



Metro



# Nature in Neighborhoods Capital Grants Pilot

March 2022

# Nature in Neighborhoods Capital Grants

# Community Vote

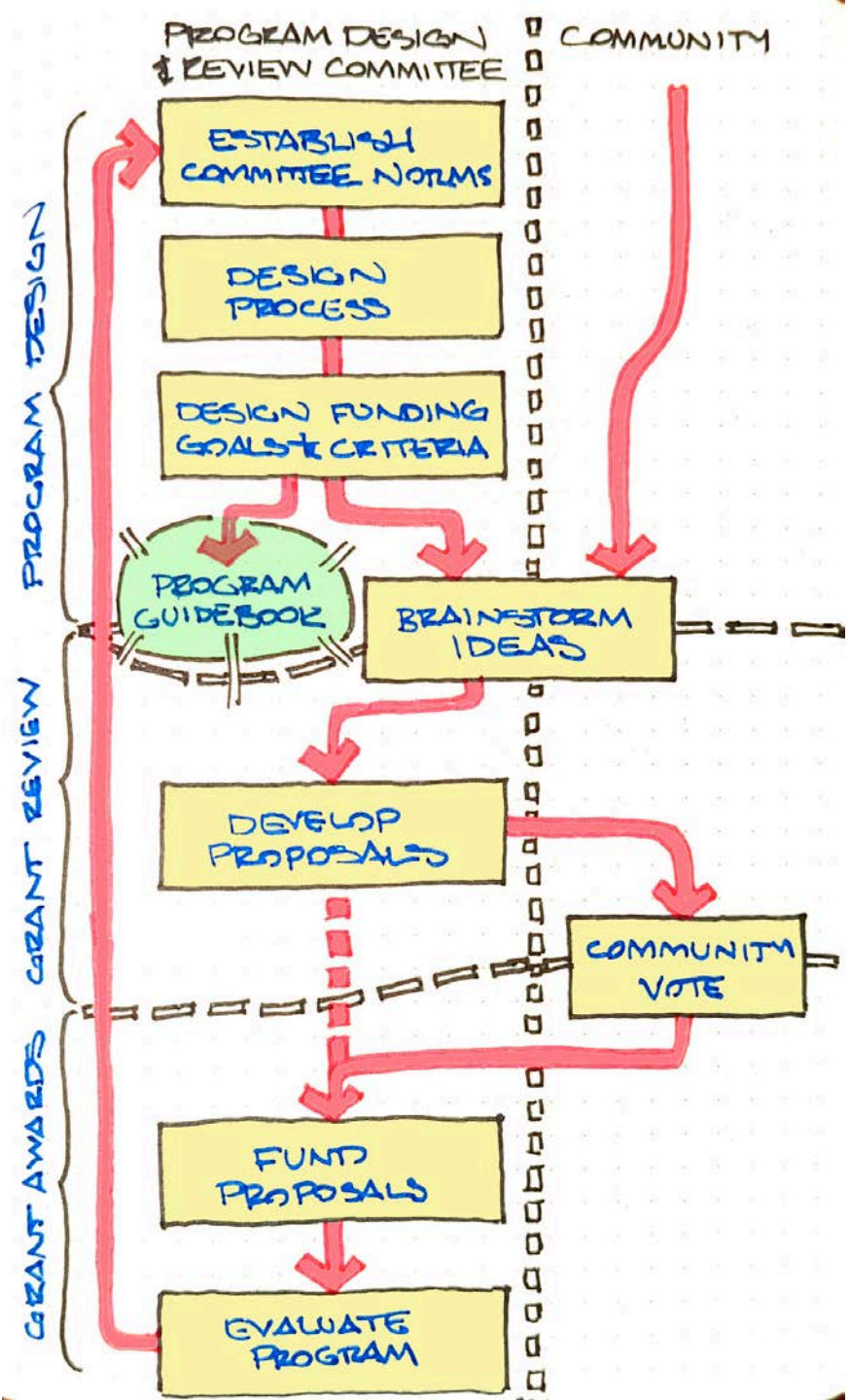


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Design process →

Community  
Vote →



# Roles in Community Voting



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## Community

- Community votes on developed project proposals

## Committee

- Committee recommends funding for projects selected in Community Vote

## Metro Council

- Metro Council makes grant awards



# Committee Choices



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## Engagement and Participation

- How to maximize engagement, especially for target communities?
- Who is eligible to vote?
- How is eligibility determined or verified?
- Distributing voting among community locations and resources?



# Committee Choices



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## Community Vote Structure

- Where does voting occur? Organized by geography or community?
- What kind of events? How many?
- Single pot of projects or multiple categories? (E.g., small and large projects, district pots, etc.)
- Ranked choice, single vote, or multiple equal votes?
- Balancing online and in-person



# Balancing In-person and Online Voting

## Considerations

- Equity
- Transparency
- Accessibility
- Community
- Legitimacy
- Integration

New York City District 8

Selected \$0 of \$2,000,000 total budget.

Exit Help **Español** 中文

You still have **\$2,000,000** left.

### Seniors

Carter Burden Senior Center: ADA Ramp

Corsi Benches

Gaylord White: Security Upgrades

Gaylord White: Grounds Improvements

Lighting Upgrades for Highbridge Houses

### Parks & Recreation

La Isla Gardens

Improvements to Diamante Garden

Thomas Jefferson Park: Dog Run Upgrades

Blake Hobbs Playground: Court Renovation

Pier 107

### Education

School Technology Upgrades

Air Conditioning: P.S.179, P.S.369, P352

Air Conditioning at Bronx Schools

Technology Upgrades

Bathroom Renovations at M.S./H.S. 223

### Housing

Patterson Houses: Grounds Improvements

East River Houses: Door Upgrades

Mitchel Center: Roof Repair

Wilson Houses: Grounds Improvements

## Instructions

1. Select the projects you would like to support. The total cost cannot exceed **\$2,000,000**.
2. You can see the total amount you have allocated so far in the bar above. You can remove any previously selected projects by clicking on the bar or directly by clicking on the chosen project.
3. Click the **"Submit My Vote"** button when you're ready to submit.

Submit My Vote...



## Seniors

### Carter Burden Senior Center: ADA Ramp

Install an ADA-compliant ramp at Carter Burden Leonard Covello Senior Center.

**Estimated Cost:** \$400,000

**Location:** 312 East 109th St. (El Barrio/East Harlem)

Select

### Corsi Benches

Installation of benches and re-paving of sidewalk in front of building.

**Estimated Cost:** \$400,000

**Location:** 306 East 117th St. (El Barrio/East Harlem)

Select

### Gaylord White: Security

### Gaylord White: Grounds

# Key contacts



Metro

Community engagement: Humberto  
Marquez Mendez,  
[humberto.marquezmendez@oregon  
metro.gov](mailto:humberto.marquezmendez@oregonmetro.gov)

Capital grants: Crista Gardner,  
[crista.gardner@oregonmetro.gov](mailto:crista.gardner@oregonmetro.gov)





# Questions?



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# Nature in Neighborhoods Capital Grants Pilot

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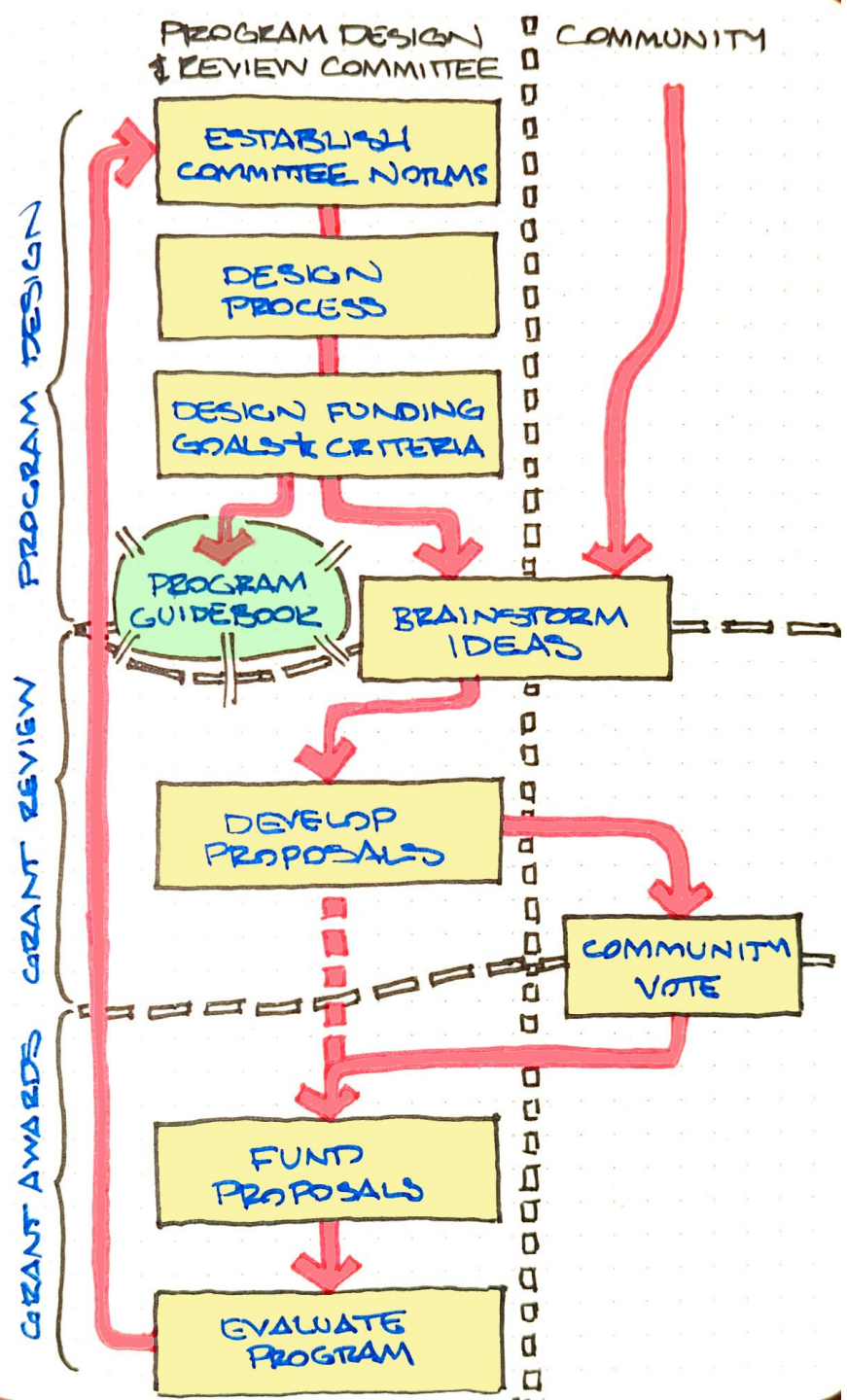
# Nature in Neighborhoods Capital Grants

## PB Project Development Case Studies

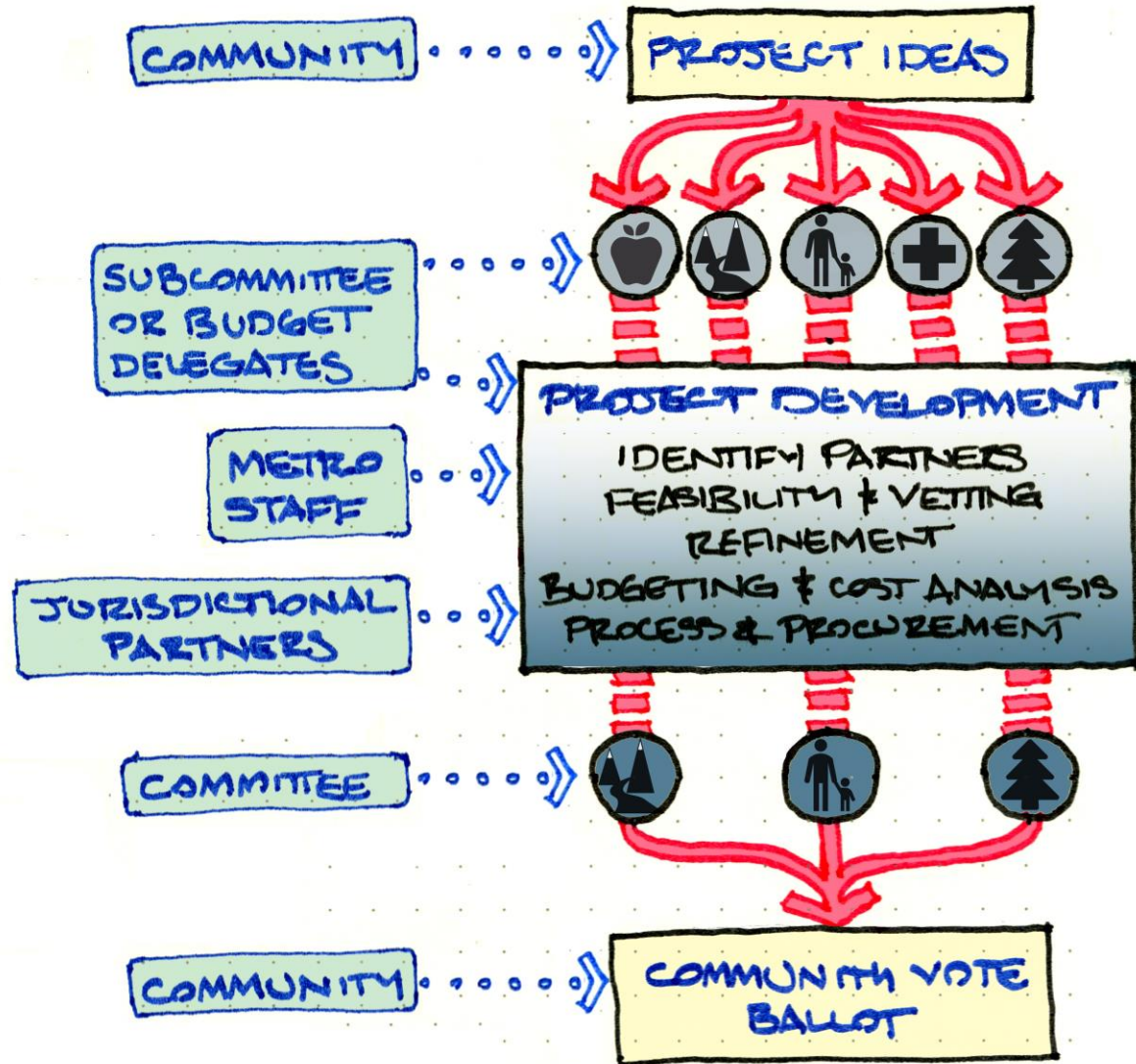


Design process →

Develop proposals →



# Project Development Workflow

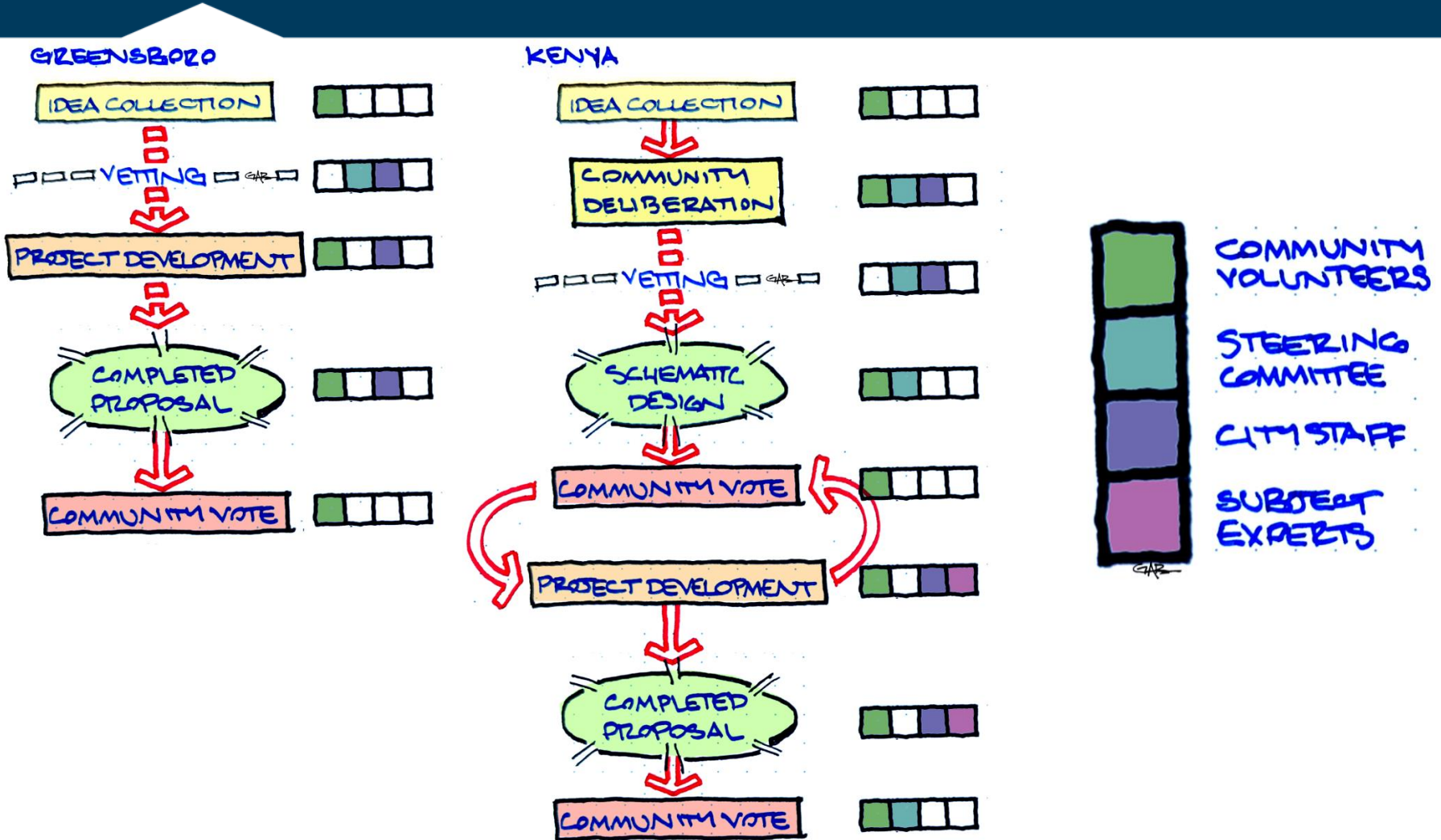


# Purpose

- Establish a base of knowledge on the project development process
- Show rather than tell how project development processes vary from place to place
- Inspire you to formulate the key questions that will guide our project development process



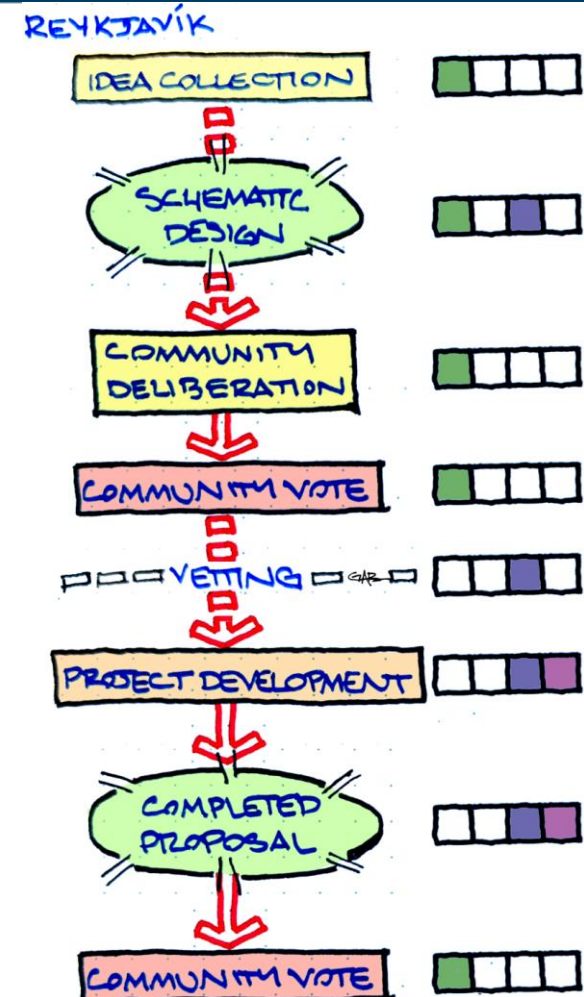
# Project Development Case Studies



# Reykjavík, Iceland

Sources: <https://thegovlab.org/static/files/better-reykjavik.pdf>  
<https://reykjavik.is/en/hverfid-mitt/nidurstodur-kosninga>

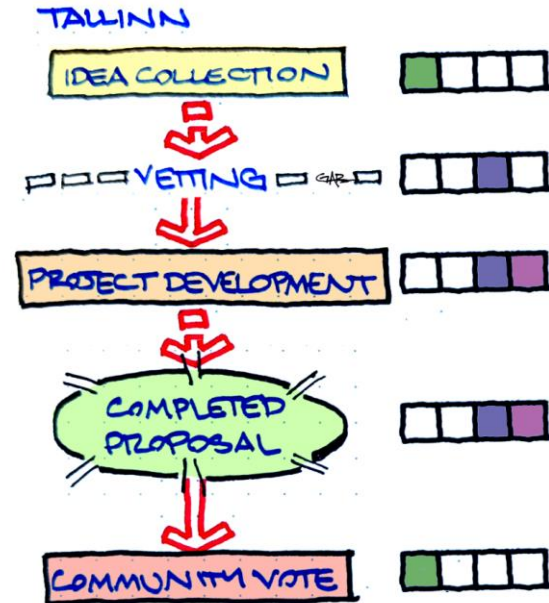
- Uses a digital platform for open community collaboration (similar to NYC)
  - Ideas can be submitted, amended, voted up or down, and commented on
  - Staff updated entries as project is developed
- Development is entirely completed by City staff and subject area experts, with some collaboration with idea submitters
- Terms of Service: “...when a user presents an idea on the Better Reykjavík forum, it is automatically considered the public property of the residents of Reykjavík in order to enable deliberation of and amendments to the original proposal and grant the City of Reykjavík the right to use the ideas.”



# Tallinn, Finland

Sources: <https://www.tallinn.ee/eng/participatorybudget/Introduction-Tallinn-s-participatory-budget>

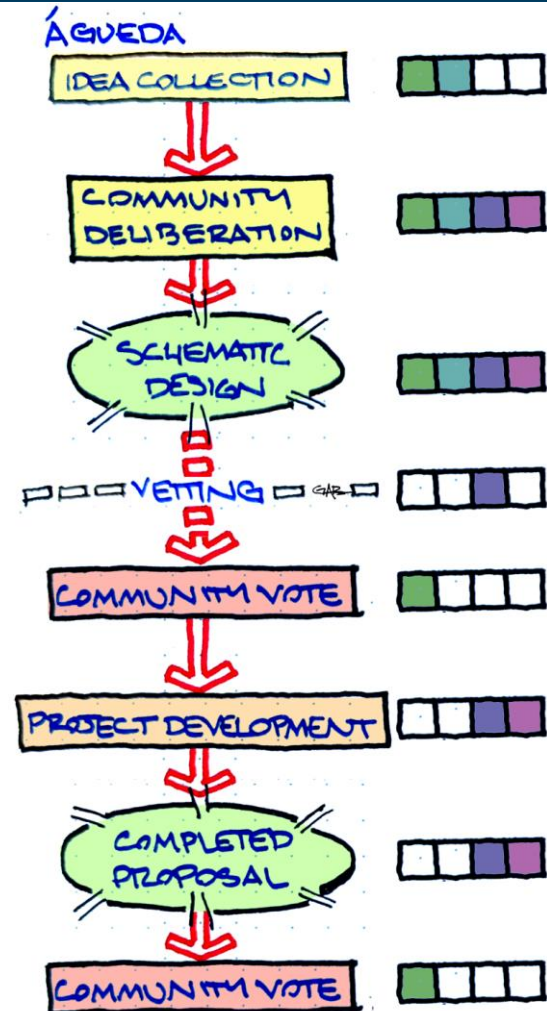
- No Steering Committee, no Budget Delegates
- Program design, vetting, development, and referendum preparation is entirely completed by City staff and subject area experts.
- Far less collaborative; community submits ideas and votes, nothing more.
- Community Vote is an official referendum; the vote is binding. However, it is therefore only open to residents 14+.



# Águeda, Portugal

Sources: <https://participedia.net/case/5126>

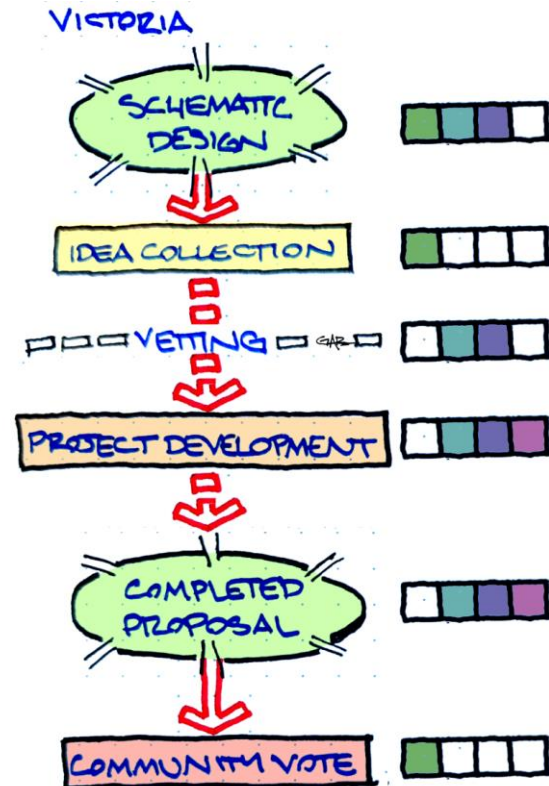
- Community meetings connected City staff and subject area experts with community members at tables, similar to a charette
  - Public deliberation of community needs and desires
  - Ideas co-developed to a schematic level (i.e., scope, budget, basic design)
  - After vetting, initial vote to identify priority ideas to develop further
- Multiple votes
  - First at community meetings
  - Second after development to decide funding
- Staff and subject area experts develop proposals between votes



# Victoria, B.C.

Sources: <https://engage.victoria.ca/pb>

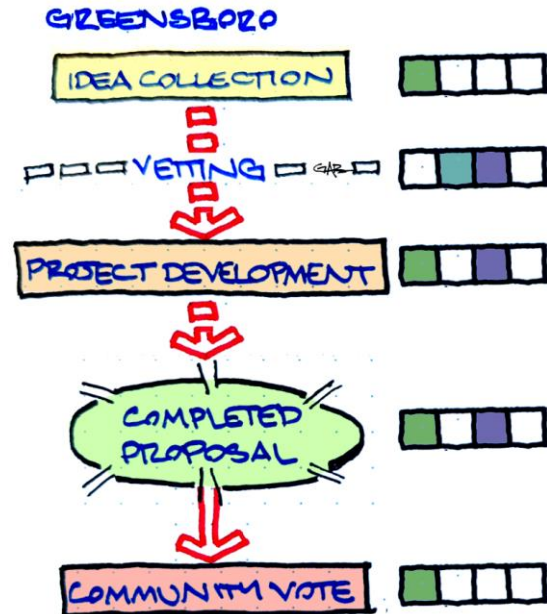
- Multiple pots of money
- Vetting and development are done by Steering Committee and City Staff, in collaboration with idea submitter
- Burden is on submitter to provide detailed proposal prior to vetting and development
- Pre-application meetings & info sessions between submitters and staff are available and act similar to charettes to discuss scope, budget, feasibility, etc.
- Submissions are required to be partnered with a community non-profit



# Greensboro, N.C.

Sources: <https://www.greensboro-nc.gov/departments/budget-evaluation/participatory-budgeting>

- Project development by Budget Delegates (Project Advocates) working with City staff and contractors
  - All volunteer
  - Expected to engage 5+ hours/week
- Similar to NYC
- Minimal vetting prior to project development
- Early rounds organized Budget Delegates by subject area; later switched to Geography

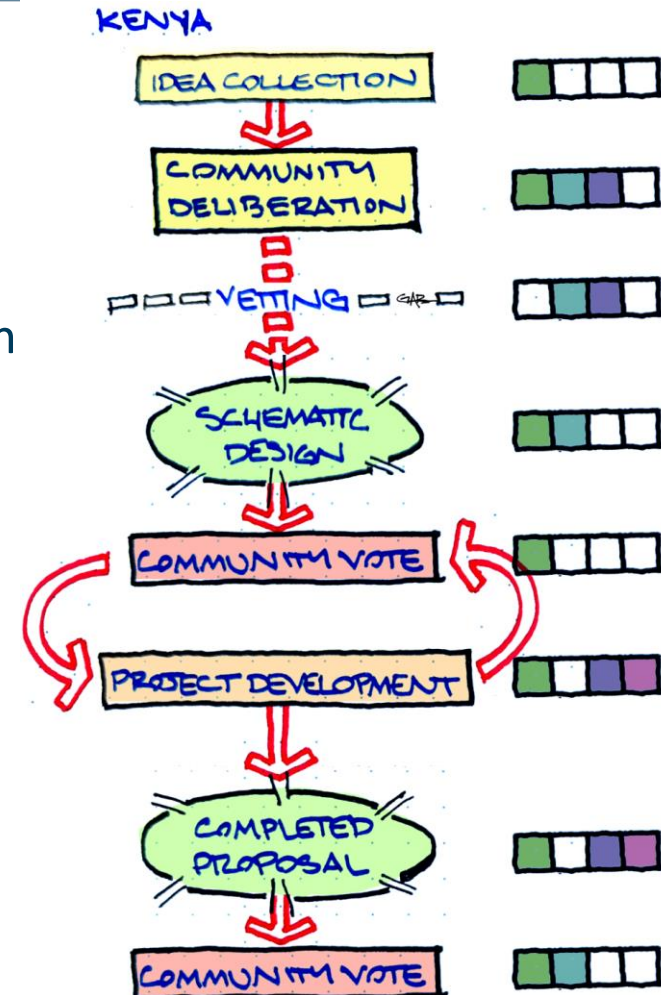


# Kenya

Sources:

<https://documents1.worldbank.org/curated/en/391701588140468143>

- Cascade model: highly iterative, with ideas collected, vetted, and voted up through larger and larger geographic scales
- Highly deliberative: all decisions are made in-person at community meetings or delegations assembled from smaller geographic divisions
- Consensus decision making at smallest scale gives way to democratic models as scale increases and delegates know each other less
- Vetting is done by Participatory Budgeting Council (Eq. of steering committee), development is done by Development Committee (subject area experts) w/ community members

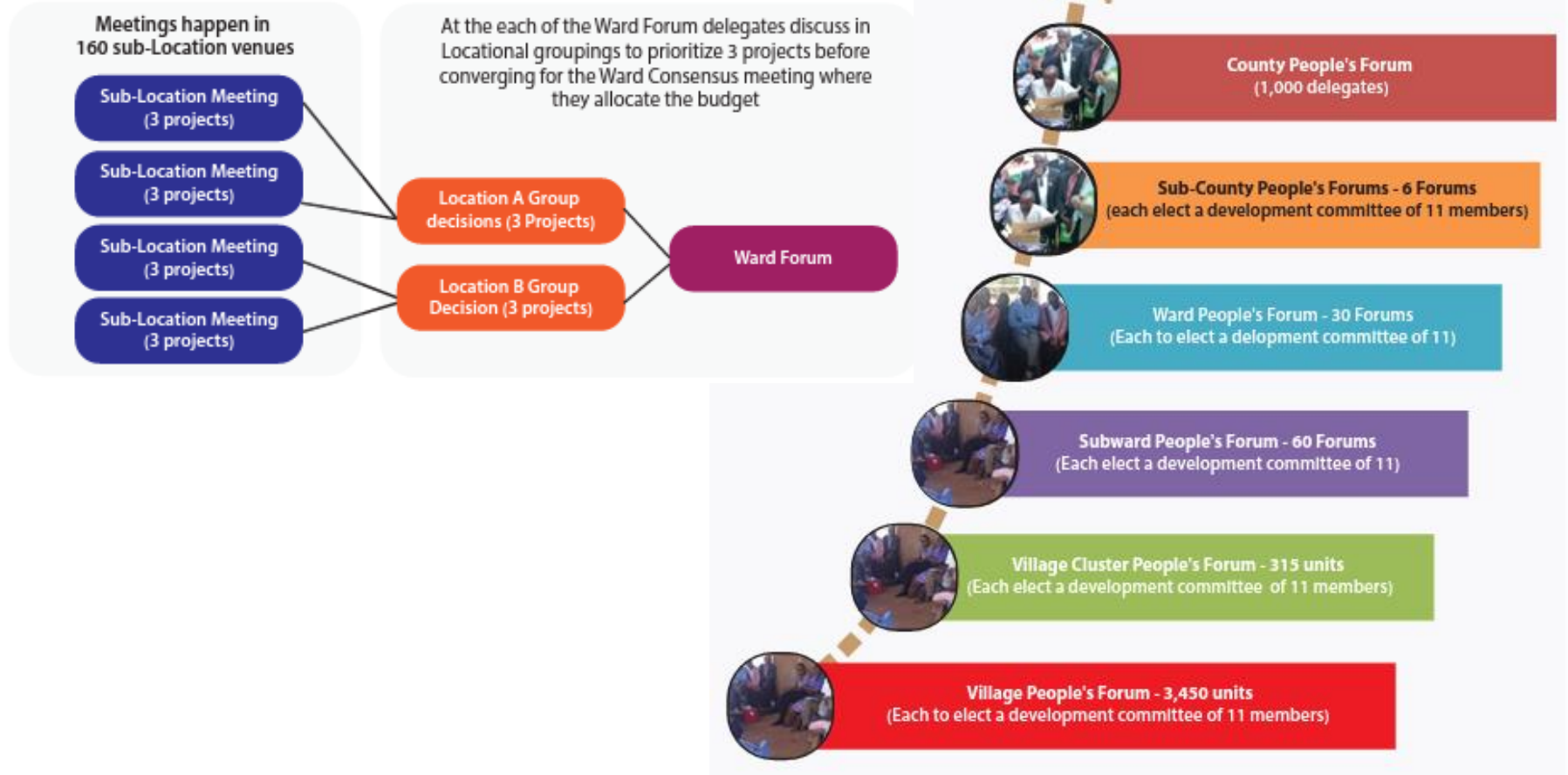


# Kenya

Sources:

<https://documents1.worldbank.org/curated/en/391701588140468143>

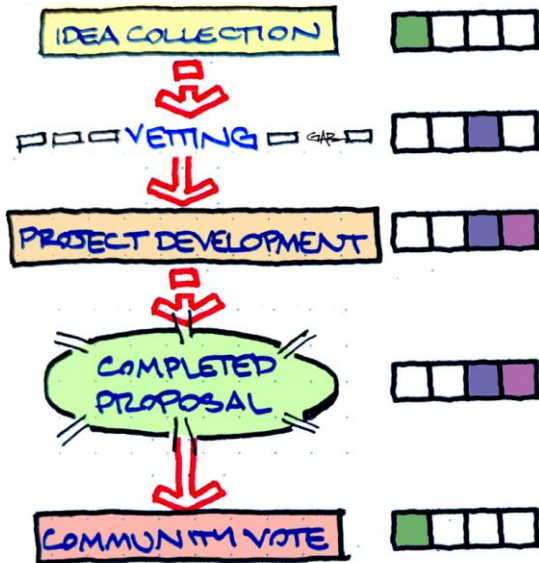
Figure 1: Decision making process cascading to a final set of shortlisted proposals



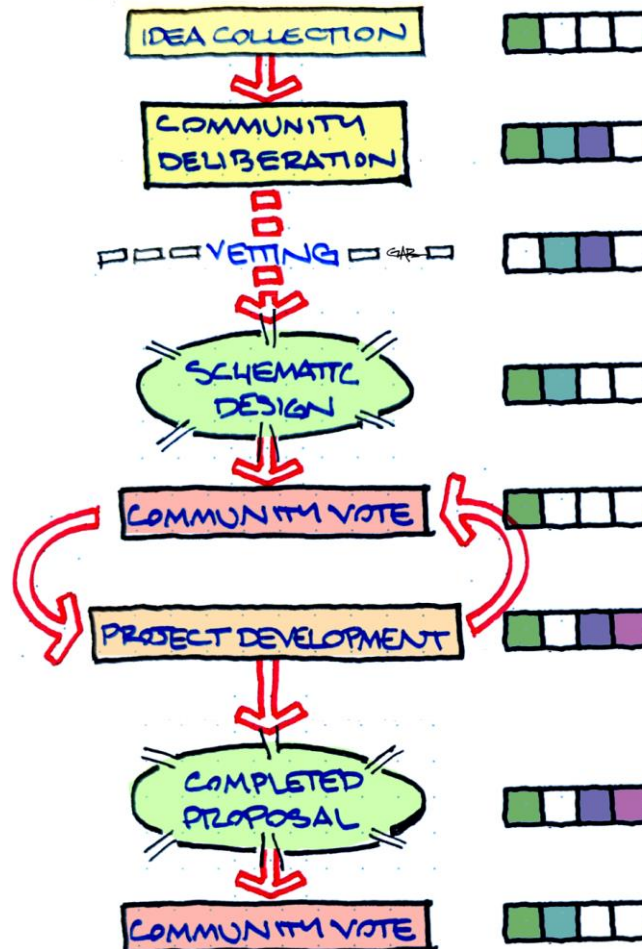


# Summary Comparison

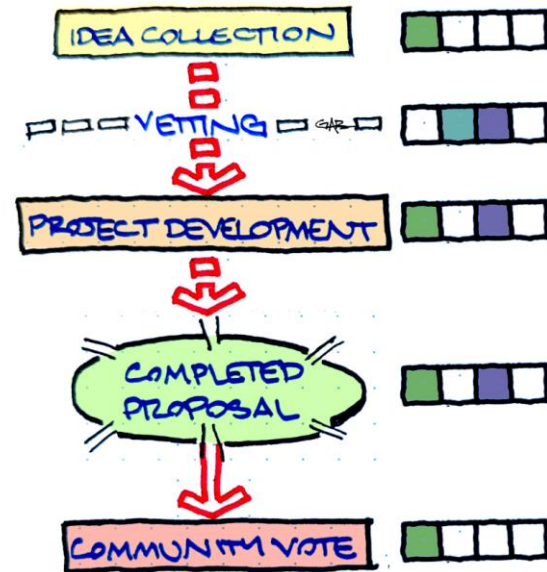
## TALLINN



## KENYA



## GREENSBORO



# Summary and Takeaways

- Places with higher institutional trust (generally greater homogeneity) tend to rely more on experts working independently between idea collection and voting; places with lower trust are often more iterative, with additional rounds of community input. Less trust requires more transparency, collaboration, and deliberation.
- Every project development process is highly tailored to the specific legal and institutional structures of a place.
- Many processes rely less on specific project ideas from community members and more on surveys/discussions about community problems and needs, to which implementers identify projects from previous engagement efforts that fit those needs and desires.

# Process Design Roles for Project Development

## **Metro**

- Outline an implementation process that aligns with our unique Bond obligations and legal and fiscal restrictions

## **Participatory Budgeting Oregon**

- Guide Program Design and Review Committee in applying participatory budgeting values to project development process

## **Program Design and Review Committee**

- Define values and guidelines for project vetting and development
- Before finding the right answers, formulate the right questions.

# Review: Committee Role in Project Development



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## Partnerships

- 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?



# Sources

- Reykjavík
  - <https://thegovlab.org/static/files/better-reykjavik.pdf>
  - <https://betrireykjavik.is/community/1588>
- Tallinn
  - <https://www.tallinn.ee/eng/participatorybudget/Introduction-Tallinn-s-participatory-budget>
- Águeda
  - <https://participedia.net/case/5126>
- Victoria
  - <https://engage.victoria.ca/22597/widgets/95222/documents/59446>
  - <https://engage.victoria.ca/22597/widgets/95222/documents/59447>
- Greensboro
  - <https://www.greensboro-nc.gov/departments/budget-evaluation/participatory-budgeting>
- Kenya
  - <https://documents1.worldbank.org/curated/en/391701588140468143/pdf/Participatory-Budgeting-Manual.pdf>

# Questions?



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# Meeting summary

Meeting: Nature in Neighborhoods Capital Grants Pilot Program Design and Review  
Committee Meeting #5  
Date: Wednesday March 2, 2022  
Time: 4:30 p.m. to 6:30 p.m.  
Place: Zoom  
Purpose: Guidebook development  
Outcome(s): Develop the program Guidebook: Proposal Development and Community Vote

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**Recording:** <https://vimeo.com/688611068/48d089e6a6>

## Attendees

### Committee Members

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

Absent: *Anthony M. Bradley*

### Staff

Amanda Hudson, Participatory Budgeting Oregon (PBO)  
Humberto Marquez Mendes, Metro  
Crista Gardner, Metro  
Brandon Goldner, Metro  
Gabrielle Brown, Metro (PSU Fellow)  
Councilor Duncan Hwang  
Allison Brown, JLA Public Involvement  
Ariella Frishberg, JLA Public Involvement

## Welcome and Introductions

Allison Brown, JLA Public Involvement, opened the meeting and reviewed Zoom logistics. Metro Councilor Duncan Hwang shared a land acknowledgement. Committee members and staff then introduced themselves and talked about a time when they saw or were part of an engagement process which resulted in change.

## Participant Eligibility Discussion

Amanda Hudson, PBO, reviewed best practices for establishing participant eligibility. She facilitated an interactive poll discussion on what principles the committee would like to use when deciding who can participate.



## **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

Amanda reminded the group that there was no requirement in PB principles that says identification is a requirement. She explained the potential benefits and negatives of less rigorous credentialing.

The interactive polls had technical issues, so she decided to facilitate a group discussion about the baseline recommendations for how voters should demonstrate eligibility.

- **Comment:** I think relationship building and conversations should be moved down because they would be too difficult to track. There are a lot of people in the Metro boundary, so how do we validate who is eligible?
  - **Amanda commented:** In the process I mentioned earlier, the goal was to develop people's sense of place and roots, so they asked people to tell stories while they were face painting them. I thought it was one a sweet way to bring out community and there are ways to weave in those values as people gather together.

A member asked if this was for determining whether someone falls into eligibility and asked if a community agreement could be implemented.

- **A:** Yes, these are the process rules for how they prove eligibility. NY implemented community ID's and allowed people to sign an agreement saying they won't vote more than once. For them, access was an important value.

Allison asked if any committee members were worried about people who might have more access "gaming" the system.

Members generally weren't concerned and also liked the idea of a community agreement. One member mentioned concern about certain groups on social media putting out a call for action and flooding the survey to skew the result.

- **Comment:** There are people who want to be disruptive, but I also wonder if we can add a statement that says we are voting by community agreements, but if something doesn't seem right, we reserve the right to ask for further documentation of proof of eligibility.
- **Comment:** Providing stories is a huge component and creates more trust and safety, so having that ability builds connection. Can we provide a hybrid approach, or combine the first and second point to help us know folks are rooted in a sense of place as well?

Allison mentioned that some of these could function beautifully in person but less online (when thinking about the "call to action" piece). She asked if there could be a difference based on tools being used, and Amanda said it was possible to have people log in and register when doing things online. Considering all of the variables is important, as some people have the capacity to campaign for their projects and have many people turn out, which can influence results.

### **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.

Amanda asked if the group was feeling a specific number related to the question, and several members liked the age range of 6 and up.

Allison stated that she felt as though the group wanted to engage younger children, while taking into consideration what materials would be appropriate to do so. She asked if this was the consensus. Some members felt that engaging children at a young age has many benefits, but children can be influenced by adults. Members should also think about limitations and capacity of age groups to make materials as accessible as possible. This would also make materials accessible for a wide range of people.

Amanda said that it sounded like the group was settling around the age of 6 and expressed that there could be a differentiation between idea collection conversations and voting. Staff would write up the ideas and make sure engagement would support developmental levels.

## **Project Development**

Amanda Hudson, PBO, gave an overview of the Project Development phase. She asked committee members to watch a short video that explained how PB proposal development and research goes from idea to implementation. Crista Gardner, Metro, asked the group to keep in mind that this was one of many ways to do the work. While the budget delegate was the most common model, other groups have held project development meetings which allowed the community to engage while staff was responsible for developing the proposals.

The group took a 5-minute break.

## **Project Development continued**

Amanda shared several project proposal examples and asked the members to review them. She discussed an example which did not have staff to develop the project and explained some choices to help mitigate issues that may happen as a result, such as implementing nonprofits. Another project example chose several project implementers to equally split funds for the project. This would occur before idea collection to allow for a more equitable process.

Crista overviewed a presentation focusing on developing proposals for the Nature in Neighborhoods Capital Grants projects. The project is in the design processes phase and is working on developing a guidebook that will shape the way the program runs idea collections, proposal phases, and community votes.

Project development workflow:

- Project ideas: come in through idea collection phase
- Project development: vetting; identifying partners; feasibility; cost analysis; process and procurement
- Community Vote Ballot

Crista reminded the group that Capital Grants can only fund capital projects.

- Projects must show partnerships between community-based organizations and public (non-federal) agencies

- They are owned by a public entity and capitalized by a non-federal public entity
- Expenses must be a capital expense
  - Land acquisition, design, planning and construction
  - Administrative costs
  - Capital costs
  - Direct project costs

Bond funding is regulated by the Oregon Constitution. The Oregon Constitution and the 2019 Bond does not allow Bond funding to be spent on project development. Metro staff are exploring other funding options and how the funding might affect the project development process.

The grant committee will:

- Review application materials and processes to reduce barriers for communities of color and other historically marginalized communities to apply with strong proposals.
- Evaluate applications for funding to determine where they meet the Nature in Neighborhoods capital grants program criteria and whether the applicants and their partners have the capacity to implement their project as described.
- Offer suggestions to strengthen applications.

## **Community Vote**

Crista overviewed the community voting process so that members could have a more in-depth discussion about it at the next meeting.

Roles in community voting:

- Community
  - Votes on developed project proposals
- Committee
  - Recommends funding for projects selected in community vote
- Metro Council
  - Makes grant awards

Engagement and Participation

- How to maximize, especially for target communities?
- Who is eligible?
- How is eligibility determined or verified?
- Distributing voting among community locations and resources?

Community vote structure

- Where does voting happen?
- What kind of events? How many?
- Single pot of projects or multiple categories?
- Ranked choice, single vote, or multiple equal votes?
- Balancing online and in-person

When balancing in-person and online voting, equity, transparency, accessibility, community, legitimacy, and integration are important considerations.

Crista shared contact information for Humberto and herself and then opened the meeting for discussion.

- **Comment:** Is there space for the community to provide feedback and perspective as this develops and progresses to the committee vote and the Metro Council?
  - **A:** That is up to the committee, as far as what would be considered. The legal requirement is that the committee is recommending to Metro Council.

Another member asked Crista to restate the makeup of the Grant Committee, which are the committee members. The budget delegates occur through the project development phase.

- **Q:** When will the funds for the project development phase be figured out?
  - **A:** Before we implement the project in Fall 2022.
- **Q:** How did PB get selected if bond language says project development can't be funded? Was this out of order?
  - **A:** If the project was guaranteed to result in a capital asset, then the bond would allow us to pay for some portion of the development of that project. PB was chosen because of the Parks and Nature Bond criteria of community engagement and racial equity.
  - **A:** The bond money can't be used in project development because there's a vote.
- **Q:** What other sources are being considered and how will they be allocated equitably?
  - **A:** We are looking at alternative funding, but I can't speak on it. We do have assurance from finance that we will be able to find money for the project development. For this project, we have to be careful about how private funds are being used.

Allison asked if there were other ways of knowing and understanding the process that would help committee members work through the information.

- **Q:** We talked about not knowing the geography of the project. It would be helpful to know this information. When will this information be decided?
  - **A:** We have asked leadership to help make this decision. We are hoping that the development of the guidebook can be applied to anywhere in the Metro region, with variations in size and scope.

Allison mentioned that this might be a bigger discussion that should be continued at the next meeting.

## **Next Steps and Closing**

Allison and Crista closed the meeting with the following items:

- Committee members are invited to share their thoughts on meeting process improvements and topics they'd like to discuss using a Google Jamboard. This will be open for committee members to fill out until the next meeting.
- The next meeting is scheduled for March 15.

Allison thanked everyone for their time and the meeting ended.

## **Appendix A: Zoom Meeting Chat**

Ariella Frishberg: Think about an experience you've had where you were tasked with convening a group for the purpose of working on a project together. What made it successful and what made it challenging?

Jeffrey Lee: Past Metro projects included this language: targeted nature-deficient areas, affordable housing, and low-income communities

Jeffrey Lee: \*\* and/or

Crista Gardner: "Neighborhoods are at risk of further gentrification"

Jeffrey Lee: <https://belonging.berkeley.edu/implementing-targeted-universalism>

Gabrielle: Could you clarify what 'participate' refers to? Is this voting? Submission?

Amanda Hudson: [pollev.com/pboregon240](https://pollev.com/pboregon240)

Crista Gardner: On the geography question, Metro Parks and Nature leadership made a policy decision that Capital Grants Pilot Program Design and Review Committee members should reside in the Metro UGB.

Ariella Frishberg: Weds March 2 - 4:30-6:30

Tue March 15 - 4:30-6:30

Brandon Goldner: Ya'll are amazing. Thank you all so much for your time and energy!!

## **Appendix B: Land acknowledgement – Oversight Committee**

The greater Portland area is built upon the ancestral homelands, villages and traditional use areas of multiple Indigenous tribes and bands who have stewarded these lands we cherish since time immemorial.

The lands at the confluence of the Willamette and Columbia rivers have long served as a major crossroads for the economic, social and political interactions of tribal nations for thousands of years and a place of significance in the homelands and traditional territories of many tribal nations.

We owe a special acknowledgement to the many tribes and bands and their descendants who ceded these lands in treaties with the United States.

We recognize the strong and diverse tribal nations and Native communities in our region today and offer respect and gratitude for their stewardship of these lands past, present and future.

Metro seeks to establish meaningful relationships and explore opportunities to collaborate and consider tribal priorities and interests in our work, including our parks and nature bond work.

We are building our understanding of tribal interests in the greater Portland area as we implement our parks and nature work.

As we learn more, we hope to refine Metro's approach to land acknowledgements in the future;

We recognize land acknowledgements are important and can be sensitive. We are hoping to learn more to integrate this into our work appropriately and in a good way honoring tribal interests going forward.



# Nature in Neighborhoods Capital Grants Pilot Guidebook

March 2022



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

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

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

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Gerritt Rosenthal, District 3

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Mary Nolan, District 5

Duncan Hwang, District 6

**Auditor**

Brian Evans

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Portland, OR 97232-2736  
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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.

## 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

##### 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.<sup>i</sup>
- 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.<sup>ii</sup>

##### 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.<sup>iii</sup>

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

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

## 2) METRO STAFF

What is the role and responsibility of Metro staff?<sup>iv</sup>

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.*

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.

## 3) METRO COUNCIL

Office of Metro Attorney (OMA) has opined that Metro Council can not cede authority of making the final grant award; however, we are confident that a structure can be implemented which aligns with the goals of the participatory budgeting process and adheres to the bond legislation as well. 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.

The Metro Council will make all grant awards.<sup>v</sup>

## B. PROGRAM DESIGN AND REVIEW COMMITTEE SELECTION

### 1) STATUTORY GUIDANCE<sup>vi</sup>

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.

**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.

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

## 2) 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 advocacy

## 3) RACIAL EQUITY FRAMEWORK<sup>vii</sup>

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.

### 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.

### 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.

## C. WORKING AGREEMENTS

### 1) COMMUNITY (GROUP) AGREEMENT

*As established at January 18, 2021 Capital Grants Pilot Program Design and Review Committee meeting*

- 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
  - Move up, move up
  - Take space, make space
- We are all learners and teachers

- Professional expertise isn't privileged over lived experience and wisdom
- Expect nonclosure: 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
  - 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!

## 2) GROUP DECISION MAKING FRAMEWORK

*As established at January 18, 2021 Capital Grants Pilot Program Design and Review Committee meeting*

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  $\frac{3}{4}$  majority of the group (5 members) voting in favor constitutes a recommendation
- Facilitator uses tools (First to 5, or surveys outside of meetings, stepladder technique) to gauge levels of agreement and help move discussion forward

## 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. (See Exhibit 1 to Scope of Work)

#### 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.

#### Voting

See Decision Making Framework above.

- Officers
- Quorum
- Recruitment and Replacement
- Amendment



### 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.

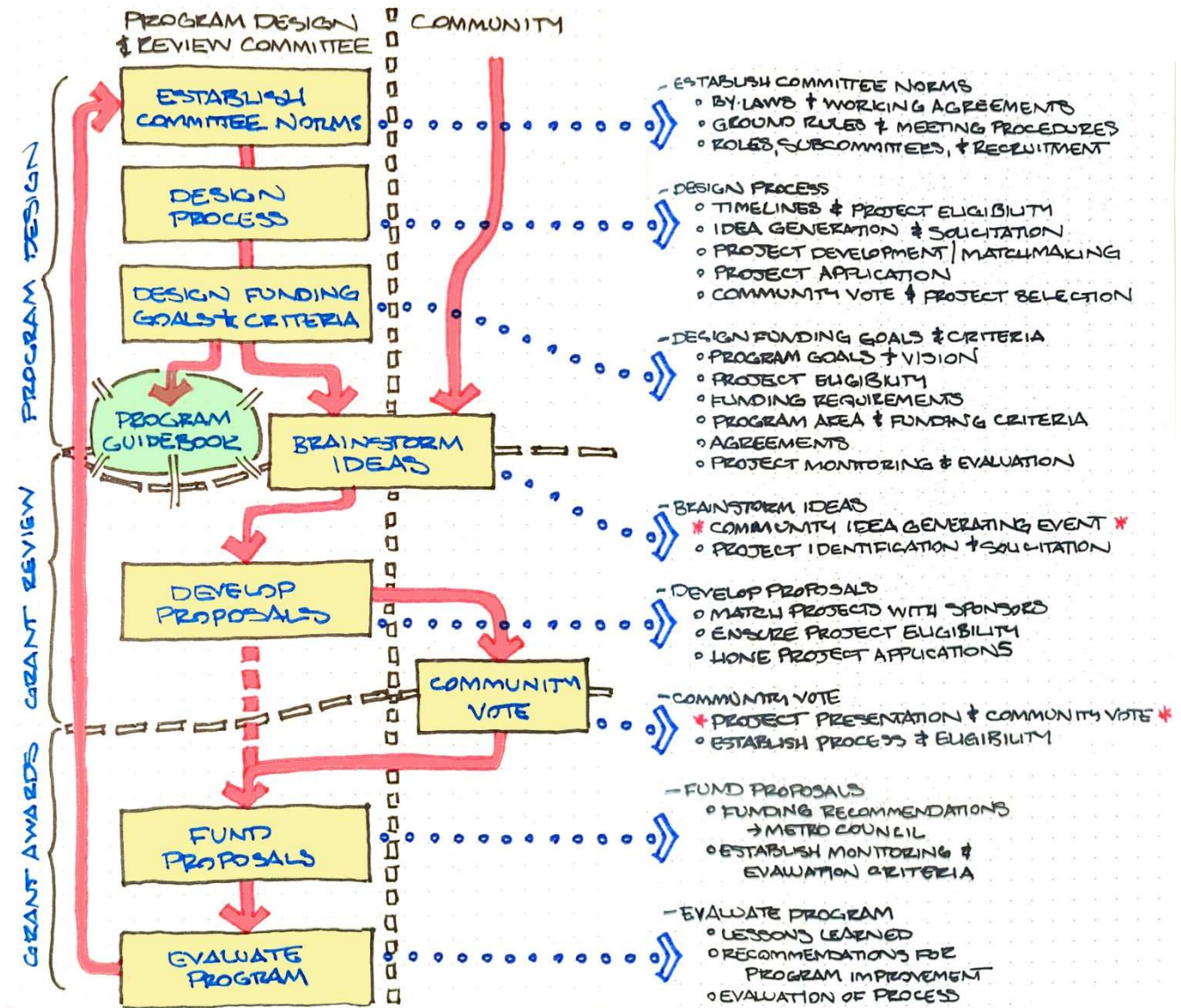


Figure 1: Program Design and Review Committee Scope of Work

## 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>2</sup>

#### Theory of Change

- There are several theories of change articulated by participatory grantmakers. The most commonly cited are:<sup>3</sup>
  - 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.
  - 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.
  - 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?<sup>viii</sup>

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 [Participatory Approaches in Funding](#):

#### *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.

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<sup>2</sup> <https://www.pboregon.org/what-is-pb>

<sup>3</sup> Deciding Together: Shifting Power and Resources through Participatory Grantmaking.

<https://participatorygrantmaking.issuelab.org/resource/deciding-together-shifting-power-and-resources-through-participatory-grantmaking.html>

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 organisation (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.

## 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 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 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. Budget delegates and City 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>

### Process Timeline/Structure

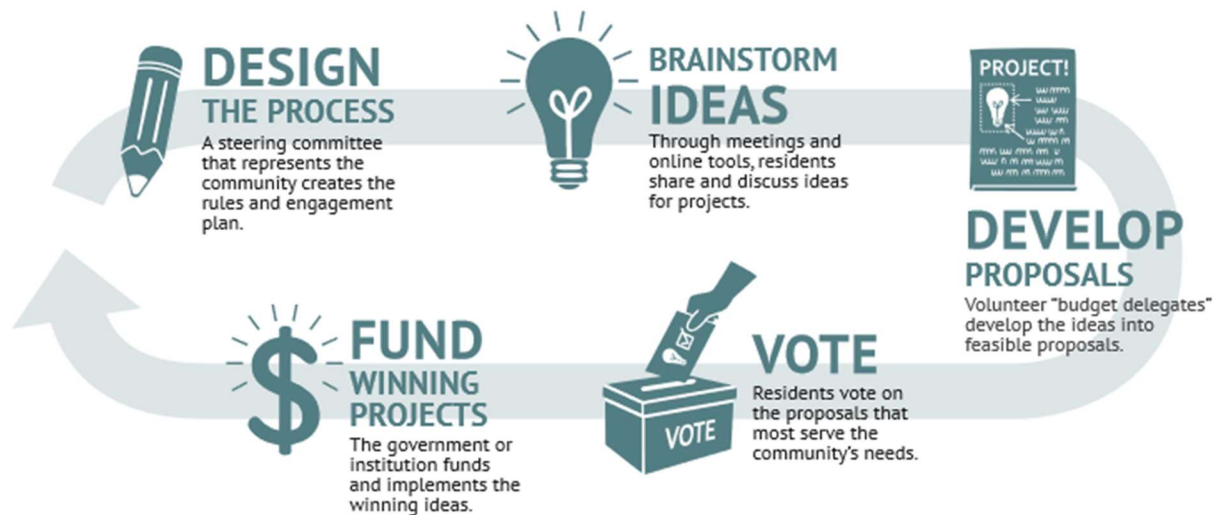


Figure 2: The Participatory Budgeting Cycle. Source: <https://www.participatorybudgeting.org/what-is-pb/>

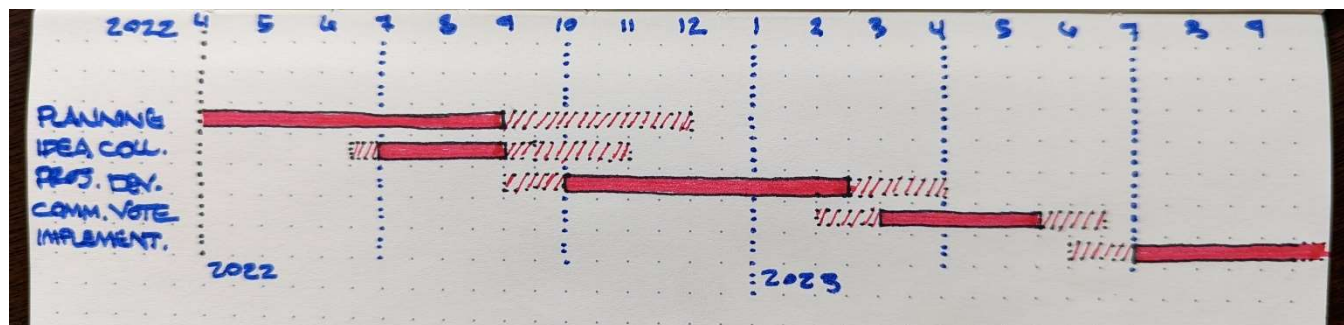


Figure 3: Sketch of anticipated Capital Grants Pilot timeline.

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

## 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. **The purpose of this role is to determine and describe the goals and values of the Capital Grants Pilot in support of the Parks and Nature Bond purpose, principles and criteria.**

### 2) BACKGROUND: BOND PURPOSE, PRINCIPLES AND CRITERIA<sup>5</sup>

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.

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

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.

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

**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.**

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.

*The Capital Grants Pilot was codified as “Pilot a new “Participatory Grantmaking” approach within this program area”.*

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

**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.

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.

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<sup>5</sup> From PN Bond Criteria Memo, 1/12/2022

*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 multi-generational 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*

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*

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.**

- 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*

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.**

- Improve human mental and physical health, particularly in communities of color, Indigenous communities, low-income communities and other historically marginalized communities.
- Build wealth in communities of color, Indigenous communities, low-income and other historically marginalized communities through contracting and jobs.



- Demonstrate that people of color influenced the project identification, selection, design and implementation.
- 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.
- Partner with and empower Indigenous people.
- Ensure accessibility for people experiencing disabilities.
- Create easy access to nature from transit and for people walking or biking.
- Consider and approach the issue of houselessness in a sensitive and humanizing way.

### 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.

## 3) COMMITTEE RECOMMENDATIONS

### Capital Grants Pilot Goals and Values

#### What should Metro's goals/values for implementing PB?

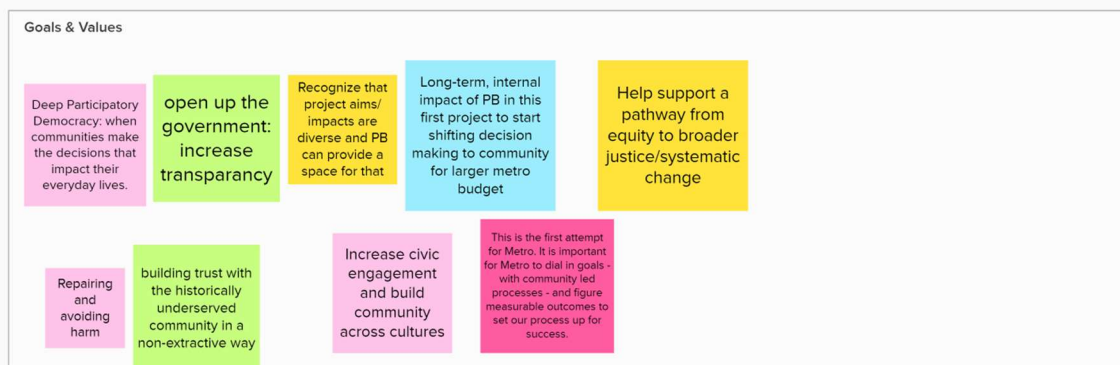


Figure 4: Goals and Values expressed by the Program Design and Review Committee. Source: Mural Board, 1/19/2022.

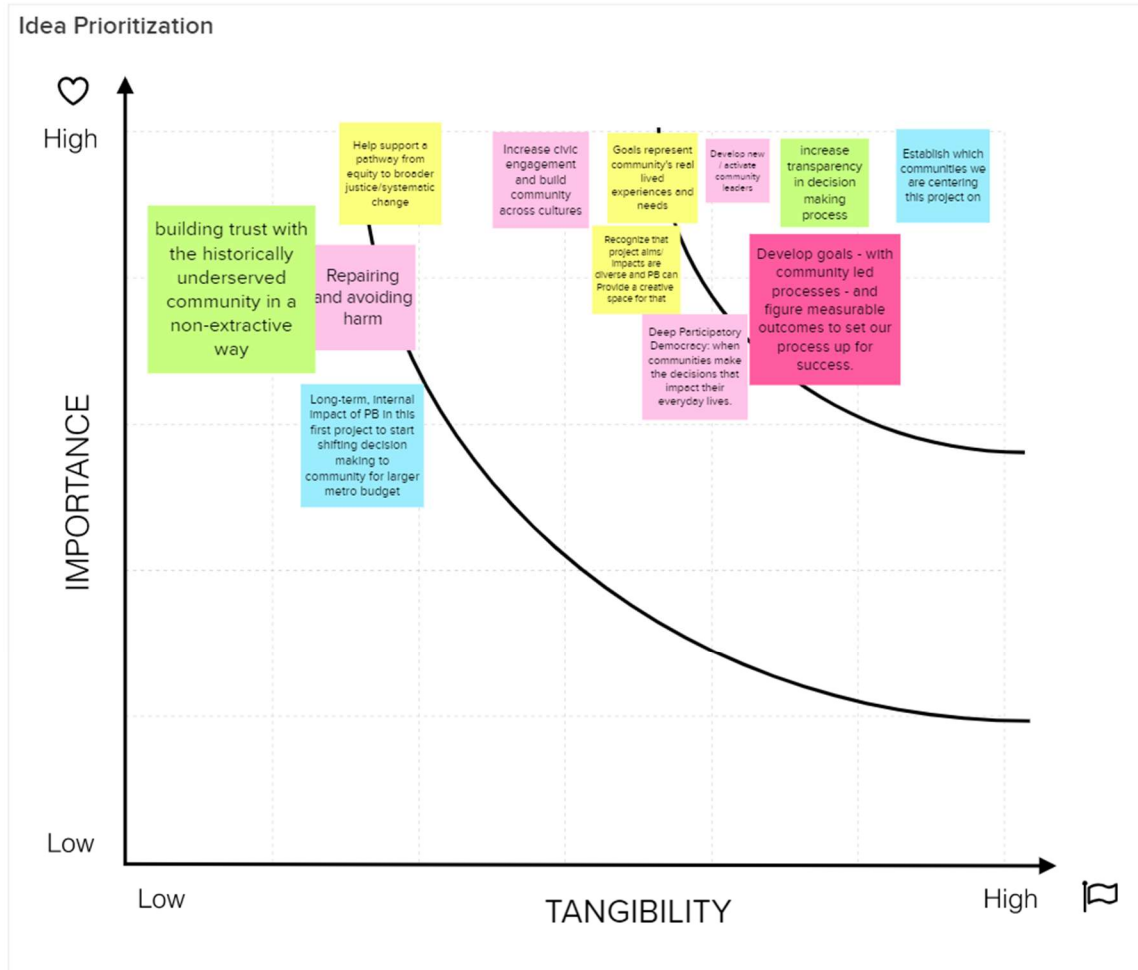


Figure 5: Goals and Values arranged by priority. Source: Mural Board, 2/1/2022.

## PROCESS GOALS

- ★ **General process goals for Metro:**
  - Activate & develop new community leaders
  - Increase transparency in decision making process

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- ★ **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. Source: PBO presentation, 2/15/2022.

## 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>10</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.

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

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:

#### 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?

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<sup>10</sup> Civic technology is a dynamic field that provides numerous digital platforms specifically designed for Participatory Budgeting processes,

- 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?

### 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?

## 3) BACKGROUND

### Established community guidelines

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>x</sup>*

### *Who can apply for the Capital Grants Pilot?<sup>xi</sup>*

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>xiii</sup>

*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 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.*

Should the Capital Grants Pilot focus on a particular community (e.g. youth, people with disabilities)? xiii, xiv  
 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.

**Legal guidance**

Youth and people with disabilities are not considered a suspect class and are considered low scrutiny. 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) COMMITTEE RECOMMENDATIONS

Discussion: Targeting and Theming

Defining Community

- Should there be a targeted community?
- Note, *The targeted community cannot be a protected class (i.e. based on race, class, national origin, gender, etc.)*
  - Targeted populations could be youth or people with disabilities
  - Or, you can choose to not select a targeted population.

Identifying Themes

- Should there be different themes for potential projects?
- If so, how should feedback be gathered from residents?
  - How should the theme be selected?



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

- Strong desire to target funds to BIPOC, vulnerable communities
  - Challenge to do so within legal boundaries of ‘protected class’
  - How can we target funds to underserved & vulnerable communities, disproportionately BIPOC, w/out explicitly using race and other protected class designations as criteria?

- 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?
- What decisions can we 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 redlined, 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

#### Discussion: Eligibility and Credentialing

- Geographic, Committee members offered the following suggestions:
  - Live, work, play, and/or pray in Metro's 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
- Age
  - 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
- 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:
  - 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

## 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.

#### 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.

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.).

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.

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

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?
  - 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?

### 3) BACKGROUND

#### Established guidelines

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.

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

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.

*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.*

#### *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.

#### 4) COMMITTEE RECOMMENDATIONS

##### Discussion, Initial Questions

- **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.

## E. COMMUNITY VOTE AND PROJECT SELECTION

### 1) PURPOSE AND SUMMARY

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.**<sup>xx</sup>

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).<sup>12</sup>

### 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)

### 3) BACKGROUND

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

Metro is constrained by the legal and fiscal constraints around the use of Parks and Nature Bond funding. Please refer to previous memos to the Program Design and Review Committee regarding the purpose, principles and criteria; roles and responsibilities of the committee; idea collection; and project development.

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<sup>12</sup> Adapted from Glossary, Participatory Budgeting Oregon, August, 25 2021.

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>xxi</sup>

The Metro Council will make all grant awards.<sup>xxii</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>xxiii</sup>

## Voting Methods

### *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 website, report, and matrix of digital participation platforms. Examples of digital participation platforms include Decidim, Citizenlab, PB Stanford, and Oregon Kitchen Table.

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

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) COMMITTEE RECOMMENDATIONS

### **F. PROGRAM EVALUATION AND MONITORING**

#### 1) PURPOSE AND SUMMARY

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

#### 3) BACKGROUND

#### 4) COMMITTEE RECOMMENDATIONS

## IV. Funding Goals and Criteria Design

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.

### A. PROGRAM BACKGROUND

- Participatory Budgeting/Grantmaking
- 2019 Bond
- Metro
  - Equity Framework
  - 2019 Bond
  - Principles
- Legal, fiscal, statutory constraints

### B. DEFINITIONS

[What is a capital project?](#)<sup>xxiv</sup>

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.<sup>xxv</sup> *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.<sup>xxvi</sup>

“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.”<sup>xxvii</sup> 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.

[What is the definition of capital costs for the Capital Grants Pilot?](#)<sup>xxviii</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>xxix</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.*

## C. PROJECT ELIGIBILITY

- Grant Sizes
- Partners
- Project/Proposal Requirements & Eligibility
  - Eligible projects/grantees
  - Size of grants

## D. FUNDING REQUIREMENTS

- Match

## E. EVALUATION CRITERIA

- 2019 Bond Criteria: Climate Resiliency, Racial Equity and Community Engagement
- 2019 Bond Program Area Criteria: Capital Grants
- 2016 Racial Equity Strategy
- 2019 Racial Equity Framework
- Other (from 2/14 discussion)
  - Mary Rose
  - Dialogues in Action
  - Bond Criteria
  - Racial Equity Framework
    - OSU Report on park/natural space use asymmetries by race

## F. REVIEW AND APPROVAL PROCESS

## **G. AGREEMENTS**

- Contracts
- Reimbursements
- Insurance requirements

## **H. MONITORING AND EVALUATION**

- Measurements
- Process
- Progress reporting requirements

## V. 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<sup>xxx</sup>

**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.

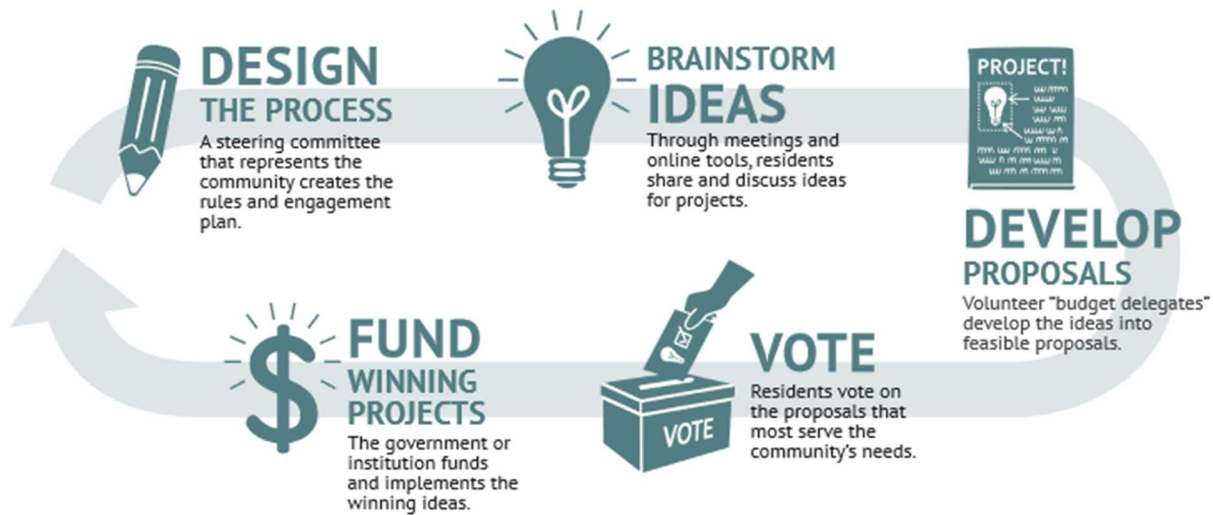


Figure 8: The Participatory Budgeting Cycle. Source: <https://www.participatorybudgeting.org/what-is-pb/>

### 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 [Decidim](#), [Citizenlab](#), or [PB Stanford](#) 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<sup>xxxi</sup>

### The Metro Council

[The Council Office](#) 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 [Parks and Nature System Plan](#), 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 [Strategic Plan to Advance Racial Equity, Diversity and Inclusion](#). 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<sup>xxxii</sup>

**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<sup>xxxiii</sup>

**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).

### 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<sup>xxxiv</sup>

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](#)

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- <sup>i</sup> Resolution No. 19-4988, Exhibit D.
- <sup>ii</sup> Resolution No. 19-4988, Exhibit D.
- <sup>iii</sup> Resolution No. 19-4988, Exhibit D.
- <sup>iv</sup> Resolution No. 19-4988, Exhibit D.
- <sup>v</sup> Resolution No. 19-4988, Exhibit D.
- <sup>vi</sup> Resolution No. 19-4988, Exhibit D.
- <sup>vii</sup> Metro Racial Equity Framework overview, 2021.
- <sup>viii</sup> Grassroots Grantmaking: Participatory Approaches in Funding, A Winston Churchill Fellowship Report, Hannah Paterson, 2019.
- <sup>x</sup> Resolution No. 19-4988, Exhibit D.
- <sup>xi</sup> Resolution No. 19-4988, Exhibit D.
- <sup>xii</sup> Resolution No. 19-4988, Exhibit D.
- <sup>xiii</sup> Memo, Policy Framework Capital Grants Pilot, September 27, 2021.
- <sup>xiv</sup> Memo, Policy Framework Capital Grants Pilot, September 27, 2021.
- <sup>xx</sup> Adapted from Glossary, Participatory Budgeting Oregon, August, 25 2021.
- <sup>xxi</sup> Memo, Legal Guidance, Capital Grants Pilot, Metro, August 24, 2021.
- <sup>xxii</sup> Resolution No. 19-4988, Exhibit D.
- <sup>xxiii</sup> Memo, Legal Guidance, Capital Grants Pilot, Metro, August 24, 2021.
- <sup>xxiv</sup> Email, Melissa Weber, March 2, 2021. Adapted from Local Share Handbook.
- <sup>xxv</sup> Resolution No. 19-4988, Exhibit D.
- <sup>xxvi</sup> Resolution No. 19-4988, Exhibit D.
- <sup>xxvii</sup> Resolution No. 19-4988, Exhibit A.
- <sup>xxviii</sup> Email, Melissa Weber, March 2, 2021. Adapted from Local Share Handbook.
- <sup>xxix</sup> Local Share Handbook, Marcia Sinclair, March 2021.
- <sup>xxx</sup> Adapted from Participatory Budgeting Oregon glossary of August, 25 2021.
- <sup>xxxi</sup> PN Admin Welcome Packet, July 2021.
- <sup>xxxii</sup> Nature in Neighborhoods community grants, Nature Education Grants Full Application, 2016.
- <sup>xxxiii</sup> Nature in Neighborhoods community grants, Restoration Grants Full Application, 2016.
- <sup>xxxiv</sup> Local Share Handbook, March 2021.