



Work Session

WS

Milwaukie City Council

COUNCIL WORK SESSION

City Hall Council Chambers, 10501 SE Main Street
& Zoom Video Conference (www.milwaukieoregon.gov)

AGENDA

APRIL 16, 2024

Council will hold this meeting in-person and through video conference. The public may attend the meeting by coming to City Hall or joining the Zoom webinar, or watch the meeting on the [city's YouTube channel](#) or Comcast Cable channel 30 in city limits. For Zoom login visit <https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-347>.

To participate in this meeting by phone dial 1-253-215-8782 and enter Webinar ID 829 4863 6541 and Passcode: 642219. To raise hand by phone dial *9.

Written comments may be delivered to City Hall or emailed to ocr@milwaukieoregon.gov. Council may take limited verbal comments.

Note: agenda item times are estimates and are subject to change.

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- 1. Neighborhood District Association (NDA) Program – Update** (4:00 p.m.) **1**
Staff: Jason Wachs, Community Engagement Coordinator
- 2. Budget Process Overview – Discussion** (4:30 p.m.)
Staff: Emma Sagor, Acting City Manager, and
Michael Osborne, Finance Director
- 3. Supervisory Control and Data Acquisition (SCADA) Project – Update** (5:00 p.m.)
Staff: Peter Passarelli, Public Works Director
- 4. Adjourn** (5:30 p.m.)

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Executive Sessions

The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.

COUNCIL STAFF REPORT

To: Mayor and City Council
Emma Sagor, Acting City Manager

Reviewed: Emma Sagor, Acting City Manager, and
Gabriela Santoyo Gutierrez, Equity & Inclusion Coordinator

From: Jason Wachs, Community Engagement Coordinator

Subject: **NDA Grant Program Revisions**

Date Written: April 2, 2024

ACTION REQUESTED

Council is asked to review and consider proposed revisions to the Neighborhood District Association (NDA) Grant Program.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

[March 17, 1998](#): Council passed Resolution 9-1998, adopting the Milwaukie Neighborhood Grant Program and provided the mechanism by which the city funds NDAs. The resolution adopting the program included criteria for approval, review committee composition and reporting requirements. The original program required NDAs to apply to the city for funding for each project and match the amount requested with a matching contribution (volunteer labor, cash, and cash value of donations) of equal or greater value.

NDA Grant Program (2010 – present): The administration of the program changed in 2010 from a matching grant fund to the city providing the funds to each NDA annually as a lump sum of \$4,000. The NDAs were also given the opportunity to provide small grants to local non-profits and other community groups through an application process. The permitted uses of the funds have remained the same as they are written in Resolution 9-1998. Current guidelines for the program are contained within an [NDA Grants Policy](#).

[June 1, 2021](#): Council received an NDA Grant Program update regarding its processes and guidelines and reviewed a draft NDA Code of Conduct. A code of conduct for all NDA officers was put into place afterwards that all NDA officers are asked to agree to and sign.

ANALYSIS

All NDA officers received a Funding NDA Goals Survey in October 2023. The purpose of the survey was to begin a conversation with the NDA leaders about how well the current NDA Grant Program is working to help achieve their goals. The survey was then used to continue the discussion at the next two NDA Leadership Meetings (November 1, 2023, and March 6, 2024). The March 6, 2024 NDA Leadership Meeting resulted in some key recommendations meant to update and improve the NDA Grant Program. The key findings included:

1. Change the name of the program from Neighborhood Grant Program to Milwaukie Neighborhood Enhancement Program (MNEP).

- a. Using the term “grant” was confusing as NDAs receive an annual lump sum and do not apply for the funding on a project-by-project basis as they had prior to 2010.
2. Formalize and renew the process and name of the small grants that the NDAs provide to non-profit organizations and other community groups. Those revisions include:
 - a. Naming the small grants Community Connection Grants.
 - b. Capping requests at \$500 or less.
 - c. Developing a new application form that is clearer about the process.
 - d. Requiring all recipients of small grants to report back to the NDA at the conclusion of the projects to finalize the connections to the NDA.
 - e. Asking applicants in the application to illustrate how the request has direct public benefit within the NDA’s boundaries. This is currently contained in the NDA Grant Program, but there is no mechanism to review or measure it.
3. Revise the four categories for projects permitted under the program by removing outdated ideas and aligning them with current city priorities and goals. The new categories would include:
 - a. Neighborhood Capacity Building Initiatives: Activities, services, and materials that create, diversify, and increase participation in the NDA and support and educate leadership toward the NDA’s development and continued operation.
 - b. Neighborhood Cultural, Social and Recreational Initiatives: Activities, services and materials that bring people together, build community, and promote diversity, equity, and inclusion within the neighborhood.
 - c. Neighborhood Physical Improvements: Materials and services to be used toward minor physical improvements approved by the city (or other appropriate public entity) on publicly owned land.
 - d. Neighborhood Sustainability, Resilience, and Safety: Activities, materials and services that support the neighborhood’s ecological health and vitality and/or ability to prevent, withstand and recover from the harmful impacts of natural hazards.
4. Projects designated by an NDA to receive funding for a particular purpose (i.e. earmarked, set aside, allocated to, etc.) must be **achieved in two years or less**. If an earmarked project isn’t completed in two years the NDA must then consider that funding be available for other projects within the neighborhood.
5. NDAs with gross bank account balances exceeding \$15,000 at the end of the fiscal year will not be eligible to receive the next allotment of funding until the gross balance falls below \$15,000 as demonstrated to the city’s satisfaction on a bank statement.

BUDGET IMPACT

NDAs will continue to receive \$4,000 each annually after submitting an annual report for a total of \$28,000 annually.

CLIMATE IMPACT

Projects and events funded by the NDA Grant Program do have an environmental impact, but they differ widely by project.

EQUITY IMPACT

The recommended revisions to the NDA Grant Program include more references to diversity, equity, and inclusion to further align with city goals. That includes added language in the categories of projects that are eligible for funding. Additional revisions include accessibility and clarity in its name change, application form, and reporting process.

Analytics for measuring community impact still need to be established. There are no measures in place to know how diverse the current NDA leadership group is compared to the city's overall demographics, and there isn't a specific recruitment strategy in place to diversify NDAs. These are separate concerns that the Equity Steering Committee (ESC) shared.

Everyone that lives or owns/represents a business or non-profit organization in Milwaukie is a member of their NDA, but we know that there are many barriers to participation. With the new revisions to the previous NDA Grant Program, we are attempting to address this barrier by increasing participation and by encouraging NDA funds to be used to further diversity, equity, and inclusion.

WORKLOAD IMPACT

The NDA Grant Program is currently administered by the city's community engagement coordinator. The proposed revisions will increase the workload on that position primarily due to the additional reporting requirements for community partners to report back about how small grants received from NDAs resulted in benefits to the NDAs and the community.

COORDINATION, CONCURRENCE, OR DISSENT

The proposed changes were discussed with the finance department, who agreed that the proposed changes will improve both internal and external processes for administering the program.

STAFF RECOMMENDATION

Recommend the proposed revisions to the NDA Grant Program in preparation for a new resolution and criteria for the program.

ALTERNATIVES

Not applicable.

ATTACHMENTS

1. Draft Milwaukie Neighborhood Enhancement Program (MNEP) Criteria

Milwaukie Neighborhood Enhancement Program (MNEP)

Purpose: The City of Milwaukie provides Neighborhood Enhancement Program (MNEP) funding to the Neighborhood District Associations (NDAs) operating in conformance with Resolution _____. These funds are to support neighborhood-based activities that improve neighborhoods by developing neighborhood leadership, supporting activities of public benefit to the neighborhood, expanding community involvement in neighborhoods, encouraging collaboration among community organizations and neighborhoods, fostering neighborhood pride, and promoting diversity, equity, and inclusion.

Eligibility: MNEP funding may be disbursed to those NDAs that are officially recognized by the city and that are enabled by and operating in accordance with NDA bylaws. Other community organizations are encouraged to partner with NDAs for projects of mutual interest. Funds must be used for projects that provide a direct public benefit within the NDA boundaries.

Fund Availability: MNEP funds must be made equally available to each of Milwaukie's officially recognized NDAs. Currently there are seven officially recognized neighborhoods in Milwaukie including Ardenwald-Johnson Creek, Hector Campbell, Historic Milwaukie, Island Station, Lake Road, Linwood, and Lewelling. In the event that other neighborhoods become officially recognized as NDAs, funds would continue to be equitably allocated. The allocation is reviewed and approved as part of the budget adoption process.

Distribution of Funding:

- **NDA led projects:** MNEP funding that is allocated as part of the budget adoption process is provided to each NDA annually through a lump sum payment deposited into NDA bank accounts after completing an annual reporting process for the previous fiscal year. The funding is primarily meant to support the NDA as described previously.
- **Community Connection Grants:** Non-profit organizations and other community groups can apply for MNEP funding from each NDA through an application process that is reviewed and approved by each NDA. All of the requirements and guidelines for NDA led projects apply to the grants as well.
 - Non-profit organizations and community groups may apply for **small grants each fiscal year (July 1 – June 30) from each eligible NDA**. For an NDA to be eligible, applicants are asked to explain how grant requests provide a direct public benefit within the NDA's boundary.
 - The application process, maximum amount that can may be requested per project, and requirements for doing so are outlined in the **Milwaukie Neighborhood Enhancement Program (MNEP) Policy**, which is updated annually.

Eligible Categories: MNEP funding can only be used for projects that fall into one of the following categories.

1. **Neighborhood Capacity Building Initiatives:** Activities, services, and materials that create, diversify, and increase participation in the NDA and support and educate leadership toward the NDA's development and continued operation.
 - **Allowable expenses:** Administrative expenses (Paper, writing instruments, printing, copying, etc.), equipment or services to hold in-person meetings with a virtual option (laptop computers, speakers, microphones, cameras, etc.), marketing and outreach costs (Mailers, fliers, posters, NDA maintained websites, etc.), food and refreshments for meetings to encourage participation, and facility use fees for meetings. Other expenses are allowed in this category, but NDAs should check-in with the City Manager's Office prior to making purchases or approving grants to other community groups.
2. **Neighborhood Cultural, Social and Recreational Initiatives:** Activities, services and materials that bring people together, build community, and promote diversity, equity and inclusion within the neighborhood.
 - **Examples of past projects:** Concerts in parks, movies in parks, neighborhood picnics, intersection paintings as approved by the city, little free libraries, litter cleanup volunteer events, and others.
3. **Neighborhood Physical Improvements:** Materials and services to be used toward minor physical improvements approved by the city (or other appropriate public entity) on publicly owned land.
 - **Examples of past projects:** Neighborhood entrance/welcome signs, playground improvements, community garden improvements, and similar projects.
4. **Neighborhood Sustainability, Resilience, and Safety:** Activities, materials and services that support the neighborhood's ecological health and vitality and/or ability to prevent, withstand and recover from the harmful impacts of natural hazards.
 - **Examples of past projects:** Cleanup and beautification events, tree planting events and projects, community garden improvements, seed sharing initiatives to encourage people to grow their own food, support of Milwaukie Community Emergency Response Team (CERT) events and activities, and others.

Project Criteria: All projects must adhere to the requirements in the **MNEP Policy** that is updated annually. Some key requirements are described below.

Projects supported by MNEP funds must meet the following criteria to be eligible to receive funding:

- Projects that are free and open to all members of the public.

- Project must be within Milwaukie city limits.
- Project must provide a direct public benefit within the NDA's boundaries.
- Projects designated to receive funding for a particular purpose (i.e. earmarked, set aside, allocated to, etc.) must be achieved in two years or less.
- Any equipment, materials, or services purchased shall remain the property of the NDA and shall not be converted to personal use or benefit.

In no case shall MNEP funds be used for the following groups, project ideas, or expenses:

- Projects that conflict with existing city policy;
- Capital or operating costs for private businesses or facilities;
- Project that has fees for participation or is not open to all members of the public;
- Personal use or benefit;
- Alcoholic beverages, marijuana, e-cigarette/vaping products, or tobacco products;
- Political donations or advocacy, election campaign activities, or any related items;
- Religious organizations, activities or services (This does not apply to the rental of space for public meetings, events, or other activities open to the general public.);
- Debt reduction or legal settlements;
- Cash withdrawals or "cash back" using debit cards;
- Purchase of land or buildings;
- Private travel expenses, lodging, or hotel expenses;
- Private transportation expenses including mileage, gas, insurance, car rentals, etc.;
- Projects that don't have property owner permission for proposed improvements. This includes publicly owned property such as parks;
- Service or activity contrary to federal, state, or local statute, ordinance, or regulations.

Review:

- At any time, the City of Milwaukie can request, and NDAs must provide, the latest NDA account bank statement, actual receipts for any transactions, and/or online bank account access.

Reporting:

- **NDA led projects:**
 - The NDA shall provide the city with an annual report on the use of MNEP funds every April/May and an update on NDA goals. The report will include, as described in the MNEP Policy, all of the following:
 - The completion of the most up to date Neighborhood Enhancement Fund Reporting Form.
 - Any "carryover" MNEP funds (amounts from prior fiscal year(s)) exceeding one year's worth of MNEP funding shall be accounted for and explained in detail. As described in the criteria, projects designated to receive funding for a particular purpose (i.e. earmarked) must be achievable in two years or less.
 - A copy of the NDA's most recent bank statement.

- Each authorized signer on the NDA's bank account must read, agree to, and sign a Bank Account Access Contract each year.
 - Materials that illustrate the success of the NDA over the past year such as photos, testimonials, cards, thank you letters/emails, etc.)
 - Copies of Community Connection Grant Reporting Forms as described below.
- **Community Connection Grants**
 - All applicants that receive funding must complete a final report at the conclusion of each project and report back the results to the NDA using city provided Reporting Forms. The report includes an overall description of how it benefitted the neighborhood, an itemized list of how the funding was spent, and additional materials that illustrate how it benefitted the neighborhood.
 - Grant recipients are not eligible for future grants until they have closed the loop with the NDA and provided a final report to the NDA.

Improper Use of Funds:

- Any NDA, non-profit or community group that is determined by the City Manager to be in violation of this policy will not be eligible for future funding until the city has adequately determined that the NDA, non-profit or community group has both come into compliance with this policy and has demonstrated the ability to manage the funding properly moving forward. It is the city's sole discretion whether or not an NDA, non-profit, or community group continues to receive MNEP funding after a violation has occurred.
- Any NDA, non-profit, or community group designee(s) found to be using MNEP funding in violation of this policy will be subject to investigation and will forfeit their right to access the funds.
- The City of Milwaukie reserves its right to pursue any and all available remedies, including legal action, to secure the return of improperly used funds.

NDA Grant Program Revisions



- Program's evolution from 1998 to today
- How well is the program currently working? What we learned.
- Steps the city is taking for program efficiencies and cost savings to free up resources for NDAs
- Proposed revisions and benefits of each
- Next steps

NDA Matching Grant Program (1998-2010)

- Resolution 9-1998 established program, which expanded the resources available to the NDAs to build community.
- Categories of projects available for funding included the following, which still applies today:
 - Neighborhood Organizing/Organizational Development
 - Neighborhood Physical Improvements
 - Neighborhood Preservation
 - Neighborhood Cultural, Social, or Recreational Initiatives
- Application process required for each grant including a matching contribution of equal or greater value than the amount requested. Match could come from:
 - Volunteer Labor (At least 25%)
 - Cash
 - Cash value of donated supplies, equipment, space, or professional services



NDA Grant Program (2010-present)

- **Program revised:**
 - Reduce amount of staff time to administer
 - Allow NDAs easier access to funds
- 7 NDAs now given a lump sum of \$4,000 annually after completion of Annual NDA Grant Report
- **Key points about current version:**
 - Categories of projects eligible same as original
 - NDA Grants Policy updated annually
 - NDAs develop, approve, and use the funding for their own projects
 - Community partners can apply directly to NDAs for funding



One Survey and Two NDA Leadership Meetings – What we learned

NDA Goal setting:

- Most NDAs have annual goals that don't change
- Not a lot of bandwidth for new goals, need to be realistic with available financial resources and volunteers

Funding:

- NDAs unsure about how large bank accounts should grow. What is the right “scale” for an NDA?
- Some NDAs think that there isn't enough funding coming from the city for NDA led projects, but some have enough.
- NDAs that would like more funding could use \$1,500 to \$2,000 more each year
- Some have tried fundraising on own with some success, but others haven't tried
- Many NDAs can't do own events in order to grant requests to others
- NDAs sometimes have to deny or reduce grant requests to afford own events

Current NDA Grant Categories (Established in 1998):

- Are unclear/outdated
- Term “grant” is confusing – some “grants within grants”
- Make purpose clearer



NDA Program – Annual Report Balances (Prior to annual \$4,000 deposit)

NDA	June 30, 2023	June 30, 2022	June 30, 2021	June 30, 2020	June 30, 2019
Ardenwald- Johnson Creek	\$5,743	\$5,801	\$2,301	\$2,474	\$509
Hector Campbell	\$3,383	\$3,954	\$3,812	\$4,589	\$3,937
Historic Milwaukie	\$3,964	\$2,888	\$2,918	\$7,318	\$6,801
Island Station	\$14,298	\$15,434	\$13,659	\$14,858	\$15,352
Lake Road	\$8,696	\$9,688	\$2,092	\$10,593	\$9,285
Lewelling	\$5,775	\$7,108	\$4,308	\$4,632	\$5,969
Linwood	\$11,395	\$9,717	\$8,838	\$9,362	\$7,471
Total	\$53,254	\$54,590	\$37,928	\$53,826	\$49,324
Median	\$5,775	\$7,108	\$3,812	\$7,318	\$6,801



NDA Insurance Policies (Renewed each July)

NDA	2023	2022	2021	2020	2019
Ardenwald-Johnson Creek	\$711	\$710	\$615	\$525	\$605
Hector Campbell	\$751	\$757	\$700	\$700	\$700
Historic Milwaukie	\$525	\$665	\$600	\$465	\$580
Island Station	\$525	\$520	\$520	\$520	\$540
Lake Road	\$525	\$520	\$520	\$465	\$555
Lewelling	\$555	\$835	\$805	\$465	\$740
Linwood	\$560	\$495	\$495	\$465	\$770
Total	\$4,152	\$4,502	\$4,255	\$3,605	\$4,490
Median	\$555.47	\$665	\$600	\$465	\$605



Maximizing program efficiencies & cost savings

- FY 2024-25 will include more support for multicultural events, which should reduce the need for event coordinators to ask for NDA funding. That support includes:
 - More city support for Pride and Juneteenth
 - The creation of a new program with a total of \$10,000 available for multicultural events. This is meant to further support the City Council Goal of Equity, Inclusion, and Justice.
- City is exploring ideas for providing insurance to the NDAs through the city's current provider, which could reduce costs.



Proposed changes to NDA Grant Program

New Name

- NDA Grant Program to **Milwaukie Neighborhood Enhancement Program (MNEP)**

Eligibility/Fund Availability

- Recommendation is to keep it the same. Annual disbursement to NDAs after final report submitted and approved in April/May.

Distribution of Funding – Two Ways

1. NDA led projects – No change to title.
2. **Community Connection Grants – NEW TITLE!**
 - Continue to be reviewed and approved by NDAs
 - Non-profits/community groups can apply for **up to \$500 per fiscal year from each NDA.**
 - **New application form that is clearer about process.**
 - **Must illustrate direct benefit within NDA boundaries.**
 - All recipients of funding **must complete a report and come back to NDA to report on results.**



Revised Categories

Currently – Neighborhood Organizing/Organizational Development: Activities, services and materials that generate new neighborhood membership, grow the organization to educate neighborhood leadership toward the organization's development and continued operation.

1. **NEW: Neighborhood Capacity Building Initiatives:** Activities, services, and materials that create, diversify, and increase participation in the NDA and support and educate leadership toward the NDA's development and continued operation.

- **Allowable expenses:**

- Administrative expenses
- Equipment or services to hold in-person meetings with a virtual option
- Marketing and outreach costs
- Food and refreshments for meetings
- Facility use fees for meetings/events



Revised categories

Currently - Materials and services that promote diversity, family literacy programs, neighborhood computer labs, after school enrichment programs, youth athletic leagues, career preparation, services for the needy, disabled or elderly and cultural activities such as music, dance, or art programs.

2. Neighborhood Cultural, Social and Recreational Initiatives: NEW: Activities, services and materials that bring people together, build community, and promote diversity, equity and inclusion within the neighborhood.

- **Examples of past projects:**
 - Concerts in parks
 - Movies in parks
 - Neighborhood picnics
 - Intersection paintings as approved by the city
 - Little free libraries
 - Litter cleanup volunteer events



Revised categories

Currently – Materials and services to be used toward playgrounds, minor park improvements, community gardens and other facilities, neighborhood markers, identity signs, banners, trash cans, benches, etc.

3. Neighborhood Physical Improvements: **NEW:** Materials and services to be used toward minor physical improvements approved by the city (or other appropriate public entity) on publicly owned land.

- **Examples of past projects:**
 - Neighborhood entrance/welcome signs
 - Playground improvements
 - Minor park improvements
 - Community garden improvements
 - And similar projects



Revised categories

Currently – Neighborhood Preservation: Materials and services that sustain or enhance the health, public safety and welfare of the neighborhood such as crime watch, traffic management, or home weatherization programs; or contribute positively to the neighborhood aesthetic quality such as design guideline development, community property maintenance programs or beautification programs.

4. NEW: Neighborhood Sustainability, Resilience, and Safety: Activities, materials and services that support the neighborhood's ecological health and vitality and/or ability to prevent, withstand and recover from the harmful impacts of natural hazards.

- **Examples of past projects:**
 - Cleanup and beautification events
 - Tree planting events and projects
 - Community garden improvements
 - Seed sharing initiatives
 - Support of Community Emergency Response Teams (CERT)
 - And others



Revised project criteria and reporting

- **Program Criteria**

- **Project must provide a direct public benefit within the NDA's boundaries.** (NOTE: This has always been included in the NDA Grant Program, but not consistently required.)
- Projects designated to receive funding for a particular purpose (i.e. earmarked, set aside, allocated to, etc.) must be **achieved in two years or less**.

- **Reporting**

- NDA's with gross bank account **balances exceeding \$15,000 will not be eligible to receive the next allotment of MNEP funding until the gross balance falls below \$15,000** and it can be shown on a bank statement.

- **Community Connection Grants**

- Grant recipients are not eligible for future grants until they have **closed the loop with the NDA and provided a final report to the NDA**, preferably in person at a regular NDA meeting if possible.



Next Steps

- Complete all proposed revisions to the program including:
 - Revised Program Policy and Criteria
 - Revised application material
 - Revised Reporting Forms
- Bring a new resolution to council to finalize the revisions
- Implement the newly revised program at the start of Fiscal Year 2024-2025 (July 1, 2024)
 - Program will operate as is until the end of the current Fiscal Year (June 30, 2024)



QUESTIONS

