-based organizations and public (non-federal) agencies. lxxix

The final capital asset must be publically owned. Tribal governments, non-profits, and community-based organizations would have to partner with a state/local/federal government to be eligible for the Capital Grants. Tribes may not considered a public entity under Oregon law, for purposes of the lending of credit prohibition that applies to general obligation bond proceeds. As requested by Metro's tribal relations specialist, Metro may or may not be eligible to be a beneficiary of the Capital Grants as a partner to tribal governments.

#### **Definitions**

# What is a capital project? lxxx

Land or other assets acquired or created with Metro bond funds must be owned by the public and capitalized by a non-federal public entity. In the same not considered a public entity for the reasons referenced above.

Expenses must be a capital expense. Funds cannot be used for general operating expenses. |xxxii

"Bond proceeds must be spent on capital costs, which could include, but are not limited to, costs for land acquisition, design, planning and construction, general and program administrative expenses, bond issuance costs and reimbursable bond preparation expenses related to community engagement, design, planning and feasibility of the acquisition and capital construction program." Projects may be required to partner with a jurisdiction to help develop (i.e. plan, engineering or architectural plans) and jurisdictions would be required to own the capital asset.

#### 3) COMMITTEE RECOMMENDATIONS

The legislation outlines the program requirements, applicants and definitions of eligible projects.

### **Committee Decision**

# D. EVALUATION CRITERIA / VETTING

# 1) PURPOSE AND SUMMARY

The purpose, principles and criteria serve as the basis for the evaluation criteria for vetting the project proposals submitted during the idea collection phase.

# 2) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. |xxxiv

# What is the role of the committee?

A committee, staffed by Metro, will be established to:

1) Review all projects and make funding recommendations to the Metro Council. Metro legal staff recommends a similar process for the committee to the past Capital Grants review committee process: the review committee meets to decide on grant award recommendations; staff writes a memo to Metro Council; staff writes a resolution and staff report that identify the committee members and their recommendation to Metro Council; and Metro Council awards the

grants. For example, the committee would evaluate to recommend which proposals to bring to the community vote and then recommend the grant awards based on the outcomes of the community vote to the Metro Council.

# 2) Evaluate the effectiveness of the program.

Metro staff will consult with experts from a wide variety of backgrounds including those with academic, professional and lived experience on best practices related to water quality, habitat restoration, and traditional ecological knowledge in order to offer technical assistance to ... the committee on creating the greatest benefits for people, plants and wildlife. If the committee is composed of members with or provided with trainings in these areas of expertise, that would satisfy this requirement.

# 3) COMMITTEE RECOMMENDATIONS

The legislation outlines the role of the committee and Metro staff in evaluation of projects. For the Capital Grants Pilot, this vetting will occur after the idea collection and before the community vote.

**Committee Decision** 

#### E. REVIEW AND APPROVAL PROCESS

#### 1) PURPOSE AND SUMMARY

Community volunteers and government staff distill ideas, refine project ideas, and develop them into feasible projects that come back to the community for deliberation and final, binding vote. The projects with the most votes are implemented.<sup>5</sup>

See above descriptions of the process of idea collection, project development and community vote.

# 2) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. IXXXV

What is the process of Capital Grants Pilot review and award of projects?

Grants will be solicited and awarded at least once per year.

More than one process for selecting projects may be created to respond to project size, scope and complexity, *such as the Capital Grants Pilot*.

A review committee, staffed by Metro, will be established to review all projects and make funding recommendations to the Metro Council. For example, after the community vote has occurred, the review committee could recommend the grant awards based on the outcomes of the community vote.

The Metro Council will make all grant awards. Exercise For example, after the community vote has occurred, Metro Council could validate or approve the results of the vote and make the grant award based on that outcome.

#### 3) COMMITTEE RECOMMENDATIONS

The legislation outlines the approval process.

#### **Committee Decision**

See above discussion regarding idea collection, project development and community vote processes.

<sup>&</sup>lt;sup>5</sup> https://www.pboregon.org/what-is-pb

# V. After Funding Award

# **A. FUNDING REQUIREMENTS**

#### 1) PURPOSE AND SUMMARY

This section describes the match and funding requirements of the Nature in Neighborhoods Capital Grants Pilot program.

- Match
- Reimbursement

#### 2) LEGISLATIVE GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. | xxxviii |

# What are the funding requirements and mechanisms for the Capital Grants Pilot? | IXXXVIIII

- The program will allow for flexible match requirements to maximize racial equity outcomes. The program will also encourage projects that leverage additional government and private funding to increase the overall program impacts. Match may be cash, in-kind donations of goods or services, staff time or volunteer hours from sources other than Metro. Flexible match requirement could include the two-to-one match required for 2006 Bond Nature in Neighborhoods capital grants or another match requirement to-be-determined.
- Metro may award funds to a project with conditions of approval, including the need to meet matching requirements.
- Applicants must demonstrate that there are long-term designated funds available to maintain the project for
  its intended purpose. Examples of this include a commitment in writing of who is paying long term
  maintenance (e.g. government asset owner, applicant or partner) and audited financial statements from the
  organization who is paying for the long-term maintenance with a clean audit opinion.
- Grant funds are typically provided on a reimbursement basis. Legal staff has stated that this means having a reimbursement component, but the actual percentage is not defined. For example, the Local Share program offers upfront payments. However, local governments typically will have more resources to reimburse Metro and the same might not be true for other non-profits or community groups. Financial staff would be fine mirroring the 30% up-front from the levy Nature in Neighborhoods community grants program.
- No more than 10 percent of grant funds will be used for staff time directly related to a project; projects that address racial equity may exceed 10 percent as approved by the Metro Council. Overhead and/or indirect costs are not reimbursable, but can be used to meet matching requirements.

# What are the budgets that will be required for Capital Grant Pilot projects? Ixxxix

Each grant recipient jurisdiction will be required to submit a project budget alongside their project proposal. The project budget submitted should outline the total project cost summarized by major spending category and should include whether each line is a direct project cost or an administrative capital cost. The *grantee* should prepare project scopes and budgets with care, applying conservative estimates. A percentage of project budget should be set aside as contingency to cover unforeseen expenses. The amount of contingency should be based on each jurisdiction's standard project management practices. It is anticipated that project budgets will be best estimates and construction costs will likely fluctuate over the life of each *IGA* or grant contract.

If projects end up costing less, *grant recipients will return the additional contingency funds*. Alternatively, Metro does not have additional funds to cover added expenses or project budget overages. Budget overages are the

responsibility of the grant recipient.

# What is the definition of capital costs for the Capital Grants Pilot?xc

"Administrative Costs" means Capital Costs that are not Direct Project Costs, including program development expenses, administrative and finance staff support, expenses related to board community engagement and outreach, and any other payments that are required to facilitate bond-funded capital projects but are not directly tied to a project.

"Capital Costs" means costs that are considered capital under generally acceptable accounting principles (GAAP), which costs include the costs of capital construction, capital improvements or other capital costs, as those terms are defined by the relevant provisions of the Oregon Constitution and Oregon law (including ORS 310.140). Each jurisdiction should also ensure that the costs incurred as capital adhere to their own internal capital policies. Capital costs can include staff time to the extent it is allowable under each jurisdictions existing financial policies.

"Direct Project Costs" means Capital Costs that are expended for the acquisition, development, or construction of a Metro Parks and Nature bond-funded project.

# Eligible capital costs<sup>xci</sup>

The Nature in Neighborhoods Capital Grants are being funded using general obligation bond proceeds. General obligation bonds (sometimes referred to as GO bonds) may only be used to pay for expenditures that constitute qualified capital costs, consistent with Oregon law. Capital costs are costs that can be capitalized under generally acceptable accounting principles (GAAP). Capital costs can include the costs of capital construction, capital improvements or other capital costs as defined by the relevant provisions of the Oregon Constitution and Oregon law (including ORS 310.140). Each grantee should refer to and abide by its own policies regarding what constitutes a capital cost.

As outlined in ORS 310.140, capital costs include land and other assets having a useful life of more than one year, and can include costs associated with acquisition, construction, improvement, remodeling, furnishing and equipping. Capital costs do not include costs of routine maintenance, supplies or general operating expenses.

Each grant recipient jurisdiction may, based on its financial policies, make its own determination as to what constitutes a capital cost, so long as it is consistent with state law. The only reimbursable costs are related to the capital project plus up to 10% for project management staff time.

#### 3) Metro Recommendations

The legislation outlines most of the funding requirements.

Metro may further determine the flexible match requirements.

# **B.** AGREEMENTS

#### 1) PURPOSE AND SUMMARY

This section discussed the contractual agreement, insurance requirements and reimbursement procedures with Metro after receiving a funding award.

- Contracts
- Reimbursements
- Insurance requirements

# 2) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics. xcii

# What is the contract period for these grants? xciii

Grantees will have up to two years to address these conditions of approval before entering into a grant agreement with Metro. Upon entering into a grant agreement with Metro, the grantee will have up to three years to complete the project. Metro's Chief Operating Officer may approve extensions up to a maximum five-year term if a project encounters unforeseeable delays. Contracts are for three years. If contract extensions are needed, the COO must approve the extension and can do so for up to a maximum five-year term.

# What happens to unspent funding? xciv

Nature in Neighborhoods capital grants projects funded by the 2019 bond measure must be maintained for their intended purpose established in the grant application, such as natural area, wildlife habitat, water quality, trail or recreation purpose. After five years, the Metro Council may reallocate unspent and unobligated funds to other program areas, up to any maximum program funding amount(s). Agreements for any public interest in land must be negotiated with willing sellers. Local governments may not exercise their powers of eminent domain in the implementation of this measure. *It's unclear whether this indicates five years after the grant award, a program specific date, or the bond issuance date (May 2020).* 

#### 3) Metro Recommendations

Metro procurement determines contracts, reimbursements and insurance requirements.

#### C. GRANT MANAGEMENT

# 1) PURPOSE AND SUMMARY

This section specifically is for how the projects will be monitored and evaluated after receiving a funding award.

- Measurements
- Process
- Progress reporting requirements

#### 2) LEGISLATION GUIDANCE

The 2019 Parks and Nature Bond outlined purpose, principles and criteria and minimum requirements to which the Nature in Neighborhoods Capital Grants Pilot must legally adhere. Those are listed below with explanations in italics.xcv

# How will the Capital Grants Pilot be accountable?

An independent community advisory committee will review progress in the implementation of Metro's bond measure, including protection of land, local and community project implementation, capital construction of Metro park and regional trail projects, and grant program administration. This committee, the Natural Areas and Capital Program Performance Oversight Committee, gives the Metro Council and the region's residents an independent, outside review of the capital program. The committee's charge and responsibilities will include oversight of Metro's efforts to meet the racial equity and climate resiliency criteria and outcomes described in this measure. \*\*CVI\* According to the Oversight Committee Bylaws, the Oversight Committee will provide general oversight and review whether bond programs are run efficiently and whether bond programs meet the bond goals and bond criteria.

3)	Metro Recommendations
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- <sup>1</sup> PN Bond newsletter, November 2021.
- " Program Design and Review Committee Application, October 2021.
- iii Resolution No. 19-4988, Exhibit D.
- iv Resolution No. 19-4988, Exhibit D.
- <sup>v</sup> Resolution No. 19-4988, Exhibit D.
- vi Resolution No. 19-4988, Exhibit D.
- vii Legal and Fiscal Framework Memo, August 24, 2021.
- viii Legal and Fiscal Framework Memo, August 24, 2021.
- ix Resolution No. 19-4988, Exhibit D.
- <sup>x</sup> Legal and Fiscal Framework Memo, August 24, 2021.
- xi Resolution No. 19-4988, Exhibit D.
- xii Legal and Fiscal Framework Memo, August 24, 2021.
- xiii Resolution No. 19-4988, Exhibit D.
- xiv Resolution No. 19-4988, Exhibit D.
- \*\* Metro Parks and Nature Bond update, <a href="https://www.oregonmetro.gov/news/parks-and-nature-bond-update-bond-refinement-process-winds-down-trails-and-protect-and-restore">https://www.oregonmetro.gov/news/parks-and-nature-bond-update-bond-refinement-process-winds-down-trails-and-protect-and-restore</a>, March 1, 2022.
- xvi January 18, 2022.
- xvii Draft Capital Grants Pilot Timeline, March 2022.
- xviii https://www.participatorybudgeting.org/what-is-pb/
- xix Nature in Neighborhoods Program Design and Review Committee meeting and notes, February 15, 2022. Presentation, Participatory Budgeting Oregon, February 15, 2022.
- xx Nature in Neighborhoods Program Design and Review Committee meeting and notes, January 18, 2022. Mural Board, January 19, 2022.
- xxi Memo, Options for consideration: Community Engagement for Brainstorming ideas phase, January 24, 2022.
- xxii Memo, Options for consideration: Community Engagement for Brainstorming ideas phase, January 24, 2022.
- xxiii Resolution No. 19-4988, Exhibit D.
- xxiv Memo, Options for consideration: Project Development, February 9, 2022.
- xxv Adapted from Participatory Budgeting Oregon glossary of August, 25 2021.
- xxvi Adapted from Participatory Budgeting Oregon glossary of August, 25 2021.
- xxvii Adapted from Participatory Budgeting Oregon glossary of August, 25 2021.
- xxviii Memo, Options for consideration: Project Development, February 9, 2022.
- xxix Resolution No. 19-4988, Exhibit D.
- xxx Resolution No. 19-4988, Exhibit D.
- xxxi Resolution No. 19-4988, Exhibit D.
- xxxii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- xxxiii Resolution No. 19-4988, Exhibit D.
- xxxiv Memo, Options for consideration: Community Vote, February 25, 2022.
- xxxv Adapted from Glossary, Participatory Budgeting Oregon, August, 25 2021.
- xxxvi Adapted from Glossary, Participatory Budgeting Oregon, August, 25 2021.
- xxxvii From PN Bond Criteria Memo, 1/12/2022
- xxxviii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- xxxix Memo, Options for consideration: Community Vote, February 25, 2022.
- xl Memo, Legal Guidance, Capital Grants Pilot, Metro, August 24, 2021.
- xli Resolution No. 19-4988, Exhibit D.
- xlii Memo, Legal Guidance, Capital Grants Pilot, Metro, August 24, 2021.
- Nature in Neighborhoods Program Design and Review Committee meeting and notes, March 29, 2022. Presentation, Participatory Budgeting Oregon, March 29, 2022.
- xliv Memo, Evaluation of Participatory Budgeting Process, March 16, 2022.
- xlv Metro Parks and nature bond measure, background, <a href="https://www.oregonmetro.gov/public-projects/parks-and-nature-bond-measure/background">https://www.oregonmetro.gov/public-projects/parks-and-nature-bond-measure/background</a>, April 2022.

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xlvi https://www.oregonmetro.gov/public-projects/parks-and-nature-bond-measure, 2022.
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- xiviii Metro Parks and Nature Annual Report 2020-2021, <a href="https://www.oregonmetro.gov/news/parks-and-nature-2021-community-investments">https://www.oregonmetro.gov/news/parks-and-nature-2021-community-investments</a>, April 2022.
- xlix Metro Parks and Nature Bond update, <a href="https://www.oregonmetro.gov/news/parks-and-nature-bond-update-capital-grants-pilot-participatory-budgeting-design-committee">https://www.oregonmetro.gov/news/parks-and-nature-bond-update-capital-grants-pilot-participatory-budgeting-design-committee</a>, Oct. 27, 2021.
- <sup>1</sup> Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- information session, Nature in Neighborhoods Capital Grants Pilot, November 9, 2021.
  - lii Participatory Budgeting Project Manual

#### liii Participatory Approaches in Funding

- livResolution 16-4686, Title 13 Report, 2016.
- <sup>lv</sup> Metro Parks and nature bond measure, background, <a href="https://www.oregonmetro.gov/public-projects/parks-and-nature-bond-measure/background">https://www.oregonmetro.gov/public-projects/parks-and-nature-bond-measure/background</a>, April 2022.
- <sup>lvi</sup> Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- lvii Resolution No. 19-4988.
- lviii Exhibit A to Resolution No. 19-4988
- lix Resolution No. 19-4988, Exhibit D.
- lx Resolution No. 19-4988, Exhibit D.
- lxi Resolution No. 19-4988, Exhibit D.
- lxii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- lxiii Resolution No. 19-4988, Exhibit A.
- lxiv Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- lxv Resolution No. 19-4988, Exhibit A.
- lxvi Resolution No. 19-4988, Exhibit A.
- lxvii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- lxviii Resolution No. 19-4988, Exhibit D.
- lxix Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- lxx Resolution No. 19-4988, Exhibit A.
- laxi Nature in Neighborhoods Program Design and Review Committee meeting and notes, April 12, 2022.
- lexii Nature in Neighborhoods Program Design and Review Committee meeting and notes, April 12, 2022.
- lxxiii Resolution No. 19-4988, Exhibit D.
- lxxiv Nature in Neighborhoods Program Design and Review Committee meeting and notes, April 12, 2022.
- bxv Nature in Neighborhoods Program Design and Review Committee meeting and notes, April 12, 2022.
- lxxvi Nature in Neighborhoods Program Design and Review Committee meeting and notes, April 12, 2022.
- lxxvii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- lxxviii Resolution No. 19-4988, Exhibit D.
- lxxix Resolution No. 19-4988, Exhibit D.
- lxxx Email, Metro Staff, March 2, 2021. Adapted from Local Share Handbook.
- lxxxi Resolution No. 19-4988, Exhibit D.
- lxxxii Resolution No. 19-4988, Exhibit D.
- lxxxiii Resolution No. 19-4988, Exhibit A.
- lxxxiv Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
- lxxxv Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.
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- lxxxviii Resolution No. 19-4988, Exhibit D.
- lxxxix Local Share Handbook, 8.3, Metro Staff, March 2021.
- xc Email, Metro Staff, March 2, 2021. Adapted from Local Share Handbook.
- xci Local Share Handbook, Metro Staff, March 2021.
- xcii Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.

xivii Metro Parks and nature bond measure, background, <a href="https://www.oregonmetro.gov/public-projects/parks-and-nature-bond-measure/background">https://www.oregonmetro.gov/public-projects/parks-and-nature-bond-measure/background</a>, April 2022.

xciii Resolution No. 19-4988, Exhibit D.

xciv Resolution No. 19-4988, Exhibit D.

xcv Memo, Legal Fiscal Framework, Capital Grants Pilot, August 24, 2021.

xcvi Exhibit A to Resolution No. 19-4988

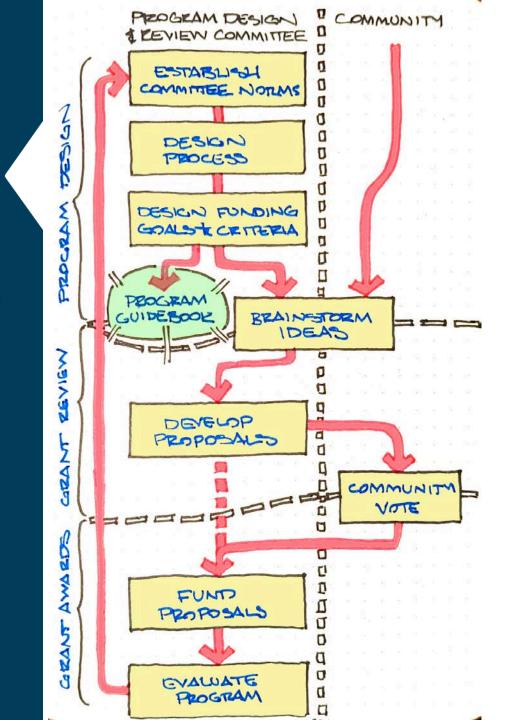


Nature in Neighborhoods Capital Grants Pilot April 2022 Nature in Neighborhoods Capital Grants

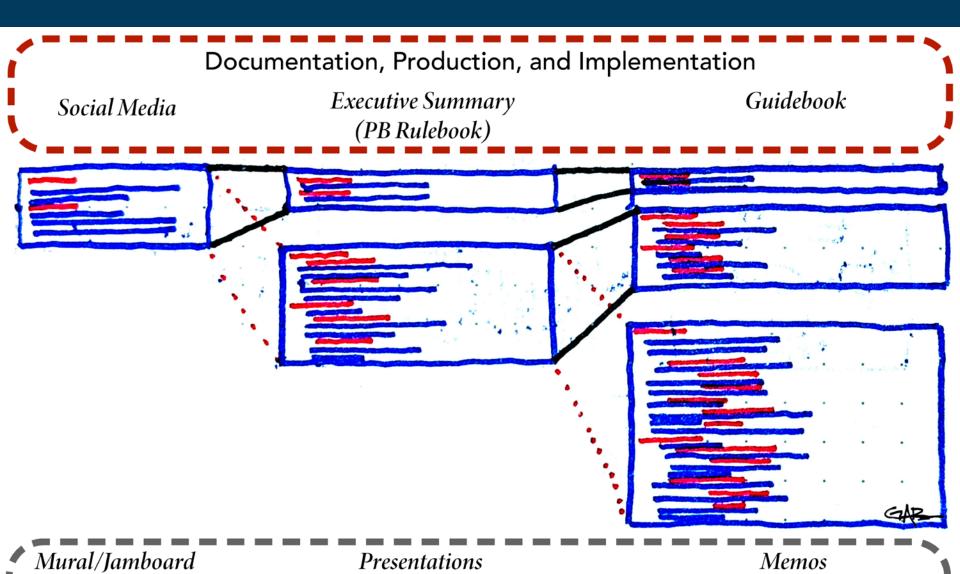
**Guidebook introduction** 



### Guidebook development



### Guidebook



Education, Information Gathering, and Decision-Making

### **Process**

Outline – February 2022

Annotated outline – March 2022

Draft comprehensive guidebook (data dump) -April 2022

Final draft comprehensive guidebook – May / June 2022

Summary guidebook – June 2022



### **Committee role**

Committee decisions

Structure

Type of content provided

Any overarching concerns



### Comprehensive

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# Summary

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#### III. Process Design

- A. THE PARTICIPATORY PROCESS
  - 1) WHAT IS PARTICIPATORY BUDGETING?
  - THE PARTICIPATORY BUDGETING PROCESS
- B. GOALS & VISION
  - ① 1) PURPOSE AND SUMMARY
  - 2) Considerations for the Program Design and Review Committee
  - BACKGROUND
  - 4) Committee Recommendations
- C. IDEA COLLECTION
  - ① 1) PURPOSE AND SUMMARY
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  - 3) Background
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  - 5) Committee Recommendations
- D. PROJECT DEVELOPMENT
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  - 4) COMMITTEE RECOMMENDATIONS

### **Summary**

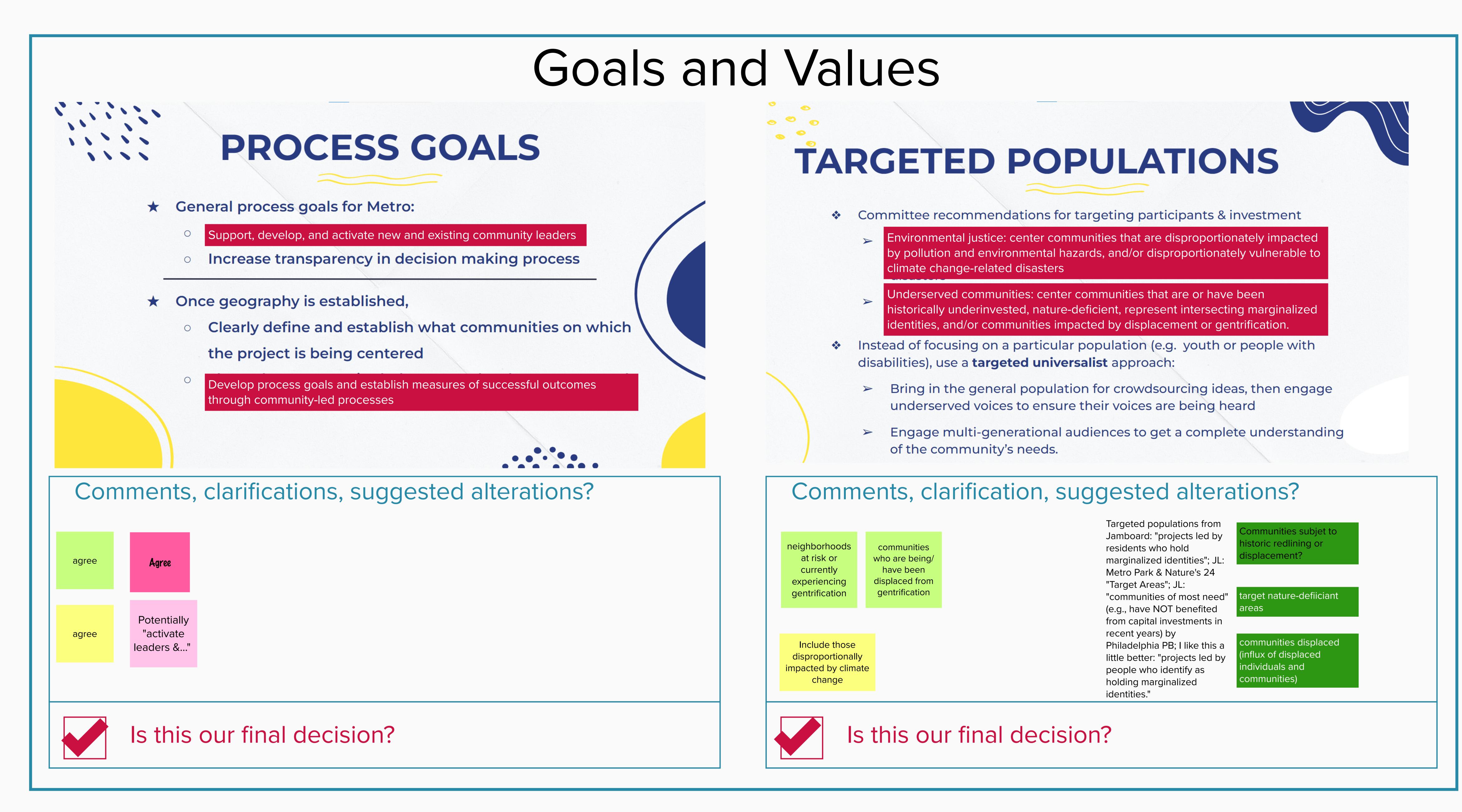
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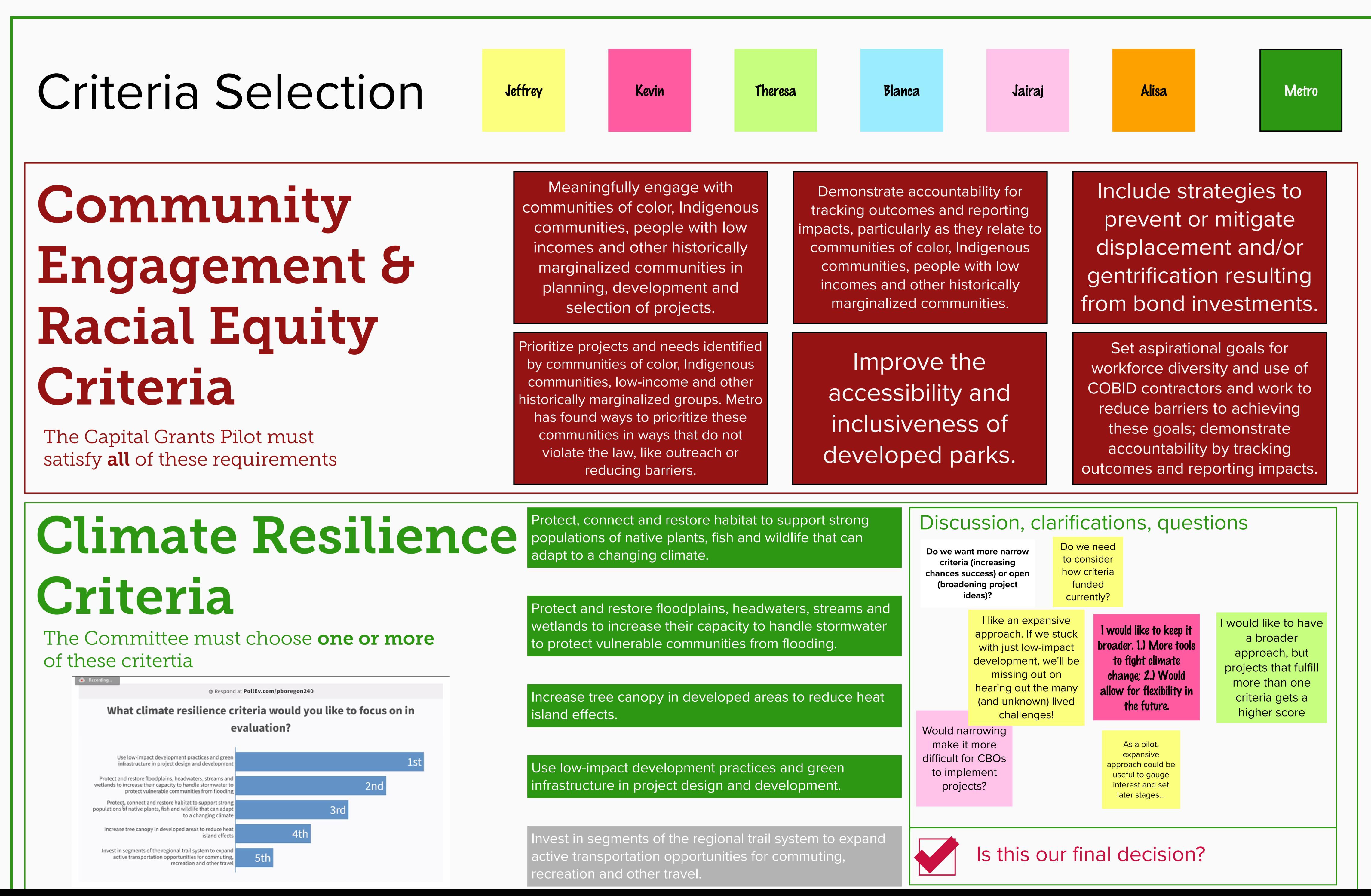
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  - ① 1) Purpose and Summary
  - Committee Recommendations

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# Project Criteria & Eligibility Selection





# The 2019 Bond Purpose, Principles and Criteria

## Purpose

wildlife habitat for generations to come. marginalized communities.

and wildlife habitat, support engagement, racial equity and climate resiliency and/or

These projects will protect and All projects must satisfy require improve water quality and fish bond program community climate resilience criteria ... as increase people's experience of well as the Capital Grants nature at the community scale. requirements set forth below.

# Principles

All of the following will guide the Pilot

- Serve communities through inclusive engagement, transparency and accountability
- Advance racial equity through bond investments
- Protect clean water for people, fish and wildlife
- Protect and restore culturally significant native plant communities
- Protect, connect and improve habitat for native fish and wildlife
- Take care of what we have (maintain, update and reinvest in regional and
- Make parks and natural areas more accessible and inclusive
- Connect more people to the land and rivers of our region
- Invest in trails for biking and walking
- Support community-led parks and nature projects
- Make communities more resilient to climate change
- 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

# Program Criteria



Advance

**Racial Equity** 

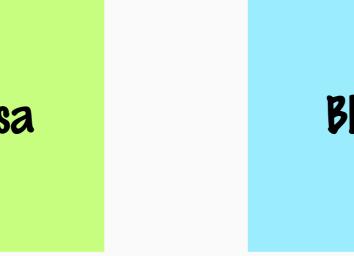


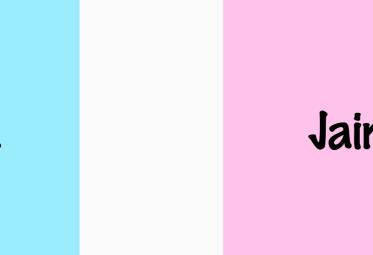


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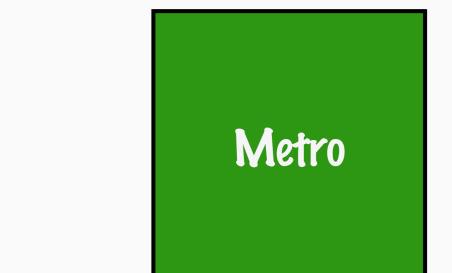
# Funding Projects

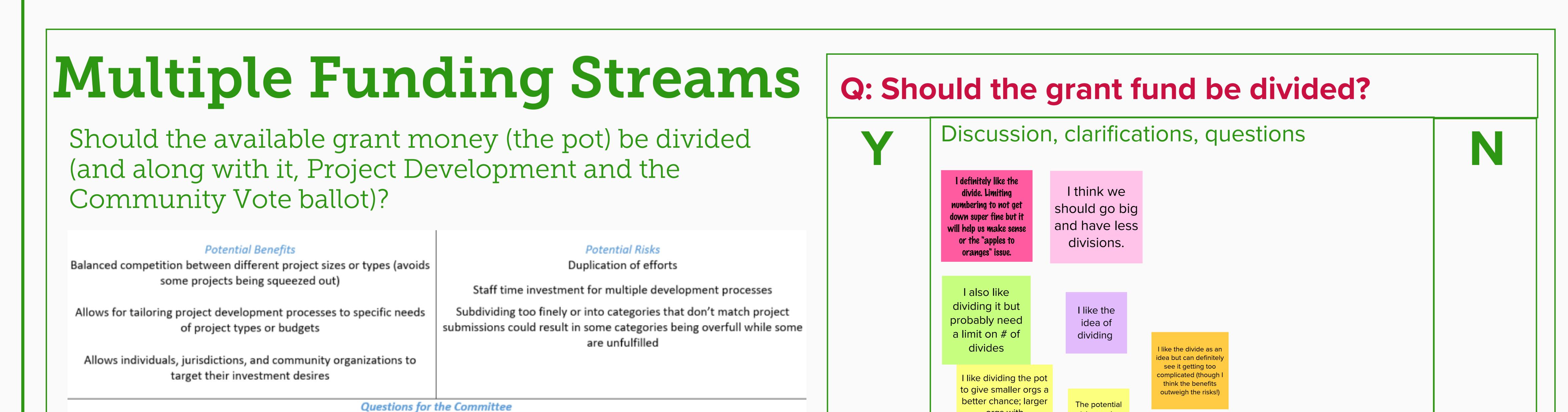












## Funding Categories

What are the strengths and weaknesses of this approach?

Does it/could it align with stated Goals and Values?

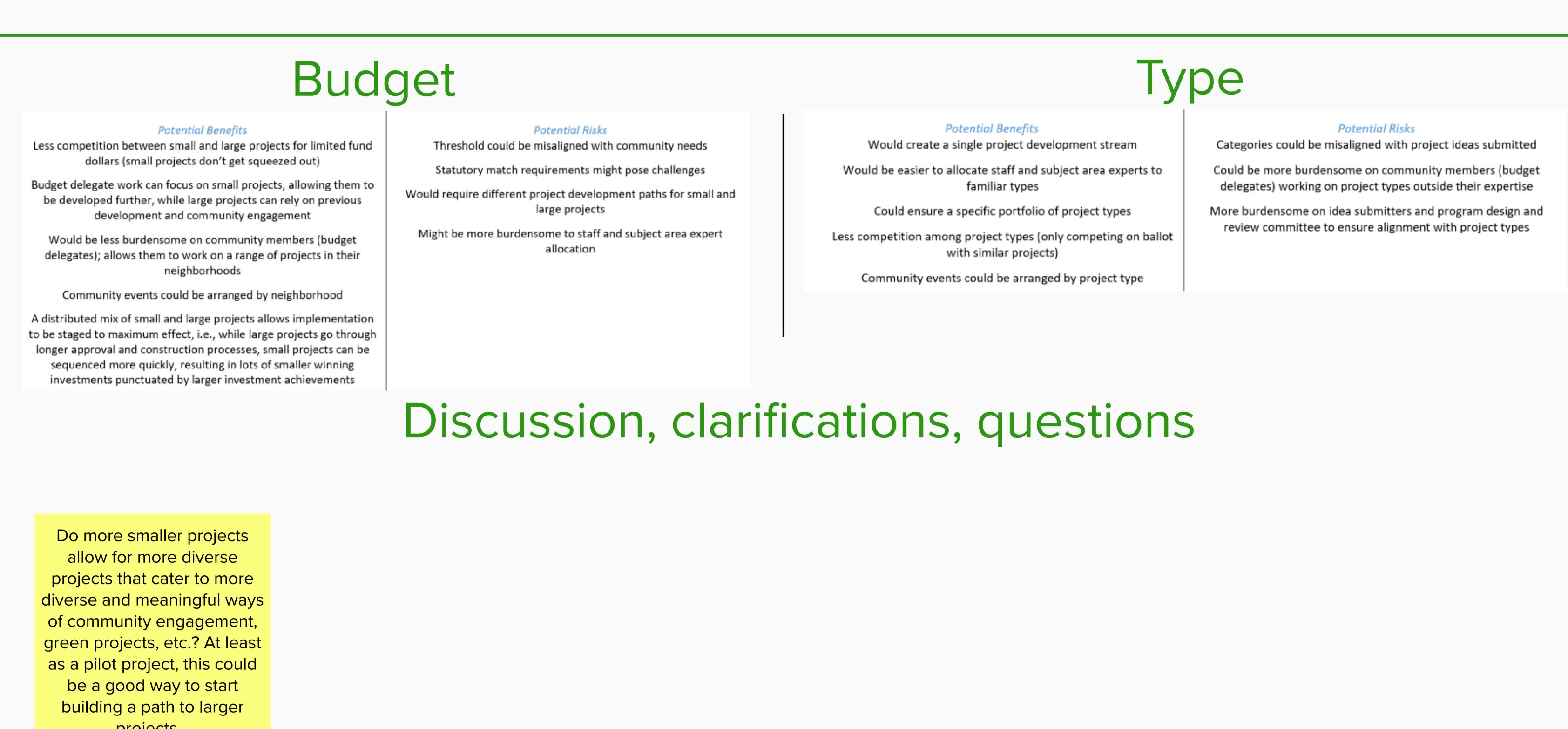
What is an appropriate balance between the different streams?

How are projects divided/classified? Where are the thresholds?

If the answer above is **Yes**, how should the grant funds be divided, by budget size or by type?

Is this our final decision?

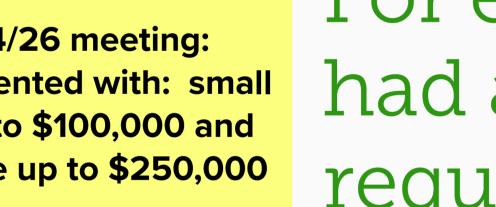
## Q: How should the grant funds be divided, by budget or by type?





Is this our final decision?

Grant Limits Should there be limits to project budgets (floor or ceiling)? If Yes, what should they be?

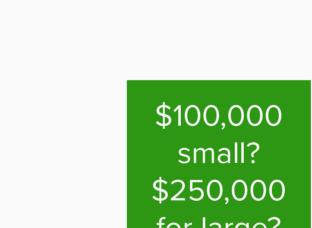


For example, the previous **2016 Capital Grants program**, with a fund of \$1.7 million, presented with: small had a project cost floor of \$50,000 (or a grant floor of \$16,600, given a 2:1 grant match requirement) and a maximum grant request of \$500,000.

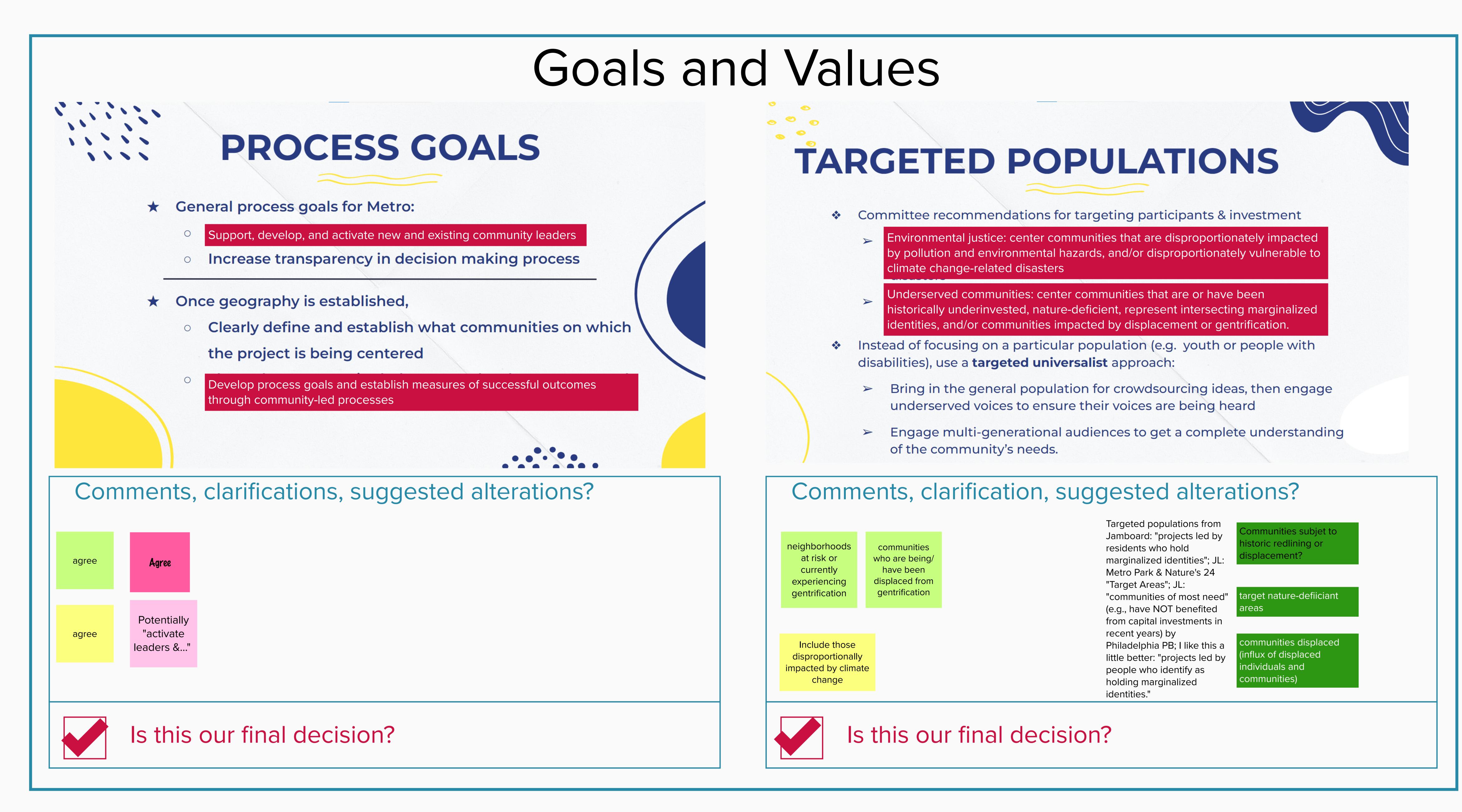
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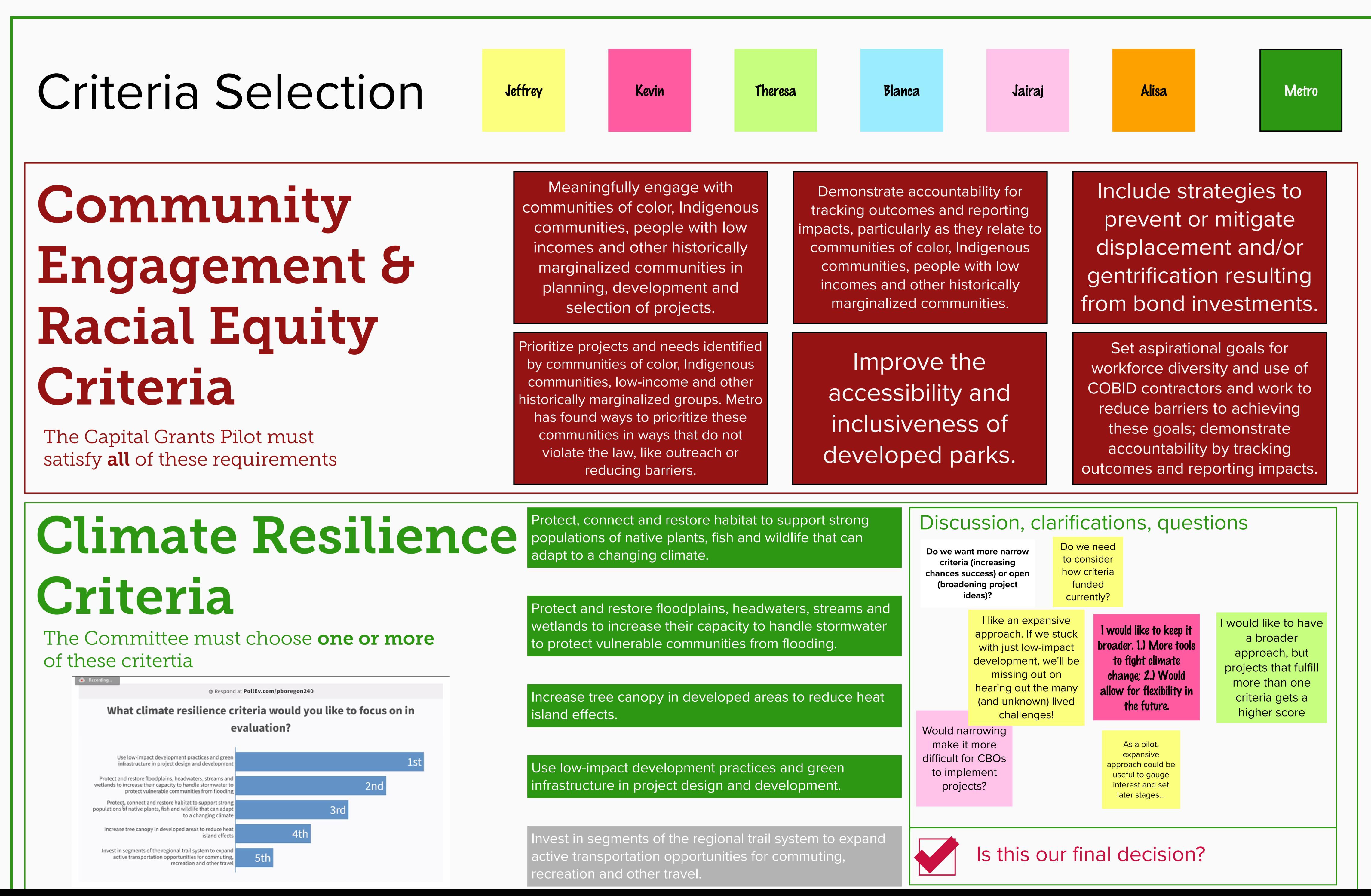
Discussion, clarifications, questions

Q: Should there be grant or budget ceiling? Discussion, clarifications, questions



# Project Criteria & Eligibility Selection





# The 2019 Bond Purpose, Principles and Criteria

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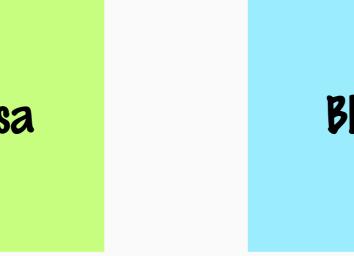


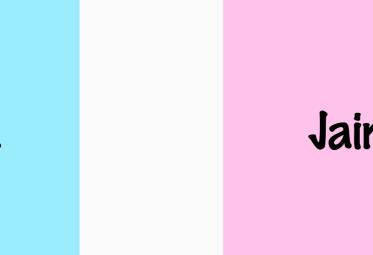


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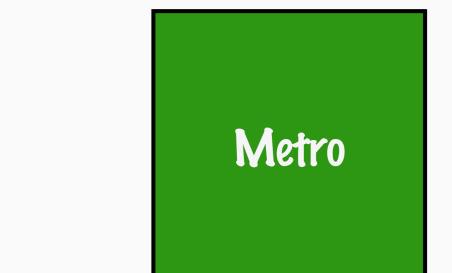
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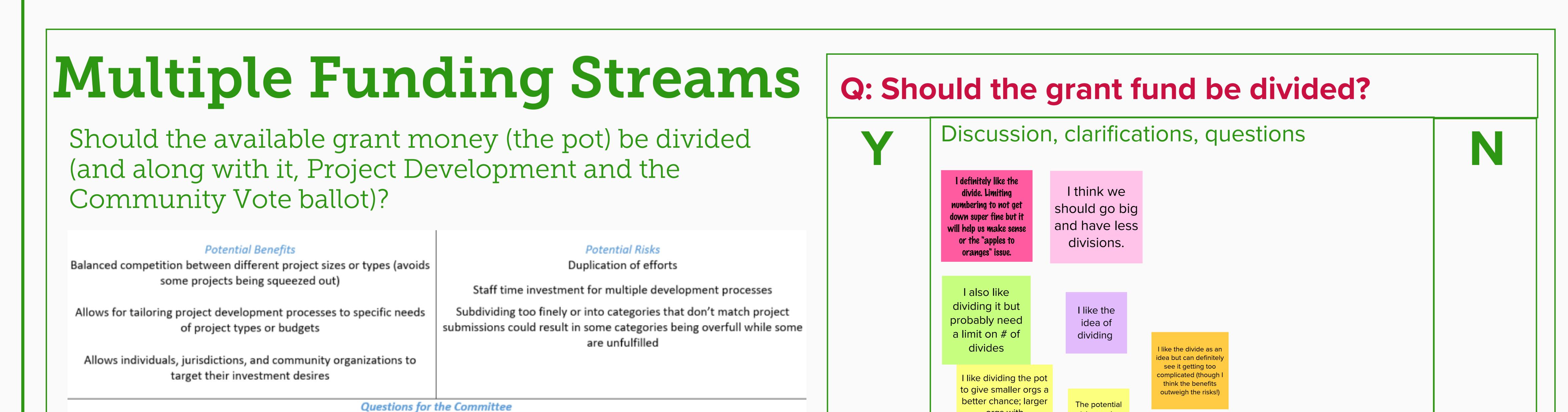












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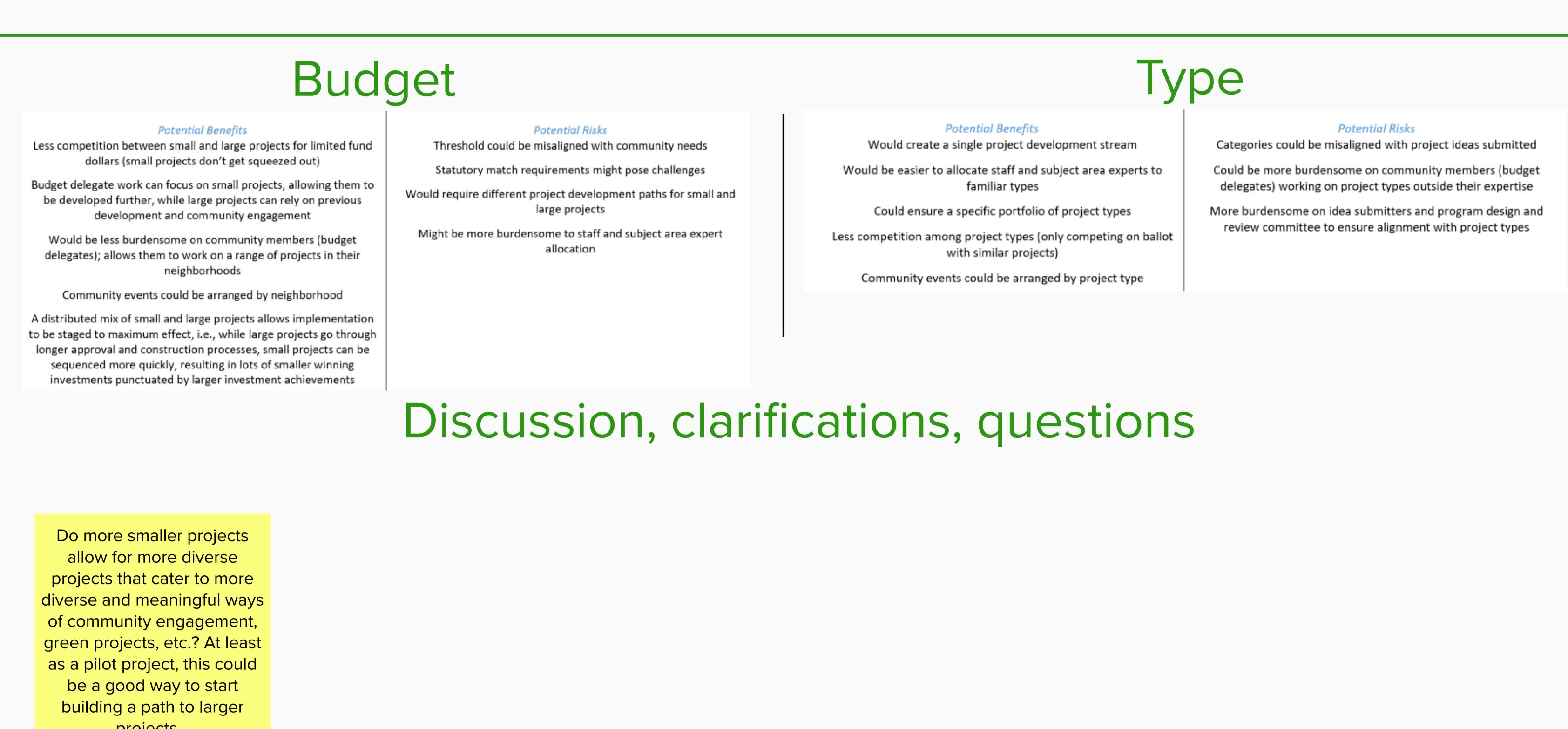
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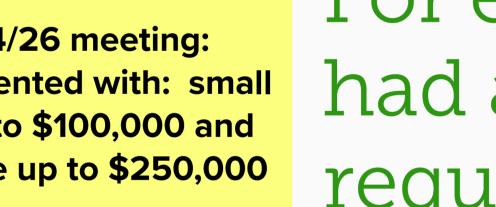
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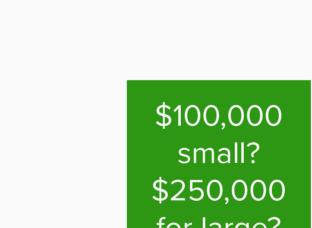


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## Q: Should there be a grant or budget floor?

Discussion, clarifications, questions

Q: Should there be grant or budget ceiling? Discussion, clarifications, questions



## Reflections from our 4/12 meeting: How did it go?

What worked?

What should be changed?

### What questions do you still have? What is unresolved?

3/29/22 Meeting

EMSWCD Partners in Conservation (PIC) Grants Program Evaluation Report (equity-focused): https://emswcd.org/eq uity-focused-pic-progr am-eval/#more-40772

"Communities of Color in Multnomah County: An Unsettling Profile Research Series": https://www.coalitioncommunitiescolor.org/multco-unsettling-profiles

For target pop, could use Metro's "equity focus areas" or similar layers (GIS support?): https://regionalbarometer.oregonmetro.gov/datasets/drcMetro::all-equity-focus-areas/ab out

Metro's "Planning parks and nature with communities of color": https://www.oregonmetro.gov/sites/default/files/2019/10/08/Connect-with-Nature-Report.pdf

https://www.apano.or g/apply-for-our-climat e-health-and-housinginstitute/?utm\_source =rss&utm\_medium=rs s&utm\_campaign=app ly-for-our-climate-heal th-and-housing-instit ute

Apply for APANO's Climate, Health, and Housing Institute (\$961.50 stipend). Deadline 4/15

What resources would you like to have? What resources or references would you like to share with each other?

### PARKING LOT!

## What additional questions do you have about Bond Funding and Project Development?

Addressed is that
Metro can't use
Project Development
dollars (to fund Metro
business?) because
bond language and
the Oregon
Constitution do not
permit it. So a
question for the
Committee is how do
we creatively fund

Is the committee responsible for addressing funding for Project Development or is that Metro's responsibility?

How/when will outreach to potential project implementors look like? What intentional actions will be made to reach smaller/grassroots groups to reach new communities?

JL: Could "S.T.A.R."
(Score
-Then-Automatic-Run
off) voting be added
to methods list?
~Provides more voice
in local democracy:
https://www.starvotin
g.us/

JL: Just
acknowledging
technical hurdles to
interpreting legal
constraints --> it's
important we
continue using this
space to share
concerns/ideas ...

(cont'd) ... regarding equity in project development phase --> will lead to solutions as we become more familiar with what's possible/not in this framework!

What is working well about our meetings to facilitate your participation and engagement?

JL: Establishing the group agreements was important! I like reminding myself about them occasionally to ensure I'm participating ~equally and keeping focused!

JL: As we approach decision-making pts, it might be useful if we could jump into smaller groups then bring in for larger discussions. But could be logistically challenging...

What needs to change about our meetings so that you can participate/ engage differently?

JL: Consider making Metro Presentation Slides PDF required reading. It's already available on ShareFile but this reminder could help set a mindset and let our thoughts ruminate... TH: I'd like to
experiment a different
structure for one of
the meetings. I feel
like when the
meetings are filled
with long
presentations, it
hinders the ability to
engage in robust
conversations.

I also feel some of the ways questions (or points of inputs at the end of presentations) are asked are also difficult to provide feedbacks or questions

Yes, agree

with this.

KH: I agree with JL. I feel myself being influenced by other people's ideas and discussing in smaller groups helps me flesh things out a little bit more.

JL: Maybe offer a spreadsheet (w/ editing privileges) or forum-type platform where we can share useful readings/resources or even discuss OUTSIDE of meetings.

JL: Rather than 8-10 background readings for 1 meeting, I prefer assigned specific reading sections, relevant to each meeting topic. A bit overwhelming to skim that Jan 18th chunk...

formats are largely a committee vs. Metro staff interaction, but I'd like to see the discussions facilitation more in a "committee members discussion together" interaction to allow

I really like this idea. Would love to have more time for meaningful conversations and ensure every committee member understands everything

### Suggested language for "targeted populations"

by residents who hold marginalized identities"

> I like this a little better: "projects led by people who identify as holding marginalized identities."

historically redlined, underinvested, and/or gentrified..."

> "at risk for gentrification"

"at risk for further gentrification"

JL: "targeted nature-deficient areas, affordable housing, and/or low-income communities" used in past Metro projects

JL: Metro Park & Nature's 24 "Target Areas"

JL: "communities of most need" (e.g., have NOT benefited from capital investments in recent years) by Philadelphia PB

"Neighborhoods that have been

"projects led

## What information do you want (or need) to...

### Finish establishing this group?

Add your sticky notes here (use the toolbar on the left of the screen to add in notes!) I would like to use some of our time to do a deep dive into a couple case studies from PB processes done in other places. I'd like more context to see how it has worked before.

JL: Do we want to form demographic subcommittees or specific issues committees? It may be good to have this as an option if that need arises...

Memos are a lot to consume. Maybe in addition to the memos, a quick video or voice message (could be posted on Youtube or something) can be used to summarize the Memo.

Execute the program design process?

JL: Specific definitions/glossary (e.g., equity vs. equality) + infographic to serve as "reminders" More "zoom outs" to see where each meeting is fitting into the overall process. I find myself feeling disoriented.

JL: Accountability steps for ensuring community needs come first (vs. our own biases). Is there community input in each step?

A full timeline that correlates to the phases of the project/pb and more details on potential deadlines

JL: Discuss
monitoring and
evaluation methods.
It's useful to have an
understanding how
we'll measure
performance as we
are structuring the
product.

## What topics are important for us to explore together? What do you want to learn more about?

KH: How jurisdictions navigate Bond restrictions.

JL: Civic technology!
Getting community
input about preferred
information platforms.
And does Metro staff
have capacity to build
multilingual web
surveys/apps to
crowdsource?

consequences of stepping out of legal parameters

## Are there any adjustments we should make to our group agreements?

Add sticky notes here!

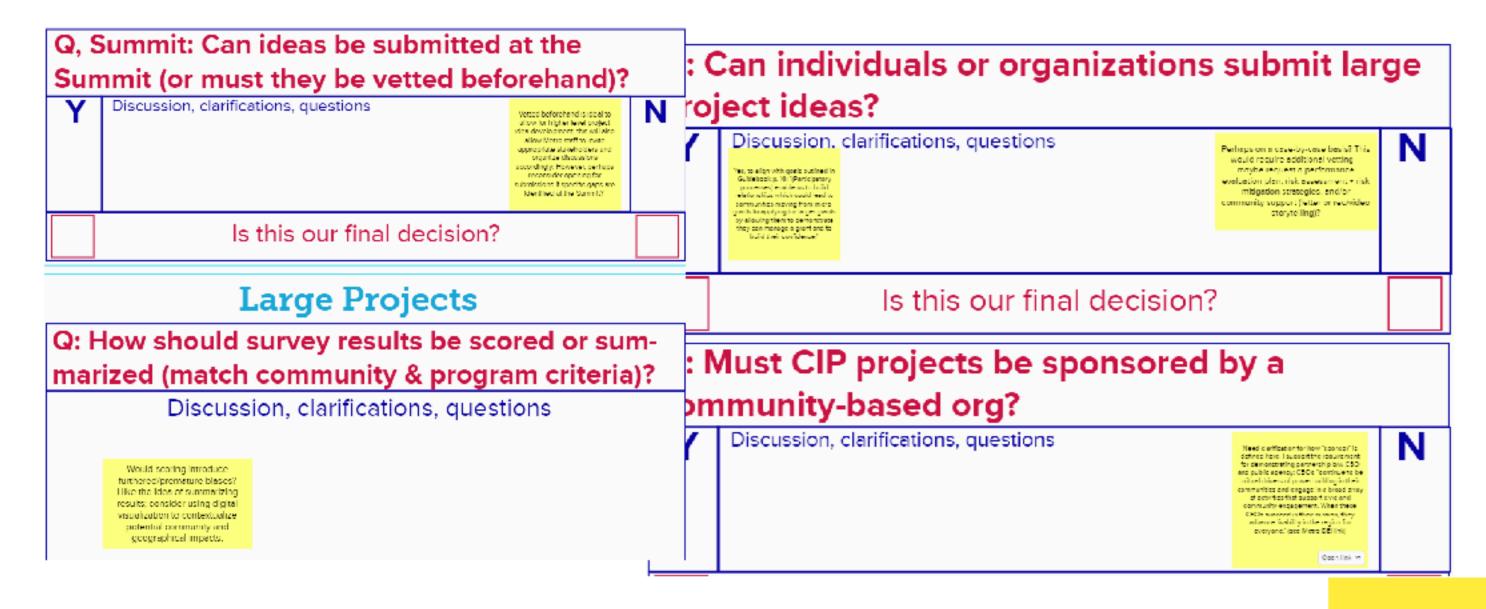
can we add a 5-15 minute break in the middle of each meeting? The memos aren't very easy to understand and are lengthy. Providing questions/pointers on the purpose of us reading would be helpful or what to look for would help.

JL: I agree with comment about memos. Consider reducing duplicated info from past memos. They should steer meeting's focus and stimulate discussion!

Not have agendas that are too packed. Leaving ample time for group conversations on difficult topics that can be hard to understand.

Leaving some flexibility for a more natural flow of conversations

These are screenshots of comments made on a previous version of the Mural board, preserved here for record.



https://www.oregonm etro.gov/sites/default/ files/metro-events/Co mmunity%20capacity %20building%20budg et%20note%20respon se%202.18.2020.pdf

#### **CONFLICTS OF INTEREST**

#### 2022 Nature in Neighborhoods Capital Grants Pilot Program Design and Review Committee

Citizen volunteers authorized to act on behalf of Metro, such as grant program design and review committee members, "ensure public respect by avoiding even the appearance of impropriety... Metro decisions are based on the merits of the issues. Judgment is independent and objective." <sup>1</sup>

If a committee member or their immediate family's "financial interests will be specifically affected by a decision, that official will...withdraw from further participation on the matter... Intervention on behalf of constituents or friends is limited to assuring fairness of procedures, clarifying policies or improving service." <sup>2</sup>

Therefore, any committee member or their immediate family, who is a **staff member or board member of an organization** submitting a funding proposal (grant application), will recuse **themselves from the scoring and the committee discussion** of that funding proposal (grant application).

Any committee member or their immediate family, who is a staff member or board member of a **partner organization** with **financial interest** in submitting a funding proposal (grant application), will recuse themselves from the scoring and the committee discussion of that funding proposal (grant application).

Any committee member or their immediate family, who is a staff member or board member of a **partner organization** with **no financial interest** in submitting a funding proposal (grant application), may score and participate in the discussion of that funding proposal (grant application).

<sup>&</sup>lt;sup>1</sup> Metro Executive Order No. 66. (January 21, 1997). Code of Ethics.

<sup>&</sup>lt;sup>2</sup> Metro Executive Order No. 66. (January 21, 1997). Code of Ethics.

Program Design and Review Committee	Organization: Board or staff	Potential conflict of interest
Alisa Chen (they/them)	Grow Portland	
Blanca Gaytan Farfan (she/her)	East Portland Rising Community Projects	
Theresa Huang (she/her)	Urban Greenspaces Institute	
Kevin Hughes (he/him)	Hillsboro Parks and Recreation	
Jeffrey Lee (he/him)	Portland Bureau of Environmental Services	
Jairaj Singh (they/he)	Unite Oregon	

<sup>&</sup>lt;sup>i</sup> Conflict of Interest Policy, Nature in Neighborhoods grants, October 2021.