
REPORT OF: President's Workgroup on Racial Justice, Antiracism, and Equity

TITLE: Final Report

DATE: April 14, 2022

The President's Workgroup on Racial Justice, Antiracism, and Equity was established by [RES-21-00355](#) and is charged with providing "policy recommendations on participatory budgeting and creating a framework for all of the boards, committees and commissions (BCCs) around antiracism, equity and inclusion training". The Workgroup met eleven times between August of 2021 and April of 2022. Workgroup members include Alder Nasra Wehelie (Chair), Alder Charles Myadze (Vice Chair), Alder Brian Benford, Alder Barbara Harrington-McKinney, Alder Nikki Conklin, and Alder Sheri Carter.

Key Takeaways

The key takeaways are as follows:

1. It is vital to cultivate connections with community members in order to provide effective education and outreach when implementing a Participatory Budgeting program. The City of Durham, NC, engaged a community member steering committee and hired a dedicated staff member to manage the project.
2. The City of Seattle, WA, made sure their new Participatory Budgeting program was well-resourced at the outset. They also budgeted for an outside consultant to manage the project.
3. Participatory Budgeting is visionary at this time. In order to achieve this, we first need to strengthen the foundation of understanding and deep connection to the community about the current budget process, including outcome budgeting.
4. **Training, retention strategy, connecting to the why**

Participatory Budgeting

Participatory budgeting (PB) is a broad range of approaches to increasing community member input into various aspects of municipal budgets where community members are provided with entry points at all stages of the budget process and are able to make decisions or provide guidance on which city projects are funded. PB initiatives vary widely in the amount of decision-making control that is given to community members

and in the amount of money that is allocated to the PB project. PB projects also vary widely in scope, with most in the United States being neighborhood capital budget projects. The goals of PB include increased transparency in how public funds are allocated; opportunities to educate and engage residents, particularly residents who are not engaged in the traditional budget process; increased effectiveness of municipal funding; and increased community control over municipal resources, particularly among historically marginalized groups and Black, Indigenous, and People of Color (BIPOC) communities.

The Workgroup invited speakers from Durham, NC, and Seattle, WA, to discuss their experiences establishing PB programs. The City of Seattle had allocated funding to establish a PB program, and staff were in the process of implementing it. The City of Durham had already conducted a PB program and the Workgroup was provided with information on their approach and lessons learned (links to presentation materials in appendix). The Workgroup also received presentations and feedback from the City Department of Finance and Department of Civil Rights on the current budget process and feedback on PB approaches.

Recommendations

Based on the information the Workgroup received, their recommendations on participatory budgeting are as follows:

1. Improve education and outreach with community members about existing City budget processes (Capital and Operating):
 - a. Have more focus groups with community leaders about the budget process and how they would like to be engaged
 - b. Engage with community centers about budget process and increase alder engagement with community centers
 - c. Educate members of the community, including Black community leaders not already widely known, in detail about the budget process and City structures
 - d. Engagement and collaboration with Neighborhood Resource Teams (NRTs) and the Department of Civil Rights (DCR) in the budget process
 - e. Provide alders with quarterly training on the budget process starting in January on how to be interactive when the budget season starts
 - f. Engage with faith communities on the budget process
 - g. Educate residents on how to engage with City staff and alders on the budget process in an interesting and productive way, provide tips and tricks (who to ask, when to ask, how to ask). Create materials that focus in on how residents can connect to the staff and officials in their areas of interest
 - h. Build relationships with community members and stakeholders on a deeper level than currently exists

2. Support existing efforts to improve the budget process and vision for outcome budgeting, both for residents and internally among staff and alders, including fiscal and policy support:
 - a. Gain a deeper understanding of stakeholders and their interests to be able to tailor education and outreach materials to diverse groups
 - b. Make sure education and training is designed to meet where people are
 - c. Build infrastructure within community and within the City to engage with outcome-based budgeting that can also stand as a foundation for a future participatory budgeting program
 - d. Use the Seven Elements of a Great City to help frame the budget
3. Continue to improve the new equity questions in the City budget process: make sure department and division heads understand the concept of equity, include mandatory open-ended questions:
 - a. How is your department/division currently engaging with BIPOC residents and residents from historically marginalized communities?
 - b. If you had no constraints on time or resources, what is your vision for how to engage with BIPOC residents and residents from historically marginalized communities?
4. Once the foundations of outreach and education for the current budget process is improved, the City can begin to plan for the establishment of a participatory budgeting process
 - c. The City should pursue and fully resource a Participatory Budgeting program to bring people into the public policy process and address social justice issues. Start the process early.
 - d. Create a PB steering committee (ex. City of Durham)
 - e. Investigate what shape PB would take in Madison specifically. Choose the key elements of PB programs in other cities to apply to Madison
 - f. Research the Budget for BIPOC communities to which the City of Seattle allocated funds. What can Madison do in this regard? Request info from the Office of the City Attorney and the Community Development Division.

Boards, Commissions, and Committees

The Workgroup discussed the current board, commission, and committee (BCC) member recruitment, appointment, and training approach with Mayor Rhodes-Conway and with Performance Excellence Specialist Kara Kratowicz. The Workgroup discussed the need for a culture change in BCCs and the City with Department of Civil Rights Director Norman Davis and the value in connecting with the Why with Affirmative Action Director Melissa Gombar. The Workgroup also discussed ideas for Racial Equity and Social Justice Initiative (RESJI) training for BCC officers and members with the Department of Civil Rights and reviewed a proposed BCC member self-evaluation policy.

Recommendations

1. Focus on changing the culture within the City BCC system and improving onboarding and retention of BIPOC BCC officers and members:
 - a. Help BCC member to connect with the “why” of what they are doing, make sure they are devoting their time and resources to meaningful activity
 - b. Make sure every BCC has and knows its mission
 - c. Connection to City Vision, Mission, and Values and the value of public service
 - d. Create a standard of behavior for BCC meetings that encourages equitable and respectful engagement among members
 - e. Work to set expectations within each BCC regarding standards of behavior and processes for engagement
 - f. Change the narrative about the value of BCCs and the importance of community member participation on them
 - g. Collect data on the makeup of the BCCs: demographics, geography, length of service, occupational backgrounds
 - h. Upgrade the MyCommit database
 - i. Clarify the role of alders as members of BCCs so that they are positioned to assist the committee
 - j. Create a code of conduct that covers BCCs
 - k. Adopt the BCC Self-Evaluation Form to encourage active self-reflection and continuous improvement
2. Create a comprehensive plan for recruitment and updates on status of appointment applications:
 - a. Monthly reports to CCEC about vacancies and progress on appointments, recommended appointees, and record and make available on the City website
 - b. Streamline the appointment process, create a clear timeline, make sure appointments are presented at CCEC prior to appearing on the Council

- agenda for confirmation, and create system for residents to be able to receive updates on their applications
 - c. Selection of appointees to BCCs should be made jointly between Council and the Mayor
 - d. Build out an expectation of, and tools for staff to establish, deep community network connections to keep people apprised of the work the City is doing and engage with their ideas
 - e. Upgrade the City website to include clear sections on community engagement and connection with an adult learner approach
 - f. Utilize the City partnership with University of Wisconsin-Madison to improve processes
3. Provide comprehensive training to BCC staff and Chairs/Vice Chairs/Co-Chairs on:
- g. RESJI concepts and tool use
 - h. How to create and maintain a welcoming space and accountability among all members
 - i. Building capacity among BCC officers (chairs, vice chairs, co-chairs) and staff in communication, active listening, and conflict mediation

SUGGESTED NEXT STEPS

Participatory Budgeting

1. Educating the Community

- a. Break down silos between the City and community organization members.
- b. Create an authentic and genuine education program to deepen our connections with community members and organizations that goes beyond the scope of the current practice, which meets people where they are.
- c. Collaborate with NRTs and Council Community Engagement Specialist to actively engage in the community to create needs assessments.
- d. Allocate funds to create stipends for community members when engaging in focus groups or other types of engagement.

2. Community Outreach and Communication

- a. Create a Community Connections website where there is information on available funding and materials on how to apply for City funding.
- b. Create and have available brochures about the budget process in various languages, which can be shared in places of worship, community centers, and libraries.

- c. Collaborate with NRTs to create sessions in libraries about how the City works, the budget process, and various ways for organizations to get funding. Conduct this process in the spring before budget season starts.
- d. Tailor outreach to be equitable and fit the needs of specific communities, especially to communities that are harder to reach with status quo methods.

3. Community Partnerships

- a. Create mechanisms for keeping the community engaged in the outcomes of the budget process, how their feedback was used, and to demonstrate accountability to promises made to the community during the process.

Boards, Commissions, and Committees

4. Education

- a. Create a training plan for BCC officers that includes training on RESJI tools and concepts, leadership, and facilitation of how to create and maintain a welcoming environment.
- b. Create a comprehensive onboarding strategy for BCC officers and members, which aligns the BCC mission with individual members' "why" for participating.

5. Community Outreach and Communication

- a. Create a BCC recruitment plan that is tailored to communities that are harder to reach with status quo methods, which meets people where they are.
- b. Develop materials that intentionally focus on why public participation on BCCs is valuable, which connects to the City Mission and Values.
- c. Create and have available brochures about the BCC system and opportunities in various languages, which can be shared in places of worship, community centers, and libraries.

6. Community Partnerships

- a. Develop and fund a program for support BCC member participation on City committees, including transportation (bus pass, parking reimbursement), technology assessment, and childcare in meetings.
- b. Create and implement a transparent process of BCC appointment, including monthly updates to CCEC on BCC vacancies and planned appointments, including joint decision-making between the Mayor's Office and Common Council.
- c. Develop a plan to proactively and intentionally identify potential BCC members in various areas of the community.

7. Allocate sufficient funding for each of these recommendations.

APPENDIX

Staff from several City departments participated as subject matter experts, including the Department of Civil Rights, Finance, and Human Resources, as well as the Mayor's Office and representatives from the City of Seattle, WA, and the City of Durham, NC. The Workgroup was staffed by Karen Kapusta-Pofahl, Common Council Legislative Analyst.

Links to Presentations

[Finance Department: Equity in the Budget Presentation](#)

[Department of Civil Rights: DCR Overview and Consultation](#)

[City of Durham, NC, Participatory Budgeting Materials](#)

[Community Development Division: City Funding Presentation](#)

[Current City Boards, Commissions, and Committees Structure Presentation](#)

Additional Links

[Link to founding resolution](#)

[Social Justice Budgeting Resources](#)

[P3 Equitable Outreach](#)

[Attachment: Participatory Budgeting Memorandum PDF]

MEMORANDUM

DATE: 9/30/2021
TO: President's Workgroup for Racial Justice, Antiracism, and Equity
FROM: Karen Kapusta-Pofahl, Common Council Legislative Analyst
RE: Overview of Best Practices in Participatory Budgeting

Summary: This memorandum provides a high-level overview of participatory budgeting (PB), provides a list of core components and best practices, and offers a selection of links to US municipalities' PB programs. The appendix provides an infographic on the PB process, as well as some examples of municipal PB guides and materials.

Background

Participatory budgeting (PB) is a broad range of approaches to increasing resident and community input into various aspects of municipal budgets. In the conventional budget process, residents engage through attendance at Finance Committee and Common Council meetings, as well as contacting the mayor, alders, or through Neighborhood Resource Teams. In a PB project, residents are provided with entry points at all stages of the budget process and are able to make decisions or provide guidance on which city projects are funded. PB initiatives vary widely in the amount of decision-making control that is given to community members and in the amount of money that is allocated to the PB project.¹ Further, PB projects also vary widely in scope, with most in the United States being neighborhood capital budget projects.²

The goals of PB include increased transparency in how public funds are allocated; opportunities to educate and engage residents, particularly residents who are not engaged in the traditional budget process, in the democratic process; increased effectiveness of municipal funding; and increased community control over municipal resources (cities), particularly among historically marginalized groups and Black, Indigenous, and People of Color (BIPOC) communities.³ In practice, PB projects have had varying degrees of success and varying degrees of impact. In the United States, where PB was first initiated in 2010, the projects have been much narrower in scope, as compared to PB projects in Brazil, where PB was first implemented in 1989.

Core Aspects of PB Projects

¹ <https://www.participatorybudgeting.org/what-is-pb/>;

² <https://localprogress.org/wp-content/uploads/2019/01/Participatory-Budgeting.pdf>;

Wampler, B. 2007. "A Guide to Participatory Budgeting." In *Participatory Budgeting*. Ed. Anwar Shaw.

³ <https://m4bl.org/wp-content/uploads/2020/05/ParticipatoryBudgeting-OnePager.pdf>;
<https://dignityandrights.org/initiative/public-budgeting/>

While the details of each depend on the design of the project, particularly the amount of decision-making autonomy the residents are given, and the scope of the initiative, PB programs tend to have a few core aspects⁴:

- **Information Sessions:** Outreach and education about the City budget to the residents in areas of the city that are prioritized for the PB project.
- **Idea Collection:** Residents submit project ideas
- **Budget Delegates:** A smaller group of residents representing the various parts of the city that are participating in the PB project who come together to vet project ideas
- **Voting:** Projects are often open to all residents from a younger age than traditional voting age
- **Evaluation:** A way to measure success and gain feedback on things to improve in the future

PB Best Practices

Participatory budgeting works best when the project is well-resourced and enjoys broad support from elected officials⁵. In order to work to ensure that the PB effort is not merely symbolic and is not coopted by elites, secure the following:

- **Broad Political Support:** PB projects require enthusiastic support from both legislative and executive branches, in order to facilitate smooth cross-agency cooperation in designing and implementing the process, and to ensure the integrity of the process.
- **Adequate Financial Resources:** Even PB projects working with a narrow scope require financial support for staff, education and outreach, data collection and evaluation, and implementation of the voting process. PB projects span many months and require staff to dedicate significant amounts of time to each phase of the project.
- **Civil Society Cooperation:** PB projects rely on extensive outreach and education to residents in the target districts. Doing so requires collaboration and relationships with both community organizations and informal community networks.
- **City Staff Buy-In:** PB projects require a significant amount of work for a significant amount of time from a broad range of agencies. As such, staff buy-in is necessary.
- **Well-Defined Project Goals:** Before building a PB project, it is advised to establish clear goals for the project. What would you like the PB project to achieve?

⁴ <https://ash.harvard.edu/files/ash/files/participatory-budgeting-paper.pdf?m=1455295224>

⁵ <https://www.gfoa.org/materials/public-engagement-in-the-budget-process;>
[https://consensus.fsu.edu/Collaborative-Leadership/pdfs/UCF_Participatory_Budgeting_2013.pdf;](https://consensus.fsu.edu/Collaborative-Leadership/pdfs/UCF_Participatory_Budgeting_2013.pdf)
Wampler, B. 2007. "A Guide to Participatory Budgeting." In *Participatory Budgeting*. Ed. Anwar Shaw.

- **Robust Resident Education and Outreach:** Before pitching projects or voting, residents participating in the PB project need to be provided with robust education on the City budget and the PB process. Rapport needs to be established with communities, which may require recruitment of volunteers and sustained connections with formal and informal networks. Outreach is necessary on an ongoing basis.
- **Project Evaluation and Follow-Up:** Plans for evaluation of the program and follow-up with the residents need to be established.

Links to US Municipal Participatory Budgeting Projects

This selection of projects illustrates both the core elements across all PB programs and the wide differences between programs. Some programs, such as New York City's, use Council discretionary funds for their PB initiatives. Many programs apply PB programs to capital improvements, as opposed to programs and services. Funding amounts range widely from \$3,000 to over \$33 million. Further, no cities in the US as of yet have transformed their entire City budget into a PB budget.

Cambridge, MA

<https://pb.cambridgema.gov/>

Durham, NC

<https://durhamnc.gov/3747/Participatory-Budgeting>

<https://www.pbdurham.org/>

New York, NY

<https://council.nyc.gov/pb/>

<https://delibdemjournal.org/article/id/420/>

Philadelphia, PA

<https://www.phila.gov/2020-12-01-philadelphia-announces-participatory-budgeting-other-equitable-budgeting-initiatives-to-reduce-racial-disparities-and-improve-community-outcomes/>

Seattle, WA

<https://council.seattle.gov/2021/06/01/participatory-budgeting-advances/>

<https://www.seattle.gov/neighborhoods/programs-and-services/your-voice-your-choice>

Vallejo, CA

<http://www.ci.vallejo.ca.us/common/pages/DisplayFile.aspx?itemId=8255348>

Interactive Map of US Municipal PB Projects

<https://www.participatorybudgeting.org/participate/>

Book-Length Study of PB in the United States

Democracy Reinvented: Participatory Budgeting and Civic Innovation in the United States <https://www.brookings.edu/book/democracy-reinvented/>

Attachments

Appendix 1: Infographic on steps in the PB process (source: www.participatorybudget.org)

Appendix 2: City of Durham PB Program Evaluation 2018-2020

Appendix 3: City of Durham PB Rulebook 2018-2020

Appendix 4: PB Cambridge 2021 Budget Delegate Guide

Appendix 5: Lerner J. & Secondo D., (2012) "By the People, For the People: Participatory Budgeting from the Bottom Up in North America", *Journal of Public Deliberation* 8(2).
doi: <https://doi.org/10.16997/jdd.148>

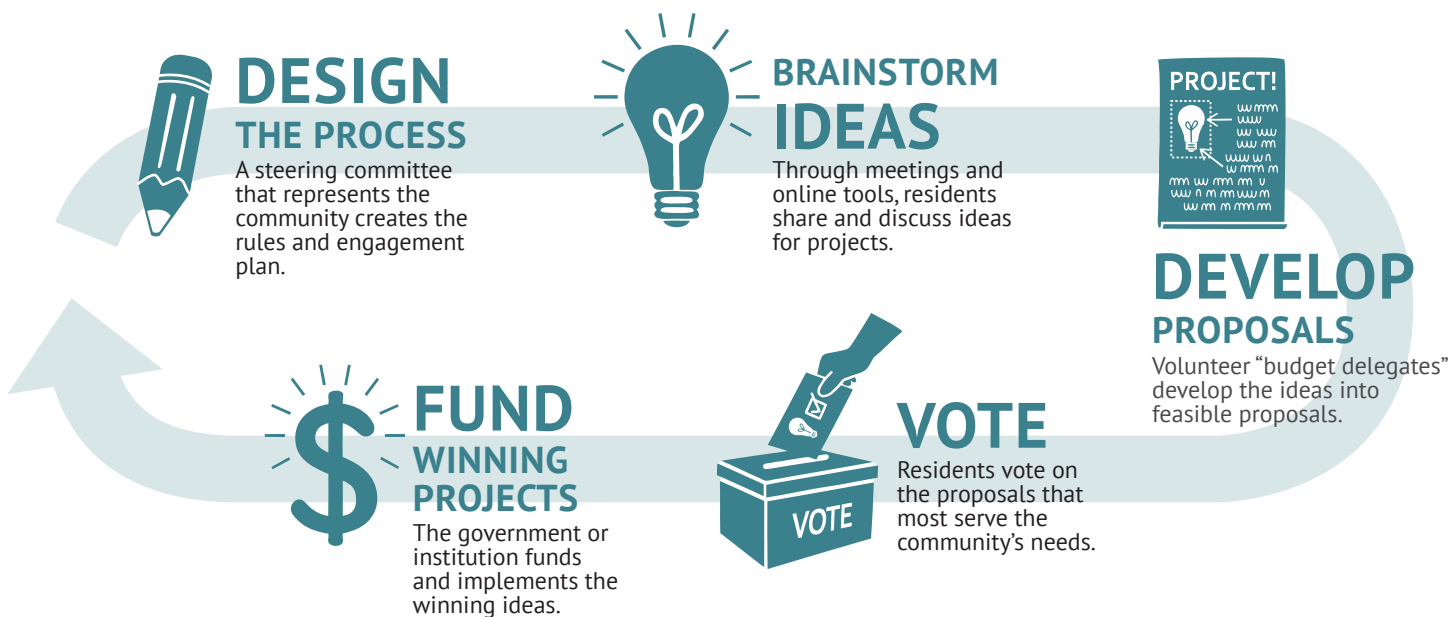


What Is Participatory Budgeting?

Participatory Budgeting (PB) is a democratic process in which community members decide how to spend part of a public budget. It gives people real power over real money.

How PB Works

PB is an annual cycle of engagement that is integrated into a regular budgeting process. A typical PB process follows these steps:



PB’s Impacts

- Increased civic engagement
- Stronger and more collaborative relationships between residents, government, and community organizations
- More inclusive political participation, especially by historically marginalized communities
- New community leaders
- More equitable and effective public spending

Where PB is Happening

- New York City, where over 100,000 people decide how to spend \$40 million
- Oakland, CA, for federal community development funds
- Phoenix, AZ, in public high schools
- Vallejo, CA, for proceeds from a city sales tax
- Boston, MA, where young people decide how to spend \$1 million each year
- Over 3,000 cities around the world.



PARTICIPATORY BUDGETING PROJECT

The **Participatory Budgeting Project (PBP)** empowers people to decide together how to spend public money. We create and support participatory budgeting (PB) processes that deepen democracy, build stronger communities, and make public budgets more equitable and effective.

PBP is the lead organization advancing participatory budgeting across the United States and Canada. We have empowered more than 400,000 people to directly decide how to spend \$300 million in public funds in 29 cities.

Our Work

Technical Assistance



We provide direct support to PB processes in order to grow and improve the practice of PB. This includes providing trainings, materials, coaching, and other expertise to governments, organizations, and residents, so that they can implement high-impact civic engagement processes that advance equity and democracy.

Participation Lab



We develop and test innovative strategies and design solutions that make PB easier and more effective, and that deepen, measure, and communicate its impacts. This work includes developing civic engagement tools such as trainings, guides, videos, and technology to address common challenges.

Network Building



We build relationships with government officials and staff, organizers and researchers to increase demand and support for PB. This work includes managing a PB Network of practitioners, holding international conferences, and introducing PB to new types of budgets.

Clients

Our clients include:

- New York City Council
- City of Oakland
- City of Seattle
- City of Boston
- City of Greensboro
- City of Cambridge
- City of Minneapolis
- City of Vallejo
- City of Toronto, ON
- City of Dieppe, NB
- City of Victoria, BC
- Phoenix Union High School District
- New York State Department of Education
- And many others

Endorsements

Our work has been recognized as a best practice in civic engagement by:

- The US Conference of Mayors
- National League of Cities
- US Department of Housing and Urban Development
- The Obama White House
- Harvard University- Ash Center for Democratic Governance & Innovation
- 100 Resilient Cities
- The Movement for Black Lives
- The Aspen Institute
- PolicyLink
- Local Progress

Contact

PBP has offices in NYC & Oakland. Contact us to learn more about starting PB in your community.



info@participatorybudgeting.org



@PBProject



ParticipatoryBudgetingProject

Third-Party Evaluation Participatory Budget Cycle 1 (FY 2018 - FY 2020)



February 7, 2020
Revised February 18, 2020

Dr. S. Nicole Diggs
Dr. Christopher J. Paul

Acknowledgements

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Abbreviations

BD	Budget Delegate
PB	Participatory Budgeting
PBSC	Participatory Budgeting Steering Committee

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Executive Summary

The City of Durham implemented the first cycle of Participatory Budgeting (PB) in 2019, allocating \$2.4 million dollars towards City resident-selected, one-time, public projects addressing community need within the three wards of Durham. The PB process was guided by a Participatory Budgeting Steering Committee (PBSC), appointed by the City Council, with representation from each of the three wards, to formulate the goals and guide the phases. Dedicated PB staff in the City of Durham Budget and Management Services office managed each of the phases and the attendant activities.

The public PB process occurred in Durham through four phases: 1) Idea Collection, 2) Proposal Development, 3) Voting, and 4) Implementation. Idea Collection involved the promotion of an online forum to collect and map ideas from any interested residents, along with community outreach events. Select idea proposals were then identified and developed by volunteer Budget Delegates and Facilitators, and vetted through a process with internal City staff. Successful proposals were then placed on a ballot, implemented online, as well as in-person at community events and on paper in Durham Public Schools. This vote selected projects within the wards and city-wide for implementation.

This third-party evaluation, conducted by faculty from the Department of Public Administration at North Carolina Central University, assesses the first cycle of PB through the first three phases, from idea collection to selection, as well as the roles of the different stakeholder groups in the process, and elements of the process design and structure. Documentation and data were collected by the PB staff and the evaluation subcommittee of the PBSC throughout the process, along with data from focus groups and surveys conducted by the NCCU evaluation team in fall 2019. In addition to assessment of phases 1 to 3, the evaluation specifically documents the performance of the PB Cycle 1 using metrics adopted by the PBSC.

Findings of this evaluation report include strong evidence of success in PB Cycle 1 in meeting key metrics, as well as progress towards the identified goals and demonstration of successful capacity building through novel community engagement activities. Durham's PB process was very successful in generating new practices for resident engagement with the city. More than 500 projects were generated during the idea collection phase, and more than 10,000 Durham residents voted on proposed projects. Further, the process engaged more than 120 formal

volunteers as part of the process. The majority of volunteers (65%) responding to the survey stated that after their experiences with PB Durham, they would be likely to volunteer with the City again. Participants generally reported the process was accessible and easy to engage with, though there are opportunities for improvement and continued attention to equity.

The recommendations detailed in this report's final section include to: 1) continue clarifying and strengthening the PB process; 2) optimize the PB process timeline; 3) increase support for outreach and engagement efforts; 4) develop additional stakeholder engagement at each phase of the process; 5) increase availability of accessibility support; 7) leverage the PB process to promote equity among the PB stakeholders; 8) design and integrate evaluation throughout the PB process; and 9) utilize increased online and mobile engagement.

Introduction and Background

Durham, North Carolina is home to a great history of diverse civic leadership. Notable accomplishments include those of the African American community early in the 20th century on Durham's Black Wall Street, and the founding of the school that would become North Carolina Central University, among many great institutions in the city. Over the last 100 years, however, Durham has experienced rapid growth in population changing the demographics and increasing concerns for equity and inclusion in the changing communities. As a most recent example of civic innovation and in response to such concerns, the City of Durham has implemented the first cycle of a participatory budgeting (PB) process to increase residents' involvement in and commitment to improved equity in local government budgeting.

Participatory budgeting is a process used in communities around the world to provide democratic input to the budgeting process. It originated in Porto Alegre, Brazil in 1989, and has since been implemented in more than 3000 cities around the world. This civic engagement process consists of a four-phase process: Idea Collection; Proposal Development; Voting; and Project Funding and Implementation. The PB process is deeply democratic in nature as it lets community members decide how to spend part of the public budget. PB provides a mechanism for the government to respond directly to the voiced needs and priorities of citizens. Constituents brainstorm and propose projects for public money, volunteers assist in vetting project proposals and eliminate unfeasible ideas, and all constituents are invited to vote. After selection, the project is integrated into the government's efforts.

Durham moved rapidly through the first three phases of PB Cycle 1, completing them in less than one year, from January-July 2019. More than 500 project proposal ideas were submitted across the three wards of Durham. The ideas submitted ranged from improvements to parks, community art projects, and basic infrastructure concerns such as street repairs and sidewalk additions. Project ideas included both programs and capital improvements. More than 120 volunteers worked together to ensure the success of the City's initial PB process. In an effort to eliminate barriers to voting, all Durham residents 13 and older could vote at sites across the city as well as online regardless of voter registration status or immigration status. In May 2019, over 10,000 Durham residents voted on a short list of 10-21 projects, depending on the ward, on the voting ballot. On June 17, 2019 eleven (11) winning projects were announced, ranging from Technology for Durham Public Schools and City, to improvements for Belmont Park in Ward 1. The rapid PB

process was made possible by dedicated staff members, the PBSC, numerous volunteers, and supporting city staff and elected officials.

This report proceeds as follows: first, the overall approach and methodology for this evaluation is described. This is then followed by a narrative description of the process and the stakeholders. The bulk of the report is in the analysis, which includes assessment of the key metrics, the individual phases of the process, the project goals, and other aspects of interest. The report concludes with recommendations.

Approach and Methodology

The goals of this Third-Party Evaluation were to determine the degree to which:

1. Projects were implemented in marginalized communities in Durham.
2. The process is equitable by assessing the outreach and communication strategy, demographic/geographic representation of participants, and the resident driven decision-making process.
3. The PB Durham Cycle 1 engaged a diverse coalition of Durham residents in making decisions about how resources were used.
4. There was an increase in overall engagement in decision making in the city of Durham.

In addition, this evaluation makes specific recommendations on how to improve the PB process in Durham for potential future cycles.

In order to address these goals, the NCCU third-party evaluation team engaged in a mixed-methods design using both quantitative and qualitative data. The analysis strived to provide an overall assessment of the PB process. A mixed-methods approach allowed for assessment of specific benchmarks for PB performance (detailed below), as well as broader contextualizing of the process with regards to the overall goals of equity, engagement, and participation. The data from Durham's PB process is also given context by comparison to PB processes in similar metropolitan areas elsewhere in the United States.

Quantitative datasets were assembled from the records kept by the PB staff, and data recorded by the online idea submission-Mapseed and the voting platform-PB Stanford. The NCCU team also implemented an online survey of key participants, including idea submitters, voters, staff, the PBSC, budget delegates, and representatives of sponsor organizations with close-ended questions regarding the process and goals. The survey process is discussed in more detail below, and a complete version of the survey and summary of results are included in the appendix.

Qualitative data were collected by the NCCU team through separate focus group discussions with the City Council liaisons, the PBSC, budget delegates and facilitators, PB staff and City staff from the internal PB committee. The focus groups followed open-ended scripts (included in the appendix) addressing key issues related to the goals of the evaluation. These support the analysis

of primary research questions identified by the PBSC, as well as provide for a SWOT (Strengths, Weaknesses, Opportunities, and Threats) framework related to the Durham PB process phases.

The NCCU team obtained approval from the NCCU Institutional Review Board (IRB) to collect the data for this evaluation. Participants gave informed consent to their participation in the survey and focus groups, with the restrictions that individual responses would be kept confidential and not be identified. IRB approval also permits the future publication of generalizable knowledge from analysis of the data collected in this process. A copy of the IRB protocol and approval are available in the appendix.

Survey Instrument

A web-based survey was designed by the NCCU team to evaluate the process of the implementation of the PB initiative and the impact it had on community engagement and perceptions of equity. Survey participants were asked to self-administer the survey instrument through Qualtrics, a secure online portal. Information explaining the intent of the survey was presented, and once the respondents gave consent, they were able to access survey questions. The survey consisted of 35 open-and closed-ended questions that focused on: (1) survey respondent's relationship to the project (2) idea submission (3) budget delegate and facilitators, (4) project sponsors, (5) equity of the process. The survey concluded with demographic questions.

An email contact list of potential survey participants was provided by the PB staff to the NCCU Evaluation Team. The link to participate in the survey was sent to the contact list on November 25, 2019, and email reminders were sent on December 2nd and 6th. Access to the survey closed on December 10, 2019 which gave the evaluation team a 13-day survey collection period.

A total of 475 individuals were invited to participate in the survey. One hundred eleven respondents completed the survey in its entirety, representing an overall 23.3% response rate. A total of 136 individuals accessed the link and/or partially completed the survey, indicating a survey completion rate of 81.6% for those who accessed the survey. The PB staff set a goal of a 30% overall response rate. Although the outcome fell short of this target, it is important to note that a 23.3% response rate and an 81.6% completion rate are very good for web-based surveys as a whole. A cause of the lower response rates could be the result of the survey being administered during the holiday season.

Focus Groups

As detailed in the table below, there are seven key stakeholder groups who were targeted for additional data collection in this evaluation process. The table indicates the use of the survey with all groups, as well as focus groups with the PB staff, Internal Staff Committee, Project Sponsors, Steering Committee, City Council Liaisons, PB Delegates and Facilitators. The use of a survey for quantitative data and focus groups for qualitative or contextual data comprises the robust “mixed-methods” approach of this evaluation.

Stakeholder Group	Data Collection Approach
PB Staff	Survey and Focus Group
Project Sponsors	Survey
Steering Committee	Survey and Focus Group
City Council Liaisons	Focus Group
Internal Staff Committee	Survey and Focus Group
PB Delegates and Facilitators	Survey and Focus Group
Idea Submitters	Survey and Existing (Secondary) Data

The purpose of the focus groups was to ask about each stakeholder group’s involvement, perceptions and experiences with the PB process in regard to strengths and weaknesses of the process, equity in decision making, equity in project selection, engaging participation and overall thoughts of the process. The focus group sessions were administered both in-person and online (“virtually”) as indicated below:

Focus Group Sessions:

- In-Person
 - Steering Committee- October 28th and November 4th
 - Budget Delegates and Facilitators- November 6th
 - Internal Staff Committee- November 6th
 - PB Implementation Team- December 16th
 - City Council Liaisons-November 11th
- Virtual/Online
 - Steering Committee-October 29th
 - Budget Delegates and Facilitators- November 18th

Response rate expectations were set at 30% for each stakeholder group participating in the qualitative data collection process of the evaluation-focus groups and interviews. This target was met for the Internal Staff committee at 64% and the PB staff at 67%. However, the Steering Committee response rate at 25% and Budget Delegates response rate at 7% did not meet expectations. These low response rates could be attributed to overall perceptions or experiences during the implementation of PB Durham and/or the unwillingness to share experiences in a group setting. It was important, therefore, to have multiple approaches for collecting data.

	Total	Focus Group Participants	Response Rate
Steering Committee	16	4	25%
Budget Delegates	57	4	7%
Internal Staff Committee	14	9	64%
PB Staff	3	2	67%

Notes on Response Rates

- Overall, the online survey did not meet the target 30% response rate. The survey completion rate for those who opened the survey, however, was very good. The lower than expected response rate could also be attributed to using a web-based or online survey. Online surveys, although now highly prevalent, have documented lower response rates than paper surveys. For the next PB cycle, it will be important to design and integrate consistent surveys into each phase, including the voting process.
- Survey participation across groups was variable - higher with a 42% response rate (24 respondents from 57 total budget delegates). The notably low participation rate of Budget Delegates in focus groups was consistent with participation barriers in the PB process overall.

A Narrative of Participatory Budgeting in Durham, NC

Participatory Budgeting (PB) originated in Porto Alegre, Brazil in 1989. This civic engagement process is a four-phase process: Idea Collection, Proposal Development, Voting, and Project Funding. PB has been implemented in more than 3,000 cities around the world. This process is deeply democratic in nature as it lets community members decide how to spend at least part of the public budget. PB provides a mechanism for governments to respond directly to the voiced needs and priorities of their constituents. Constituents brainstorm and propose projects for public money to fund, volunteers may assist in vetting project proposals and identify infeasible ideas, and all constituents are invited to vote. After selection, projects are integrated into the government's efforts.

PB is a way to empower residents in budgetary decision making in their communities. Moreover, PB Durham focused on better engaging traditionally marginalized or disadvantaged residents in resource allocation in ways that corrected past harms, i.e., promoting equity through participation. PB is most commonly implemented with public money at the local government level and is used to bring community control to decision-making in nonprofits, schools, universities, philanthropic institutions, and community organizations. It can be implemented using the budgets of cities as well as with those of countries, districts, schools, or individual agencies. Most cities in the U.S. carry out PB in the same sequential manner: designing the process, brainstorming ideas, developing ideas, developing proposals, voting, and funding winning projects.

Durham City Council adopted the Participatory Budgeting Initiative in May 2018 and decided to use a portion of the city budget in the amount of \$2.4 million to fund PB efforts throughout the initial cycle. Durham PB used the existing three city council wards as the geographic boundaries and granted each ward \$800,000 for eligible projects selected. The PB Durham Implementation Team [PB staff], housed in the Department of Budget and Management Services, led the process with the initial design of a Communication and Outreach Plan which outlined the process of energizing civic engagement among all city residents throughout the PB process.



A 15-member Participatory Budgeting Steering Committee (PBSC) was appointed by the Durham City Council. This committee was comprised of individuals who are representative of the community in terms of gender, race, ethnicity, sexual preference, profession, age, and ability. Each member of the committee committed to serve a two-year term and assist in educating citizens regarding PB, getting citizens involved and excited about participating with the process, and guiding improvements to the process.

Phase One: Idea Collection

Each ward has distinct needs and ideas for community improvements so it was imperative to empower citizens to share how they believed funds could be used in their wards. The Durham PB staff compiled a list of community stakeholders and nonprofit organizations and enlisted them to



help get the word out about PB and its benefits.

The staff hosted a variety of community outreach events in the form of community meetings, festivals, and pop-up events at local schools and religious institutions to educate people about PB. From November 1 to December 15, 2018, Durham residents, in their designated wards, generated ideas about what their community needs were on the digital platform "Mapseed" - a mapping tool to help visualize the location of proposed projects. Broad input across geographies, demographics and a wide variety of organizations represented social and civic needs in the community. Community needs were either

infrastructure or programmatic and were able to be categorized into six areas: (1) Arts & Culture; (2) Parks & Recreation; (3) Streets & Sidewalks; (4) Health & Wellness; (5) Safety & Environment; and (6) Other.

A major focus of Durham's PB campaign was targeting the poor, marginalized, and underserved communities. During this phase of Durham's 2018-2020 PB cycle, over 500 project ideas were generated. Not all were feasible, so they had to be vetted during the developing proposals phase of the PB process.

Phase Two: Developing Proposals

The City of Durham wanted to ensure that residents were constantly part of the process, so they allowed residents to volunteer as Budget Delegates.

Over 110 applications were received, yet 57 volunteers served as Budget Delegates throughout the entire initial cycle of PB. Budget Delegates went through a series of trainings and data workshops to better prepare for the proposal development phase. An internal staff committee, from relevant departments, worked with budget delegates in developing ideas into budget proposals. With nearly 100 resident and sponsored partner volunteers, city staff worked to determine feasibility according to the specified guidelines: 1) Community need, 2) Project impact, 3) Equity, and 4)



Cost. From December 16, 2018 to April 30, 2019, Budget Delegates, partner volunteers, and city staff vetted projects using a scoring rubric. Once proposals were developed for potential projects, they were put on a ballot for the general population to vote.

Phase Three: Voting

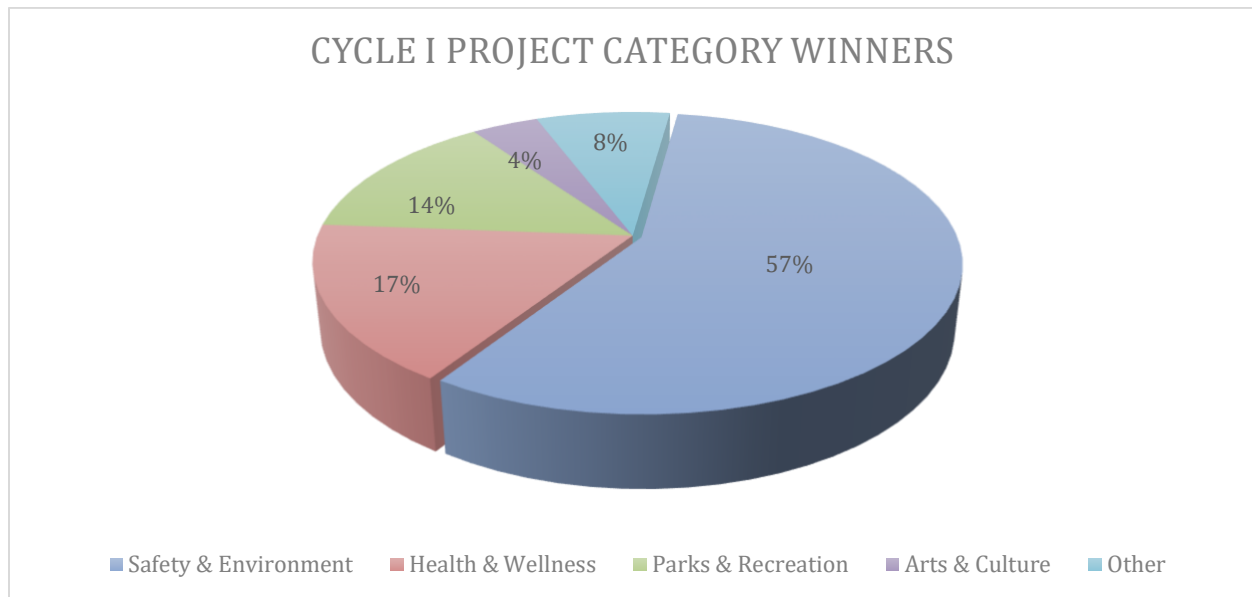
PB voting started May 1, 2019 and closed on May 31, 2019. At this time, Durham residents had 31 days to vote from a short-list of proposals (those deemed feasible by the Budget Delegates, Internal Staff Committee, and Sponsor Organizations) they believed should be funded in this cycle of PB Durham in their designated ward. Voting assemblies, pop-up voting tables, and canvassing community events and door-to-door canvassing ballots were utilized to encourage voting participation in each ward.



Residents also had the option of voting through a free-to-use, open-source web-based platform developed by Stanford University. Voting information was presented in two translations: English and Spanish and any Durham resident over the age of 13 was eligible to vote regardless of voter registration status or citizen requirements. Projects with the most votes were selected for funding during the next PB phase-implementation. The city made their anticipated voter outcome with over 10,000 people submitted ballots.

Phase Four: Implementation and Evaluation

At this point in the process, the projects that received the most votes are being implemented in regard to receiving funding at the beginning of the budget year following voting. PB Durham has the goal of implementing at least 50% of winning projects in the first fiscal year following selection.



On June 17, 2019 the following projects won votes and will be funded from PB Cycle One:

- Technology for Durham Public Schools (DPS) (Safety & Environment)
- Accessible Ramps (Other)
- LGBTQ Youth Center-Citywide Project (Health & Wellness)
- STEM & Entrepreneurship Program (Parks & Recreation)
- Bus Shelters with Reclaimed Art & Color Panels-Citywide Project (Safety & Environment)
- Historic Monuments (Arts & Culture)
- ADA Equipment (Parks & Recreation)

- DHA Lighting & Security Cameras (Safety & Environment)

In addition to implementing winning projects, the PB process is also undergoing evaluations by staff, the PBSC, and this third-party evaluation by NCCU. During this part of the phase, the third-party evaluation includes: (1) conducting an analysis of administrative data of the participation in the process, noting the proportion of demographics of participation and accessibility indicators for the project, (2) conducting a survey of a sample of participations to better understand the roll the process has on civic engagement, and (3) analyzing the funding allocation by project and Ward. Findings from this evaluation and recommendations will be used to design the second cycle to help the PB process better meet community needs, if applicable.

Descriptions of Key Stakeholders

Completion of the initial cycle of PB Durham required the commitment and dedication of several key stakeholder groups: the City Council Liaisons, PB Implementation Team, Steering Committee, Budget Facilitators, Budget Delegates, City Staff, Idea Submitters, Community Stakeholders and Sponsored Organizations.

City Council Liaisons

There were the two city council liaisons for the initial cycle of PB Durham, following the promotion of this initiative to the council as a new way for Durham to better engage citizens in governance. The council members worked directly with the PB Implementation team to ensure that the project was being designed to meet the intended goals.

PB Implementation Team (PB Staff)

Two staff from the Budget and Management Services Department, made up the PB Team, reporting to and with the support of the Director of Budget and Management Services. This team was responsible for creating the process activities at each phase, communication strategies and public outreach, and general oversight throughout the PB process. These individuals were vital in coordinating stakeholder group meeting, community meetings, and evaluation meetings. They were also key in supporting volunteerism in this process.

Steering Committee

This 15-member team designed the PB Durham handbook and overall process. They were responsible for doing outreach to raise awareness and encourage citizen involvement in the process. They helped to monitor the implementation of PB and provided feedback to city staff and community advocates and served as the liaison to the City Council and city staff. These members were a sample of the citizen population in Durham and they represented the needs and wants of the citizens.



Budget Facilitators

Budget Facilitators led volunteers over Budget Delegate Committees and ensured that budget delegates evaluated proposed projects based on community need, impact, and feasibility within the allotted proposal development phase.

Budget Delegates

Approximately 57 residents volunteered with city staff to prioritize project ideas and develop full project proposals for the voting phase of PB. Each delegate served on a committee that focused on either parks & recreation, health & wellness, safety & environment, arts & culture, streets & sidewalks, or project ideas listed as other. As committees, over 500 ideas were reviewed and vetted. Project posters and presentations were also prepared and budget delegates worked with city residents to clarify specific needs and problems the proposal would address. The budget delegates were also responsible for monitoring implementation and the evaluation of the process.

City of Durham Internal Staff Committee

This 14-member team represents the various City departments that were relevant to proposed ideas or project classification areas. These individuals worked primarily during the proposal development phase by assisting with cost estimates for project proposals, offering technical support, vetting projects with budget delegates that ensured increased effectiveness proposal development. City staff also ensured the timeliness and transparency of project evaluation.

Community Stakeholders & Partners

Nine project sponsors provided input on the development of project proposals. These groups assembled committee meetings, increased awareness of the PB process and encourages their involvement. The community stakeholders also helped to evaluate the process.

Project Sponsors:

1. Habitat for Humanity
2. The Life Center of Durham
3. Scrap Exchange/Reuse arts District
4. El Futuro
5. Communities in Partnership
6. LGBTQ Center of Durham
7. STEM Youth Center
8. Durham Public Schools
9. Durham Housing Authority

Idea Submitters

Idea submitters were all community members who encouraged participation and awareness of the PB process, volunteered, identified local problems and needs, proposed project ideas, voted for projects on the ballot, and participated in the evaluation of the process.

Analysis

Key Metrics

The 15 key PB performance metrics from the North American Research Board adopted in part by the PBSC summarize essential outcomes for assessing in Cycle 1 and informing design of future cycles. These metrics address: 1) voter turnout; 2) participant demographics; 3) project diversity; 4) participation; 6) number of new voters; 7) breadth of engagement; 8) opportunities for engagement; 9) project sponsorship; 10) diversity and inclusion; 11) accessibility; 12) project allocation; 13) funding allocation; 14) needs identification; and 15) process cost.

Table of Key PB Performance Metrics

Metric	Description	Summary of Findings
1) Voter Turnout # of votes	The number of community members who voted	10,179 Total Votes
2) Participant Demographics % of votes (Ward, race, age, etc.)	The demographics of PB votes based on Ward, race, age, etc.	Votes based on Ward: Ward 1: 4,172 Total Votes Ward 2: 2,004 Total Votes Ward 3: 4,003 Total Votes Overall voter demographics: 24.9% Black or African American 58.8% White 15.6% Other races 7.9% Hispanic or Latinx 60% Female Voter Age: 6.3% younger than 18
3) Project Diversity Number and type of projects on the ballot	Indicates the feasibility of the proposed projects. Projects deemed feasible by the budget delegates are placed on the ballot	Ward 1: 21 projects on the ballot Ward 2: 10 projects on the ballot Ward 3: 12 projects on the ballot El Futuro; Technology for DPS; Accessible Ramps; ADA Equipment; DHA Lighting & Cameras; and Park Improvements

4) Project Distribution Percentage of projects selected by Ward		Ward 1: 38% of projects selected Ward 2: 60% of projects selected Ward 3: 67% of projects selected
5) PB Participation # of PB participants and % of eligible residents who participate	Indicate PB's reach and ability to engage targeted population	6,294 Online voters 3,555 Paper ballot voters 10,179 Total PB Voters Approximately 216,267 eligible resident-voters 4.7% Total Population PB Participation
6) New Voters # and % of PB voters who are eligible to vote but did not vote in the most recent local election	Indicates PB's potential to engage residents who don't participate in the mainstream political process	15% who are eligible to vote but did not vote in the most recent local election
7) Broad Engagement # and % of PB voters who are ineligible to vote in local elections	Indicates PB's potential to engage residents who don't participate in the mainstream political process	This information was not captured on the voter survey but was captured in the follow-up survey. 12% survey participants stated they were ineligible to vote in municipal elections, half (58%) of whom either volunteered as Budget Delegates, represented Internal Staff and/or were idea submitters.
8) Engagement Opportunity # and % of participants who report prior civic engagement or participation	Indicates PB's to attract otherwise less civically engaged residents	20.7% survey respondents reported prior engagement and when compared to previous experiences, 33.33% stated that their experience was slightly, moderately and/or much better than other experiences volunteering. 37.5% of survey respondents stated that they would volunteer in the next PB cycle. 65.11% of survey respondents stated that after their experiences with PB they would be "likely" or "more likely" to volunteer with the city. <i>"Other services talk about a problem yet are doing nothing, PB is implementing projects"</i> ~ Steering Committee member

9) Project Sponsors # of nongovernmental community-based organizations involved in PB.	Indicates the extent to which PB engages civil society. Also an indicator of variation in how processes are implemented	9 Project Sponsors were listed in Administrative Data; 6 Representative of Sponsor or Potential Sponsor Organizations participated in the survey														
10) Diversity and Inclusion # and % of participants of diverse demographic groups, including race and socioeconomic status	Indicates PB's potential to engage communities that are marginalized in the traditional political process	<u>Budget Delegates and Idea Submitters</u> 80 (70.8%) of Budget Delegates indicated a race other than White 80 (70.8%) of idea submitters in Ward 1 indicated a race other than White 77 (51.3%) of idea submitters in Ward 2indicated a race other than White 23 (29.8%) of idea submitters in Ward 3 indicated a race other than White <u>Voters:</u> 1,611 (41.1%) of voters indicated a race other than White <u>Survey Respondents</u> 38% survey respondents identify as a member of a marginalized group (e.g. racial/ethnic group, gender identify, sexual orientation, disability, or other characteristics) 36.08% of survey respondent indicated a race other than White and 10.2% selected Hispanic														
11) Accessibility Accessibility indicators for idea collection phase, project development phase and voting	Captures aspects of the process implementation that increase access during the idea collection phase, the project development phase and the voting phase	<u>Idea collection</u> events-translation services (upon request) <u>Proposal development</u> -bus passes, childcare (during key meetings such as data workshops and orientation but not weekly at committee meetings); translation services (upon request, also had Spanish committee) <u>Voting</u> -bus passes, translation services (upon request)														
12) Project Allocation Allocation of PB funds by project type (to be compared with the allocation of comparable funds prior to PB)	Describes how PB funds get allocated across types of projects. Informs study of differences in allocation and of equity in the distribution of PB funds	<table><tr><td>Health & Wellness</td><td>\$355,460.00</td></tr><tr><td>Safety & Environment</td><td>\$1,039,175.00</td></tr><tr><td>Other</td><td>\$169,950.00</td></tr><tr><td>Parks & Recreation</td><td>\$303,061.00</td></tr><tr><td>Arts & Culture</td><td>\$89,702.22</td></tr><tr><td>Streets & Sidewalks</td><td>\$158,620.00</td></tr><tr><td>Total for PB Projects by Category</td><td>\$2,115,968.00</td></tr></table>	Health & Wellness	\$355,460.00	Safety & Environment	\$1,039,175.00	Other	\$169,950.00	Parks & Recreation	\$303,061.00	Arts & Culture	\$89,702.22	Streets & Sidewalks	\$158,620.00	Total for PB Projects by Category	\$2,115,968.00
Health & Wellness	\$355,460.00															
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Other	\$169,950.00															
Parks & Recreation	\$303,061.00															
Arts & Culture	\$89,702.22															
Streets & Sidewalks	\$158,620.00															
Total for PB Projects by Category	\$2,115,968.00															

13) Funding Allocation Amount and % of funds allocated to PB projects	Tracks the money allocated to PB projects in any one year	Ward 1: \$697,233.00 Ward 2: \$633,043.00 Ward 3: \$785,692.00 \$2,115,968 first cycle allocations
14) Needs Identification Amount of additional money allocated to projects and needs identified through PB	Indicates PB's potential to bring additional funds to communities and/or to allocate funds differently by raising the importance of an issue	10% contingency added to all project budgets
15) Process Cost Dollar amount spent on PB	Makes transparent how much money is spent on implementation and how that compares with the funds allocated to projects, with quality indicators of the process and outcomes	FY 2019 Actual Budget: Personnel Sub-Total = \$198,084.48 Operating Sub-Total = \$83,150.75 Total Spent on PB Operations = \$281,235.23

Stage-by-Stage Assessment

Phase One: Idea Collection

In total, 517 project ideas were submitted during the idea collection phase of the process. The number of submissions and percentage of submissions by category are listed below for each of the Wards.

Number (Percentage) of Submissions by Category and Ward

Category	Submissions in Ward 1	Submissions in Ward 2	Submissions in Ward 3
<i>Art & Culture</i>	24 (8%)	10 (7%)	3 (4%)
<i>Health & Wellness</i>	19 (7%)	14 (9%)	3 (4%)
<i>Parks & Recreation</i>	67 (23%)	34 (23%)	16 (21%)
<i>Streets & Sidewalks</i>	87 (30%)	54 (36%)	47 (61%)
<i>Safety & Environment</i>	59 (20%)	20 (13%)	4 (5%)
<i>Other</i>	34 (12%)	18 (12%)	4 (5%)
Total: 517	290 (56%)	150 (29%)	77 (15%)

Events hosted by the PB Team and Steering Committee members were held at various times and locations around the City of Durham to generate interest and solicit idea submissions from Durham residents. Tabling, introduction to PB discussion sessions, presentations, planning meetings and canvassing are among the various outreach events to engage idea submissions from Durham residents. The analysis of the information collected during the idea collection phase of the process indicates that residents in each of the Wards are primarily concerned with (1) improving streets & sidewalks, (2) improving parks and recreation areas, and (3) enhancing safety and the environment as these areas have the highest idea submissions.

SWOT Analysis on Idea Collection

Feedback on the idea collection phase indicates both strengths and weaknesses of this process. The following are overall points of feedback and areas for concentration for future cycles of PB Durham. This is a collection of feedback from the NCCU survey and focus group sessions with key stakeholders.

Strengths of Idea Collection

- 92% of idea collection participants thought developing an idea for submission to the Participatory Budgeting Process was very to somewhat easy
- 94% of idea collection participants thought the online idea submission platform was very to somewhat easy
- 48% of idea collection participants described the support of City Staff as Very to Moderately effective
- The option to submit ideas organized by the City has the benefit of help from city staff to clarify ideas proposed

“The idea collection process was clear and easy and overall, it was nice to participate in the future of Durham” ~ Idea Submitter

Weaknesses of Idea Collection

- Incorporate a feature that allows idea submitters to revise ideas to accommodate for mistakes
- Ensure clarity of the online portal because a few idea submitters pointed out the issues with web interface-how to map and enter ideas
- Providing explanations for ideas that were rejected
- Providing more ways for idea submitters to describe benefits of their proposed projects

“The process to come up with and submit an idea for consideration was generally easy; actually too easy I think, resulting in a big range in terms of degree of development from well thought out ideas to the bare minimum. Because many ideas were developed so minimally, it was hard to take the next steps in their development into proposals”. ~ Idea Submitter

Opportunities for Idea Collection

- In addition to outreach in marketing, have demonstrations of idea submission through the online portal or visual directions on the PBDurham.org website
- Clearly define PB in the beginning to citizens by giving examples of potential PB project or an actual example of a project funded and the project evolution at each phase of the PB process

Threats to Idea Collection

- Frustrations of developing and submitting ideas could reduce the amount or quality of ideas submitted in future PB cycles
- Failure to provide better communication or feedback loops between Budget Delegates and Idea Submitters on proposals that didn't make it on the ballot may reduce future involvement in PB idea collection phase and ultimately trust in government-same song different day
- Failure to clearly define key terms leads to ambiguity of the process and the overall goal of PB Durham

Phase Two: Proposal Development

The proposal development phase is when volunteer budget delegates and facilitators work hand-in-hand with the Internal City Staff Committee with developing ideas into budget proposals. Prior to the start of this phase, more than 100 applications were received by Durham residents interested in volunteering to serve as a budget delegate during the initial phase of PB Durham. Budget delegates totaled to 57 volunteers who received training and support from the PB Team. This process has been described as the labor-intensive phase of the process because of the time commitment needed to vet proposals and determine feasibility. To assist in this process, each Delegate has a vetting guide, cost estimate guide, and a project evaluation matrix. Each are described below:

- Cost Estimate Guidelines- the cost estimate guidelines are an internal document that guides City staff on the process of cost estimating PB projects for Cycle 1 PB Durham
- Internal Staff Vetting Guidelines- the internal vetting guidelines are an internal document that guides City staff on the process of vetting participatory budgeting projects and assigning a staff score for project feasibility for Cycle 1 PB Durham

- Project Evaluation Matrix- the project evaluation matrix is the document budget delegates used to assess project feasibility, equity, and impact and assign a score based upon the evaluative criteria established by the PB Steering Committee

SWOT Analysis of Proposal Development

Feedback on the proposal development phase indicates both strengths and weaknesses of this process. The following are overall points of feedback and areas for concentration for future cycles of PB Durham. This is a collection of feedback from the NCCU PB Evaluation survey and focus group sessions with key stakeholders.

Strengths of Proposal Development

- The majority of Budget Delegates thought committee structure, support of PB Team, feedback from City staff, meeting frequency, meeting times, meeting locations, and meeting accessibility were among the most effective elements of the proposal development phase.
- Many budget delegates believed the time allotment to develop proposals was effective
- On a scale from more likely to unsure, 65.2% budget delegates stated they would, likely to more likely, want to volunteer with the City in the future.
- Ability to interact with city officials and staff member

“The proposal development phase of participatory budgeting was an awesome experience that provided a wealth of information that I can use in the future” ~
Budget Delegate

Weaknesses of Proposal Development

- More transparency as far as how much time the role of Budget Delegate would take for the average person and the leadership responsibilities of Budget Facilitators
- Clear timelines, deadlines, and guidelines for proposal development
- Feedback from Internal City Staff and more collaborative discussions on feasibility, equity, and cost during the proposal development phase.
- Disengagement of categories with the collaborative work environment for the “other” category of proposed projects.

- Allotting time for collaborations among project category groups

“I felt the “other” (unassigned) category of project proposals did not receive the same level of attention and feedback from city staff-the forgotten group” ~Budget Delegate

Opportunities for Proposal Development

- Better communication with idea submitters’ projects that weren’t selected for the next phase. Opportunity to give second chances to submit more developed project ideas after feedback
- More overlap between idea collection and the proposal development phases for transparency of the decision making process
- Tremendous opportunity for PB Team and Internal Staff to show their support and inclusion for volunteers-extremely beneficial for high school volunteers and mentorship opportunities

Threats to Proposal Development

- An inability or focus on facilitating City staff interactions with Budget Delegates and Facilitators could be a threat to the proposal development process and may led to the attrition of Budget Delegate willingness to continue volunteering
- Rushed decisions on proposed projects, during this phase gives the perception of the City cutting corners and may decrease morale of Budget Delegates or distrust of government

Phase Three: Voting

All Durham residents 13 and older were encouraged to vote regardless of voter registration status or immigration status. Voting solicitation occurred throughout the month of May to encourage City residents to vote for proposed projects in their perspective Wards. Events were hosted around the city, tabling and community canvassing and going to local churches were part of outreach initiatives. A list of outreach locations can be found in the table below.

Date	Event	Location (closest physical address)
4.25.19	Lisa P Health & Wellness Walk	
4.25.19	Durham City/County Planning-Housing Choices	
4.28.19	Durham Tech-Tabling	

4.30.19	Durham Tech-Tabling	
5.1.19	Jordan High-Launch Day Event	
5.1.19	Hillside High-Launch Day Event	
5.1.19	Neal Middle-Launch Day Event	
5.1.19	KVD-Launch Day Event	
5.2.19	Durham Co-op-Tabling	1111 W Chapel Hill St, Durham, NC 27701
5.2.19	Durham Tech-Tabling	
5.3.19	Durham Station-Tabling	
5.4.19	Farmer's Market-Canvassing	501 Foster St, Durham, NC 27701
5.4.19	YE Smith Play Street	2410 E Main St, Durham, NC 27703
5.6.19	City Hall-Tabling	101 City Hall Plaza, Durham, NC 27701
5.7.19	Outreach Colonial Apartments	
5.8.19	Courthouse-Tabling	510 S Dillard St, Durham, NC 27701
5.9.19	JJ Henderson (NIS)-Canvassing	
5.9.19	Durham Co-op-Tabling	1111 W Chapel Hill St, Durham, NC 27701
5.9.19	DHHS-Tabling	414 E Main St, Durham, NC 27701
5.10.19	Durham Station-Tabling	515 W Pettigrew St, Durham, NC 27701
5.11.19	Farmer's Market-Tabling	501 Foster St, Durham, NC 27701
5.11.19	NCCU Graduation-Tabling	
5.12.19	Flea Market-Tabling	
5.12.19	Durham Green Flea Market	1600 E Pettigrew St, Durham, NC 27703
5.13.19	PAC 2-Presentation	
5.13.19	City Hall-Tabling	101 City Hall Plaza, Durham, NC 27701
5.14.19	Bimbe Community Block Fest	
5.14.19	Greater Durham Black Chamber-Presentation	
5.14.19	ReCity	112 Broadway St. Durham NC
5.15.19	Courthouse-Tabling	510 S Dillard St, Durham, NC 27701
5.15.19	Southside Church of Christ	800 Elmira Ave Durham NC 27707
5.16.19	Durham Co-op-Tabling	1111 W Chapel Hill St, Durham, NC 27701
5.16.19	DHHS-Tabling	414 E Main St, Durham, NC 27701
5.17.19	Durham Station-Tabling	515 W Pettigrew St, Durham, NC 27701
5.17.19	Cornwallis Community-Canvassing	300 Weaver St. Durham
5.18.19	Bimbe Festival-Tabling	701 Stadium Dr, Durham, NC 27704
5.19.19	Flea Market-Tabling	1600 E Pettigrew St, Durham, NC 27703
5.19.19	Durham Co-op-Tabling	1111 W Chapel Hill St, Durham, NC 27701
5.19.19	World Overcomers- Tabling	2933 S Miami Blvd, Durham, NC 27703
5.20.19	City Hall-Tabling	
5.21.19	BPAC Meeting-Tabling	
5.21.19	Royal Oaks (NIS)-Canvassing	3554 Weymouth St, Durham, NC 27707
5.22.19	McDougald Terrace	1101 Lawson St. Durham NC
5.22.19	Oxford Manor	3633 Keystone Place Durham NC

5.22.19	Courthouse-Tabling	510 S Dillard St, Durham, NC 27701
5.22.19	Housing & Employment Fair	406 Rigsbee Ave, Durham, NC 27701
5.23.19	DHHS-Tabling	414 E Main St, Durham, NC 27701
5.23.19	Durham Co-op-Tabling	1111 W Chapel Hill St, Durham, NC 27701
5.24.19	Durham Station-Tabling	515 W Pettigrew St, Durham, NC 27701
5.25.19	Farmer's Market-Tabling	501 Foster St, Durham, NC 27701
5.25.19	East Durham Vital Movement	
5.26.19	The River Church	4900 Prospectus Dr, Durham, NC 27713
5.29.19	Liberty Street-Canvassing	131 Commerce Street Durham NC
5.29.19	Courthouse-Tabling	510 S Dillard St, Durham, NC 27701
5.30.19	DHHS-Tabling	414 E Main St, Durham, NC 27701
5.30.19	Durham Co-op-Tabling	1111 W Chapel Hill St, Durham, NC 27701
5.31.19	Durham Station-Tabling	515 W Pettigrew St, Durham, NC 27701

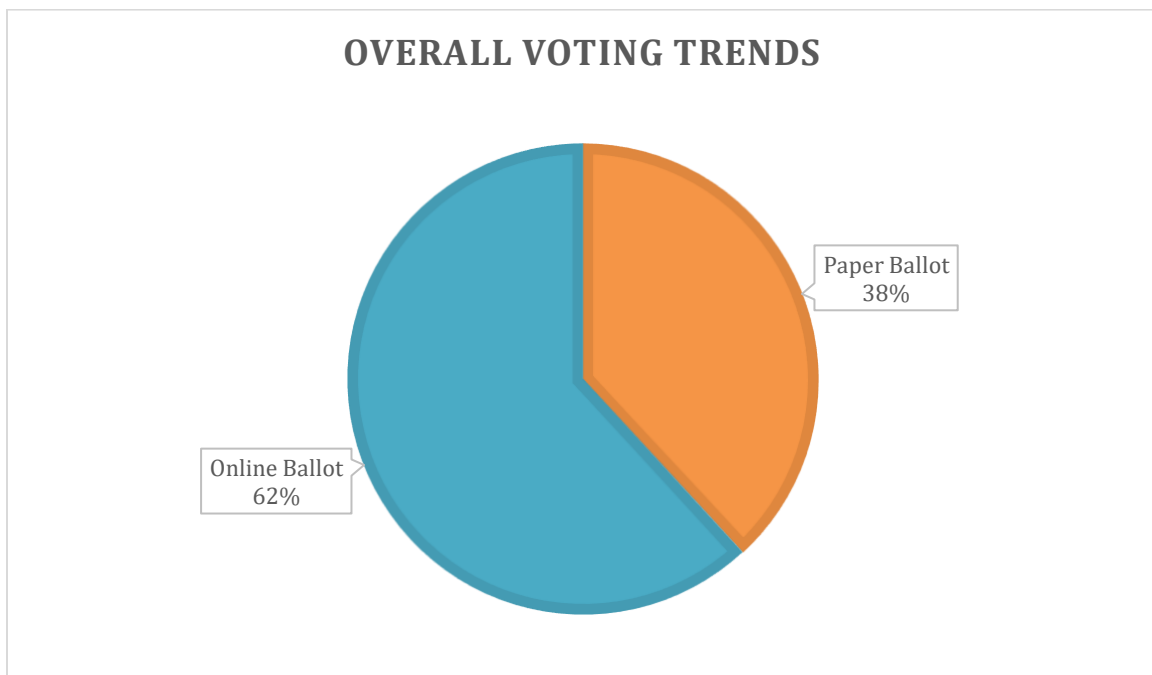
Residents could vote for up to 10 projects from a range of 10-21 total projects on the ballots, depending on the ward. The online voting portal gave the project title, project location, a picture of sample projects or a picture of the existing area, and gave a description of the project with estimated costs. Paper ballots were also available, and both were available in English and Spanish translations. Projects that received the most votes received funding up to \$800,000 per ward. The PB Steering Committee certified voting results on June 17, 2019 and project implementation began shortly after. PB Durham set a goal of implementing at least 50% of winning projects within the first fiscal year and to implement the remaining projects in the following fiscal year.

Projects that received the most votes in all three wards are designated as citywide projects. There were a few incidents where the projects that received the most votes utilized more than the remaining ward fund balance, the next highest ranked project that falls within the designated fund balance was selected for funding. Example if the top 5 projects were selected at equated to \$500,000; if the next highly ranked project had an estimated cost over \$300,000 the next highest ranked project was selected if it fell within the fund balance. If the top selected projects did not meet the \$800,000 the remaining balance from cycle 1 would roll over to cycle 2.

Voting Trends by Ward

The online and paper-ballot voting system captured the voting trends per ward where:

	Online Voting System	Paper-Ballot Voting System	Total
Ward 1:	2,808 Votes	1,364 Votes	4,172 Total Votes
Ward 2:	1,336 Votes	668 Votes	2,004 Total Votes
Ward 3:	2,150 Votes	1,853 Votes	4,003 Total Votes
Total Overall vote tally:	6,294 Online Ballot Votes	3,885 Paper-Ballot Votes	Totaling 10,179 Votes



Results of PB Vote

WARD	Project	Total Votes	Project Cost	Cumulative Project Costs
	LGBTQ Youth Center**	350	\$ 37,767.00	\$ 37,767.00
	Technology for DPS	326	\$ 134,784.00	\$ 172,551.00
	Accessible Ramps	264	\$ 56,650.00	\$ 229,201.00
Ward 1	STEM & Entrepreneurship Program	242	\$ 99,121.00	\$ 328,322.00
	Bus Shelters with Reclaimed Art & Solar Panels	241	\$ 131,919.00	\$ 460,241.00
	Street Trees	231	\$ 67,980.00	\$ 528,221.00
	Historic Monuments (Fayetteville St.)	179	\$ 89,702.00	\$ 617,923.00
	ADA Equipment (Drew Granby)	76	\$ 79,310.00	\$ 697,233.00
	Durham Housing Authority (DHA) Lighting and Security Cameras	163	\$ 283,250.00	
	Goose Creek Tributary Restoration	147	\$ 653,740.00	
	Wi-Fi Hotspot Picnic Table	129	\$ 123,750.00	
	Carol Street sidewalk	125	\$ 798,743.00	
	Bus Shelters on Dearborn	122	\$ 106,502.00	
	Pedestrian Island at the Intersection of N. Miami and Guthrie	115	\$ 226,000.00	
	Lakeview Park	113	\$ 490,586.00	
	Protected Crosswalk from Lakeview Park	113	\$ 96,305.00	
	Hillside Park Improvements	101	\$ 470,195.00	
Ward 2:	Technology for DPS	309	\$ 134,787.00	\$ 134,787.00
	Accessible Ramps	243	\$ 56,650.00	\$ 191,437.00
	Bus Shelters on Fayetteville	222	\$ 158,620.00	\$ 350,057.00
	DHA Lighting & Security Cameras	211	\$ 113,300.00	\$ 463,357.00
	LGBTQ Youth Center	210	\$ 37,767.00	\$ 501,124.00
	Bus Shelters with Reclaimed Art & Solar Panels	181	\$ 131,919.00	\$ 633,043.00
	Cook Rd. Sidewalk Extension	165	\$ 420,729.00	
	Burton Park Improvements	162	\$ 309,309.00	
	Wi-Fi Hotspot Picnic Table	145	\$ 123,750.00	
	Sidewalk along E. Pettigrew St.	135	\$ 354,652.00	
Ward 3:	El Futuro	398	\$ 96,168.00	\$ 96,168.00
	Technology for DPS	373	\$ 134,784.00	\$ 230,952.00
	LGBTQ Youth Center	297	\$ 37,767.00	\$ 268,719.00
	Bus Shelters with Reclaimed Art & Solar Panels	273	\$ 131,919.00	\$ 400,638.00
	Accessible Ramps	271	\$ 56,650.00	\$ 457,288.00
	The Life Center	262	\$ 145,991.00	\$ 603,279.00
	DHA Lighting & Security Cameras	205	\$ 57,783.00	\$ 661,062.00
	Belmont Park Improvements	152	\$ 124,630.00	\$ 785,692.00
	Chapel Hill Road Sidewalks	210	\$ 790,746.00	
	Wi-Fi Hotspot Picnic Tables	138	\$ 123,750.00	
	Pedestrian Crossing of James and Nation	89	\$ 52,118.00	
	Solar Electric Vehicle Charging Station	62	\$ 81,222.00	

In the above table, only 17 out of 21 projects on the ballot are displayed for Ward 1

Feedback by Key Groups

This section summarizes overall perceptions of the initial cycle of PB Durham as collected in the survey and focus group. The findings highlight common points and characteristics from the Budget Delegates, Steering Committee members, City Staff, and PB Team.

Budget Delegates

Strengths of the process

- The volunteers had the opportunity to learn the structures of city operations for the needs of communities
- Volunteering was a good way to get plugged in the community and working with different people to make change and learn different areas of Durham
- Boosted enthusiasm and drive to do more with the City
- This process was open and engaging for all residents, regardless of education, income etc.

Weaknesses of the process

- Drop-off of high school Budget Delegates
- Need for mentor system “budget buddy” for high school delegates
- No linear process guidance for budget delegates
- Budget delegates did not provide input on process development
- The filtering process for projects to make the next level was unclear
- Need a framework to help develop ideas into proposals
- Deadline pressure experienced by budget delegates was high

Factors affecting Equity

- Real citizens submitting ideas regardless of background
- Collaborative-true team process
- Clarity of projects may have been selected rather than the equitable projects
- Social equity was not clearly defined so left to the discretion to the budget delegates
- Issues of miscommunication-need better access to information
- Projects are representative of community needs which shows citizens that their voices were heard

Steering Committee

Strengths of the process

- Partnerships and collaboration between city government and citizens
- Openness of City council
- Making this process a priority
- Well intention and effort to make it work
- This process has the ability to build trust
- The committee's commonality and investment in the process and its focus on looking at past harm or historical harm
- Diversity of the steering committee in terms of age, gender identity, race, and disabilities

Weaknesses of the process

- Time constraints, power struggles, accidental freezing out of people from the process-all unintentional
- Better access for the elderly and those with disabilities to participate
- An impact-oriented focus is needed for the next cycle
- Participation drop off from committee
- Teambuilding among steering committee was a missed opportunity

Factors affecting Equity

- Felt empowered and believed that there was a clear understanding of equity, values, specific goals, and defining goals
- The push for marginalized population and the "impact" was hard to determine because it is so objective
- Not very familiar of Wards in terms of SES, needs, history, or its representation characteristics so this future complicated determining "impact"
- The different approaches to get people involved really showed the equity of the process
- Walking tour of areas enabled more representative sample of ideas
- tried different areas to reach people from all populations-bus stops, high schools, libraries, different neighborhoods, and community events

Internal City Staff Committee:

Strengths of the process

- Unique partnerships
- Getting the right people to focus ideas and the flexibility to adapt to environmental conditions

Weaknesses of the process

- Budget Delegates lack of understanding of vetting process which led to a triage assessment
- The ability to keep the scope of the original goals when looking at projects
- Lack of PB's engagement from other departments

Factors affecting Equity

- Empowering process for those involved especially the citizens
- Partnership with nonprofit organizations rooted in communities
- Battling historic distrust with local government is a challenge for equity and when ideas are not fund, makes citizens feel their voices aren't being heard-primed to be disappointed
- Setting realistic expectations-important for internal staff
- Equity of projects was supported by the scoring process in the proposal development phase

Participatory Budgeting Staff

Strengths

- Outreach effort and promotion of grassroots participation generated successful engagement, including from targeted groups such as the youth, Hispanics, and low-income residents
- National outreach and publicity
- Positive attitudes, willingness to see the first cycle through and the support of City Council

Weaknesses

- Timeline for the PB process was too aggressive which can impact equity of the process especially in the proposal development phase where there was a missed opportunity to develop good proposed projects
- Lack of resources and support for engagement and community outreach

- Managing attrition rates of volunteers

Factors affecting Equity

- As the first city-wide initiative to include equity in practice and engagement activities, the process highlighted the need to address and clearly define the meaning of equity
- Concerns on community perceptions and expectations of the process-this may be the opportunity to build or tarnish trust with community

Analysis of Key Elements of Process

Goal Setting

Durham Budget & Management Services (BMS) proposed four general goals PB:

1. To encourage residents to get educated about and involved in the local budget process
2. To hear from residents who are traditionally not engaged using partnerships, community outreach workers, etc.
3. To support equity across the city
4. To develop a democratic process (for developing and implementing PB).

(March 16, 2018).

In the process of developing in the PB Handbook, the PBSC established a strong set of five values (inclusion, correcting harm, empowerment, community building, and transparency leading to four broad goals elaborating on the guidance from the ordinance and commission forming PB:

1. Projects that serve the most marginalized communities are implemented as a result of this process.
2. Build greater equity throughout the City of Durham by allocating resources in ways that correct past harm.
3. Engage more diverse populations in making decisions about how resources are used.
4. Increase overall engagement in decision making in the city of Durham.

These goals were also similarly framed in an outcomes statement:

“Durham Participatory Budgeting is intended to be a process that transforms harm and shifts power dynamics in the city of Durham in a meaningful way. This will be done by:

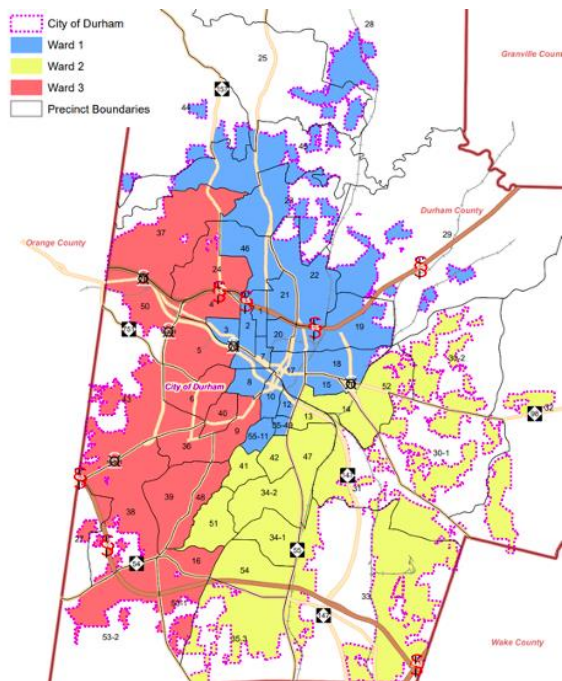
- Supporting people to participate in the process that have never participated in civic processes before;
- Ensuring resources are allocated that correct past harm;
- Funding projects that meet the needs of the most impacted communities.

As a result of Durham PB, conditions in Durham will be better than before for those that have previously been the most excluded from access to decisions and resources.”

The similar language of the values, goals, and outcomes demonstrate consistency and commitment by the PBSC, and elaborate on goals outlined by BMS.

Ward and geographic divisions for PB

PB Cycle One solicited, developed, selected, and implemented PB projects within the geographic divisions of the three wards of the City of Durham. The PBSC was also modelled after the City Council make-up with ward representation. Durham's three wards are large in area, spatial extent, and population. While this approach provides for geographic coverage across the City following City Council electoral representation, it does not necessarily address well the goals of equitability and inclusion as the wards do not delineate communities by background or need. If the goal of PB is to identify projects that increase equity, it is not clear that using the ward delineation promotes this goal. The outreach effort of the PB Staff and volunteers to small-scale community settings was a much more important element of promoting broad and equitable engagement.



Comparison of City, Ward, and State Demographics

https://compass.durhamnc.gov/en	Durham	Ward 1 (Census Tracts)	Ward 2 (Census Tracts)	Ward 3 (Census Tracts)	North Carolina
Total Population	246,084	69,826	93,866	91,672	10,035,186
Age	32.10	31.60	34.30	36.50	38.90
Race and Ethnicity					
White	47.90%	27.40%	30.50%	54.30%	69.50%
Black or African American	40.20%	48.00%	48.30%	22.10%	21.50%
Asian	5%	2.70%	4.90%	7.80%	2.50%
Hispanic or Latino	13.90%	19.20%	13.30%	12.90%	8.80%
College graduation rate	47.40%	28.60%	44.50%	52.50%	28.40%
Median household income	\$50,420	\$46,116.00	\$63,629.00	\$63,284.00	\$46,868.00

Equity of the Process

In both survey and focus groups, stakeholder groups were attentive to concerns of equity. The majority of survey respondents thought the idea submitted (60% responding “very representative” or “representative”), eligible projects-on the ballot (59%), and winning projects (55%) were representative of the needs in each Ward. The majority (60%) of survey respondents agreed (strongly agreed, agreed or somewhat agreed) that the needs of historically marginalized groups or communities were considered during PB decision-making. These findings lend support to the focus on an equitable process of outreach and the goal for demographic/geographic representation of participants.

Volunteerism

33.33% of survey respondents ranked the experience as a budget delegate or facilitator as much better, moderately better or about the same when comparing other volunteer experiences. 37% of survey respondents that volunteered as Budget Delegates also stated they would be willing to volunteer in this capacity in the next cycle. 65% of survey respondents who volunteered as Budget Delegates are more likely to volunteer with the City in the future as a result of their experience with PB Durham cycle 1. This finding suggests PB Durham has the potential to increase overall engagement in decision making and volunteerism in the city of Durham.

The majority of survey respondents rated committee structure, support of PB staff, feedback from City staff, and the amount of time to develop proposals as key elements that were effective for the Budget Delegate process. Meeting frequency, times, locations and accessibility were also effective during this process. Broadly, survey respondents weren’t sure how offering accommodations and stipend availability affected the effectiveness of budget delegates during this process.

Communication between Stakeholders during Proposal Development

Greater efforts should focus on effective communication between budget delegates, project sponsors, city staff and budget facilitators. Survey respondents expressed concerns about the vetting process and lack of opportunities for equal feedback among proposal committees. Lack of effective communications led to frustrations and limited engagement. This finding lends support of the attrition rates of budget delegates during the proposal development phase.

Comparative Benchmarks with other cities in the United States

Participatory Budgeting has been conducted in similar settings in the United States, including in: Greensboro, NC; Cambridge, MA; Boston, MA with youth; in some wards of Chicago, IL; and Vallejo, CA (representing metropolitan areas or individual municipalities with populations between 250,000 and 500,000). The table below is a comparison of the desired goals of each city's PB process. This comparative analysis does not include information on the Chicago Wards PB due to data availability.

	Boston, MA 2014	Cambridge, MA 2014-2015	Vallejo, CA 2016	Greensboro, NC 2016	Durham, NC 2018-2020
PB Goals	1. Increase youth power 2. Allow All voices to be heard 3. Build stronger, safer, and healthier communities 4. Strengthen city-wide sense of pride, solidarity, and equality	1. Making democracy inclusive 2. Have meaningful social and community impact 3. Promote public good 4. Create easy and seamless civic engagement	1. Improve the city 2. Engage the community 3. Transform democracy 4. Open up government	1. Equity 2. Empowerment 3. Community building 4. Transparency	1. Implement projects that serve the most marginalized communities 2. Build greater equity by allocating resources in ways that correct past harm 3. Engage more diverse populations in making decisions about how resources are used 4. Increase overall engagement in decision-making in the city of Durham

This table of process goals indicates that each city took a similar approach in setting desirable goals or outcomes.

Comparative Key Performance Metric Analysis

The table below is a comparative analysis based on the North American Research Board which is used to analyze the success of PB processes. Both Durham and Boston adopted many of the metrics to evaluate the overall PB process in their cities while Cambridge, Greensboro, and Vallejo did not report data for the performance assessment. The Boston, MA PB process did a good job engaging communities or people of color in this process that may show future engagement in political process. One of the benefits of targeting youth between 15 and 19 helped to focus outreach and communication efforts to local schools. This has proven to be a challenge for Durham as the target population was diverse in regards to an outreach and communication plan. All of the cities struggled with strict timelines, attrition rates of volunteers and better communication throughout the process.

Metric	Boston, MA	Cambridge, MA	Greensboro, NC	Vallejo, CA	Durham, NC
# of PB participants and % of eligible residents who participate [Voter Turnout]	1,531 Total Voters .9% of eligible residents	2,727 Total Voters % not captured	1,098 Total Voters % not captured	3,098 Total Voters % not captured	10,179 Total Voters 4.7% of eligible residents
# and % of PB voters who are eligible to vote but did not vote in the most recent local election	N/A	N/A	N/A	N/A	15% who are eligible to vote did not vote in the most recent local election
# and % of PB voters who are ineligible to vote in local elections	N/A	N/A	N/A	N/A	12% survey participants stated they were ineligible to vote in municipal elections, half (58%) of whom either volunteered as Budget Delegates, represented Internal Staff and/or were idea submitters.
# and % of participants who report prior civic engagement or participation	673 or 44% of participants reported prior civic engagement in various city programs: Mayors Youth Council, BSAC, and City Youth Fund summer programs	749 or 41% of voter survey participants	41% or 400 of idea submitters reported prior engagement or participation	N/A	20.7% NCCU survey respondents reported prior engagement and when compared to previous experiences 33.33% stated that their experience was slightly, moderately and/or much better than other experiences volunteering. 37.5% of NCCU survey respondents stated that they would volunteer in the next PB cycle. 65.11% of NCCU survey respondents stated that after their experiences with PB they would be “likely” or “more likely” to volunteer with the city. <i>“Other service talks about a problem and is doing nothing, PB is implanting the projects” ~ Steering Committee member</i>
# of nongovernmental community-based	N/A	N/A	N/A	N/A	9 Project Sponsors were listed in Administrative Data

organizations involved in PB.					6 Representative of Sponsor or Potential Sponsor Organizations participated in the NCCU survey
# and % of participants who are of low SES and/or people of color; and relative to demographics in jurisdiction and most recent local election	1,290 or 84.3% of idea submitters were people of color 1,449 or 94.7% of change agents were people of color 1,348 or 88.1% of voters were people of color	19.5% or 1160 of survey respondents indicated a race or ethnicity other than White 54% of PB voters listed having a income of \$50,000 or greater and 38% have an income \$75,000 or greater	44% of idea submitters listed race or ethnicity other than white 43% of voter survey respondents listed race or ethnicity other than white 50% of idea submitters and 52% of voters stated a household income of at least \$50,000 or greater	- Overrepresentation among white, older (65+ yrs.), female residents 30% of all participants in each of the phases of PB [assemblies, delegates, voters, surveys] indicated race/ethnicity other than White.	<u>Budget Delegates and Idea Submitters</u> 80 (70.8%) of Budget Delegates indicated a race other than White 80 (70.8%) of idea submitters in Ward 1 indicated a race other than White 77 (51.3%) of idea submitters in Ward 2 indicated a race other than White 23 (29.8%) of idea submitters in Ward 3 indicated a race other than White <u>Voters:</u> 1,611 (41.1%) of voters indicated a race other than White <u>Survey Respondents</u> 38% survey respondents identify as a member of a marginalized group (e.g. racial/ethnic group, gender identify, sexual orientation, disability, or other characteristics) 36.08% of survey respondent indicated a race other than White and 10.2% selected Hispanic
Accessibility indicators for idea collection phase, project development phase and voting	N/A	N/A	N/A	Idea collection events-translation services, printed materials, and presentations to increase the public understanding of the process	<u>Idea collection events</u>-translation services [upon request] <u>Proposal development</u>-bus passes, childcare [during key meetings such as data workshops and orientation but not weekly at committee meetings]; translation services [upon request, also had Spanish committee} <u>Voting</u>-bus passes, translation services [upon request]

Allocation of PB funds by project type (to be compared with the allocation of comparable funds prior to PB)	Arts & Libraries \$60,000 Community Centers Environment & Health Parks \$550,000 Schools & Education \$90,000 Streets & Safety \$215,000	Culture & Community Facilities \$34,000 Environment, public health, & public safety \$439,400 Parks & Recreation \$42,000 Streets & Sidewalks \$12,000	Greensboro was divided into 5 districts and each district was allotted \$100,000 in the following categories: transportation, streets, public safety, parks, arts, libraries, and sustainability	People Projects \$100,000 Economic Development Youth Education, Programs & Services Infrastructure Projects \$900,000 Public Infrastructure, Safety & Assets Parks, Recreation, & Art	Health & Wellness \$355,460.00 Safety & Environment \$1,039,175.00 Other \$169,950.00 Parks & Recreation \$303,061.00 Arts & Culture \$89,702.22 Streets & Sidewalks \$158,620.00 Total for PB Projects by Category \$2,115,968.00
Amount and % of funds allocated to PB projects	\$1,000,000	\$528,000	\$500,000	\$1,000,000	\$2,400.00 Ward 1: \$697,233.00 Ward 2: \$633,043.00 Ward 3: \$785,692.00 \$2,115,968 first cycle allocations
Amount of additional money allocated to projects and needs identified through PB	N/A	The city decided to increase allocation by \$28,000 to fund the 6 th most popular vote for free outdoor Wi-Fi	N/A	N/A	10% contingency added to all project budgets
Dollar amount spent on PB	N/A	N/A	N/A	N/A	FY 2019 Actual Budget: Personnel Sub-Total = \$198,084.48 Operating Sub-Total = \$83,150.75 Total Spent on PB = \$281,150.75

Recommendations from Evaluation of PB Durham Initiative

As Durham proceeds from the general success of Cycle 1, there are many opportunities for improvement and strengthening of the process. As detailed below, the findings from this evaluation lead to a number of recommendations, namely to 1) continue strengthening and clarifying the process; 2) optimize the process timeline; 3) increase support for outreach and engagement efforts; 4) develop additional stakeholder engagement at each phase of the process; 5) increase availability of accessibility support; 7) leverage the process to promote equity; 8) design and integrate evaluation throughout the process; and 9) utilize increased online and mobile engagement.

1. Clarify rules, roles, responsibilities, expectations and time commitment for all stakeholder groups at each phase of the process

- Develop greater transparency of roles, responsibilities and time commitment for all stakeholder groups throughout the PB process
- Clarify engagement with other city offices and staff early in process, taking advantage of existing expertise and programming
- Next cycle should consider having working meetings so interested people can see what the process looks like prior to signing up to volunteer, maybe this will help with high BD turnover rates and disengagement of Steering Committee.
- Improve clarity of overall goals
- Expand definitions of target and key indicators in future PB cycles

2. Structure and optimize timeline to maximize flexibility and effectiveness of stakeholders

- Manage pressures of deadlines for all stakeholders, notably in proposal development for budget delegates and internal staff committee
- Allocate more staff resources and time to develop and discuss projects, including better facilitation of communication between stakeholder groups during the proposal development phase of the process
- Provide examples of appropriate and successful projects to guide development by stakeholders

3. Increase investment and support for outreach efforts and internal capacity building

- Provide additional resources for the PB Implementation Team to support broader stakeholder engagement, including internally
- Engage in a multi-departmental approach for developing and managing the PB process
- Evaluate geographic divisions (including wards, neighborhoods, and other delineations) for more targeted outreach

4. Develop additional stakeholder engagement at each stage of the process

- Strengthen collaborations among stakeholders
- Facilitate teambuilding among the PBSC
- Reduce attrition rates through clarified rules, expectations, procedures, and constituent relations
- Develop opportunities for mentoring (“Budget Buddy”), particularly with high school participants, to maintain engagement

5. Increase availability of accessibility support at each phase of the process

- Provide adequate resources for accessibility services (e.g. transportation, child care) and promote actively and consistently to minimize barriers to participation
- Develop transportation plan for participants as part of logistical planning, as transportation was the most commonly cited barrier
- Provide accessibility services consistently at all phases of the process to reduce any barriers for equal access of participation of marginalized communities, youth, elderly, and those with disabilities

6. Continue to promote equity in participation in each phase of the process

- Clarify focus of PB process, balancing goal of equity with goal of participation
- Implement common definitions for equity, target demographics, and other key areas of focus across PB processes and promulgate to other city partners
- Use PB to promote awareness of existing needs of historically marginalized communities and a variety of pathways for addressing them
- Increase youth participation in idea submission
- Maintain a focus on youth participation as part of PB goals

7. Integrate PB Evaluation throughout the process

- Develop a consistent evaluation plan and tools to integrate throughout PB phases
- Specifically develop survey questions and metrics to measure equity and participation goals
- Maintain multiple methods and modes of data collection (both qualitative and quantitative)
- Standardize assessment data collection (demographic data) at each interaction or phase

8. Disseminate project and process guidelines to stakeholders

- Provide examples and rubrics for both proposal development and evaluation
- Provide adequate evaluation materials (cost estimate guidelines, vetting guidelines, evaluation matrix, census data, timelines)
- Increase structure for assistance to stakeholders involved in developing realistic and thoughtful proposals that meet the screening criteria
- Provide more detailed proposal format
- Assess options for flexibility in the timeline or resources to support stakeholder groups in this phase who expressed feeling of being rushed

9. Utilize increased online and mobile engagement

- Consolidate and clarify the online presence of Durham PB
- Improve the functionality of the online portal
- Use online and mobile presence to increase engagement, including to support equitable engagement such as with youth, those who use mobile phones only, and other language groups
- Allow idea submitters to revise ideas during early submission process
- Create framework for cooperative proposal development
- Provide examples of successful ideas and processes from cycle, online as well as for distribution and use at public events and workshops
- Provide opportunities for work sessions providing explanations for ideas that were rejected to give feedback loops for improved projects in future cycles

Appendices and Additional Materials

Appendix 1. Primary Research Questions

Topic 1: Idea Collection			
Sub-Question(s)	Measure(s)	Data Source(s)	Response
Did each ward have the same percentage of ideas submitted representative to the eligible population in each ward?	% of residents who submitted ideas in each Ward	Idea Collection Data	No, Ward 1: 290 (56%) Ward 2: 150 (29%) Ward 3: 77 (15%)
Was the length of the idea collection phase adequate?	Survey responses	Surveying/focus group with internal staff committee, PB staff, budget delegates	No feedback was given on the collection phase timeline rather participants highlighted the challenges with using the Mapseed platform to submit ideas, edit ideas, or explain impact of ideas in detail.
Analyze project categories	(submitted vs. actual)	Idea Collection Data	(See above)
Were winning projects reflective of community priorities?	(submitted vs. actual)	Resident Satisfaction Survey, Strategic Plan, Idea Collection Data	Survey respondents do think the winning projects were “somewhat representative” or “very representative” of the needs in specific Wards at 57 or 55% of survey participants.
Which mediums were most effective for advertising?	# of views, likes, impressions, etc.	Social media quarterly analytics, Google analytics,	Word of mouth, social media, and emails were the most effective mediums for advertising.
Would a paper idea collection process have increased equity in the first phase of PB		Surveying/focus group with internal staff committee, PB staff, budget delegates	Given the feedback on the Mapseed online platform, we think it would be beneficial to have a paper idea collection process to increase equity.

Was the timeframe of idea submissions effective?			Results suggest the time frame for idea submission was effective but would be improved with clearer guidance and the ability to refine submitted ideas.
How can the experience be improved for future volunteers (e.g. Budget Delegates, people who attended the training but chose not to be budget delegates, voting station volunteers, etc.)?		Surveying/focus group with PB volunteers (both those who stayed throughout the process and those who dropped out)	Transparency of the time-commitment for Budget Delegates, especially. Proposal development committee structure, effective leadership (budget facilitators) and effective communication with city staff were among the key elements for the effectiveness of proposal development phase.

Topic 2: Proposal Development			
Sub-Question(s)	Measure(s)	Data Source(s)	Response
Was the timeline for proposal development sufficient?		Surveying/focus group with internal staff committee, PB staff, budget delegates	The proposal development phase would have benefited from more time to develop and discuss prospective projects as per budget delegate feedback.
Was the structure of the proposal development calendar sufficient?		Surveying/focus group with internal staff committee, PB staff, budget delegates	Many budget delegates alluded to insufficient information at the start of this phase in regards to the vetting guide, evaluation matrix, and general information about each ward.
Compare the demographics of budge delegates to COD overall	Age, race, address		Budget delegate participation, in regards to race, gender, and age was comparable to COD overall

Effectiveness of evaluative criteria (project evaluation matrix)		(project evaluation matrix) Surveying/focus group with internal staff committee, PB staff, budget delegates	Internal Staff mentioned the effectiveness of the evaluation matrix but the budget delegates found the matrix to be challenging. These groups also lack “effective communication with city staff and budget facilitators”.
Was the cost estimate process equitable?		Surveying/focus group with internal staff committee, PB staff, budget delegates	Internal Staff member, in focus groups sessions, mentioned the making high estimates to be overly conservative on cost because of time and the limit information to make selections
Was the stipend an effective method to reduce attrition?	Budget delegate attendance	PB staff	Attrition rates were not attributed to the stipend. Attrition rates are attributed to committee structure and time to develop proposals.
Was the role of the Steering Committee effective?		Surveying/focus group with internal staff committee, PB staff, budget delegates	Roles, responsibilities, and expectations of the Steering Committee needs to be clear to ensure the effectiveness of the committee.
Were project impact statement effective in communicating project need			N/A
Was digital outreach strategy more impactful than traditional	Social media quarterly analytics report		No, word of mouth was the most impactful to get volunteers and general participation
Did the Cycle 1 winning projects address the goals of PB Durham			Winning projects were representative of the needs and/or wants of the communities and were implemented in marginal communities i.e. Ward 1

How can the experience be improved for future volunteers?		surveying/focus group with PB volunteers (both those who stayed throughout the process and those who dropped out)	Realistic expectations of PB volunteers, a manageable and realistic timeline for the entire PB process, providing sufficient examples and information at each stage of the process would be beneficial (idea submission examples, successful project proposals), a community outreach plan that capitalizes on key figures in the community was a missed opportunity this cycle and would improve participation in future cycles and target demographics.
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Topic 3: Voting			
Sub-Question(s)	Measure(s)	Data Source(s)	Response
Was the timeframe of voting effective?	% of residents who voted in each Ward	Post-Voting Results Census Data	The timeline for voting was effective as not mention of challenges during this phase were mentioned.
Was location of voting events equitable?	demographics of voting locations	List of Voting Locations	In addition to online voting, paper ballots were available in the Durham Public Schools and at PB tables during the voting period
What was the demographic breakdown of participants by voting medium?	Paper vs. online	Post-Voting Results	6,294 online voters and 3,885 paper-ballot voters
Did the absence of a voter registration process increase participation of historically underrepresented groups?		Survey/focus groups	12 survey respondents stated they were ineligible to participate in mainstream election and approximately 54% of these ineligible were PB voters and either submitted ideas or served as budget delegates.
How can the experience be improved for future volunteers?		surveying/focus group with PB volunteers (both those who stayed throughout the process and those who dropped out)	(see recommendations above)

Topic 4: Program Administration			
Sub-Question(s)	Measure(s)	Data Source(s)	Response
Was there adequate staffing?	# of overtime hours paid, # of staff hours, # of meetings per week	PB staff	PB implementation team needs more support. Future cycles of PB should consider a multi-departmental approach to communication and outreach and implementing each phase of the process. PB Durham is a very large and complicated initiative that requires additional support and staffing.
Was the PB budget sufficient?	Utilization rate		The budget in terms of funding projects or implementing PB (operation and personnel) not sure what is being asked here
Should money be split evenly amongst Wards?			Given the number of project proposals developed and on the voting ballot, it would seem like there is greater need in Ward 1 and funds should be distributed in regards to need.
What is an “equitable project” and was it clearly defined?			Defining “equitable” for a project is subjective if not clearly defined and without a point of reference in terms of an example. This was an issue during the vetting process because terms like these weren’t clearly defined which left room for decision-making discretion
How can the experience be improved for future volunteers?		surveying/focus group with PB volunteers (both those who stayed throughout the process and those who dropped out)	Clearer description of expectations conveyed at start of project; increased volunteer recognition (in certificates, ceremonies, etc.);

What is the greater impact of PB Durham in the community?		community surveys, surveys with members of County & City Departments, follow up to see if any proposed projects are implemented by other entities (e.g. county government, private funder)	Grass-roots participation and engagement from targeted groups such as youth, Hispanics, and low income groups. Opening opportunity for community dialogue focusing on equity, engagement, empowerment, and addressing community needs PB Durham has the opportunity to build trust with the community with transparency of the process, expectation, challenges, experiences, and overall efforts to be more equitable in the allocation of resources that directly affect communities.
How can future PB implementation be more transparent with volunteers and Durham residents?		Surveying/focus groups with volunteers, PB voters, and Durham residents	Now that the initial cycle is complete, PB implementers have a frame of reference of what went well and areas for improvement. This acknowledgement will lend to efforts of transparency for volunteers and residents.

Appendix 2. Example Ballot

← → ↻

pbstanford.org/durham2019-d1/ranking

🔍 ☆

PB Durham

Help Profile Log Out Español

You have selected

0 / 10

projects.

Safety and Environment

Goose Creek Tributary Restoration

Street Trees

Wi-Fi Hotspot Picnic Table

Solar Tree and Site Lighting

Durham Housing Authority (DHA) Lighting and Security Cameras

Technology for Durham Public Middle and High Schools

Bus Shelters with Reclaimed Art and Solar Panels

Health and Wellness

LGBTQ Youth Center (lesbian, gay, bisexual, transgender, and questioning)

Streets and Sidewalks

Pedestrian Island at the Intersection of N. Miami Blvd at Juniper and Guthrie St.

Protected Crosswalk from Lakeview Park to Lakeview Secondary School

Carroll Street sidewalk from Lakewood to Morehead

Repair Sidewalks on Gray Avenue

Bus Shelters on Dearborn

Arts and Culture

Instructions

1. Select the projects you would like to support. You can vote for up to **10 projects**.

2. Click the **"Submit My Vote"** button when you're ready to submit.

Submit My Vote...

Safety and Environment

Goose Creek Tributary Restoration

An urban creek restoration and beautification project for the Goose Creek tributary in Northeast Central Durham.

Estimated Cost: \$653,740

Select



Street Trees

Eight neighborhood groups in Durham, NC were identified as high-priority targets for tree planting. The neighborhoods include Old East Durham, Southside/College View, Walltown, Lyon Park, Downtown, Stratford Lakes, Old West Durham and Weavers. Planting street trees in underserved neighborhoods of our community to improve aesthetics, property values, and environmental quality.

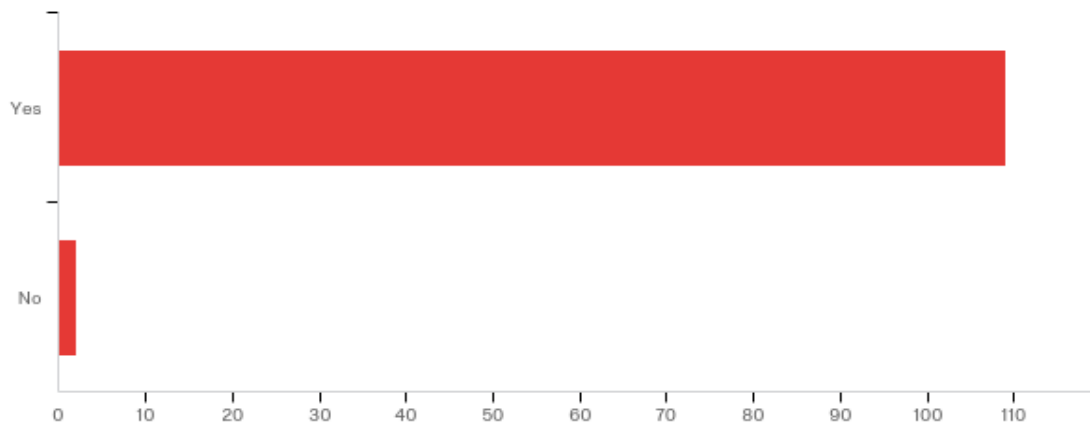
Estimated Cost: \$67,980

Select

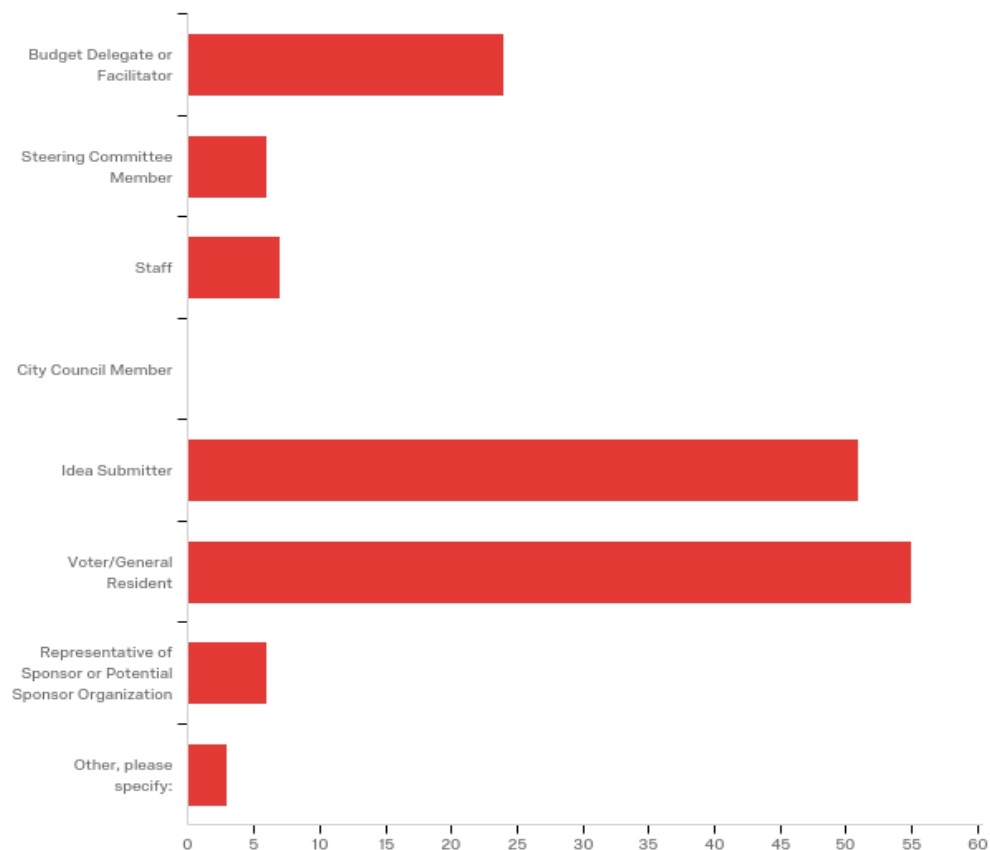
Appendix 3. Survey Report Outputs

NCCU PB Evaluation Survey Report
January 3rd 2020, 10:00 am MST

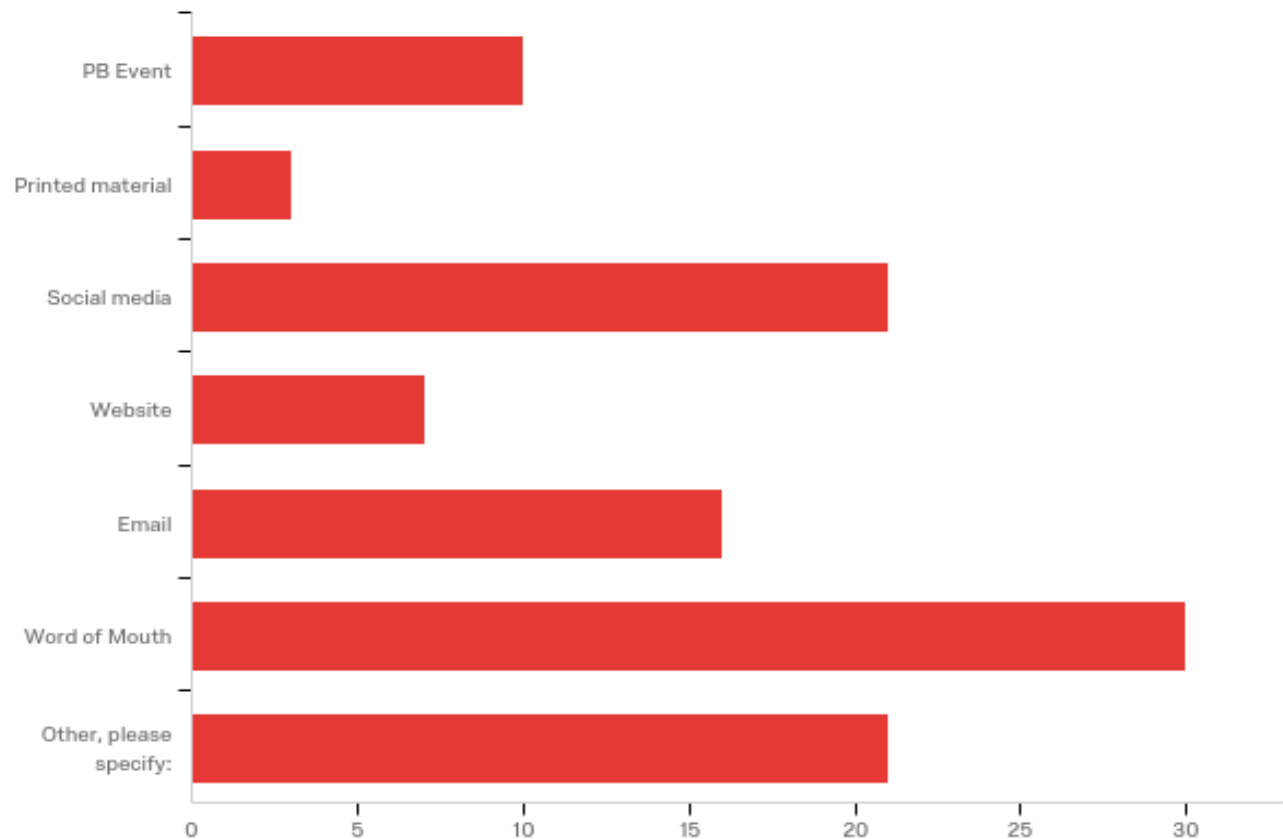
T1 - Do you consent to complete the survey?



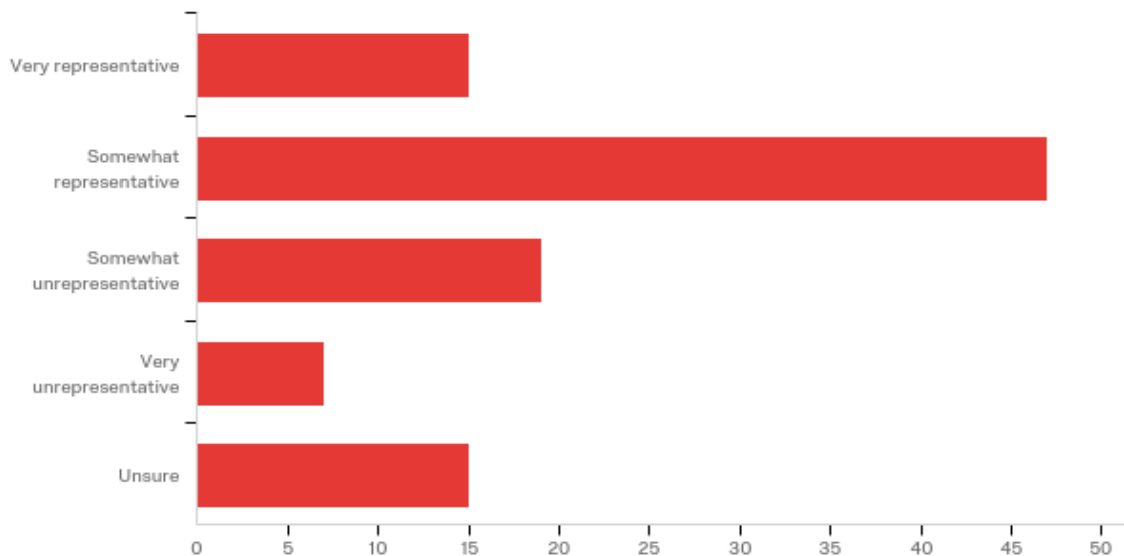
R1 - What are your relationship(s) to the City of Durham's Participatory Budgeting Project? (check all that apply)



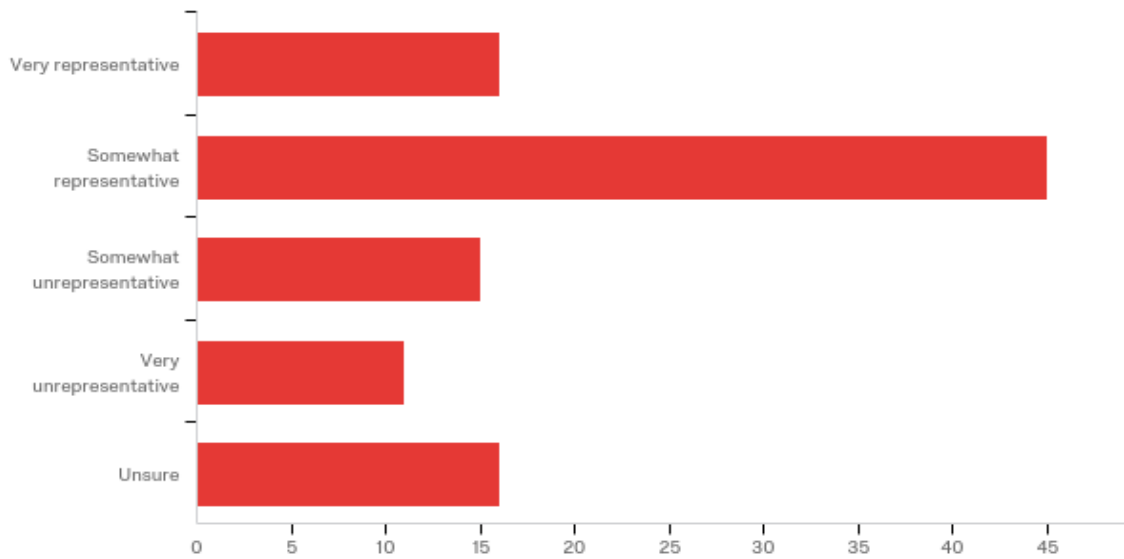
R2 - Where did you first hear about the City of Durham's Participatory Budgeting Project?



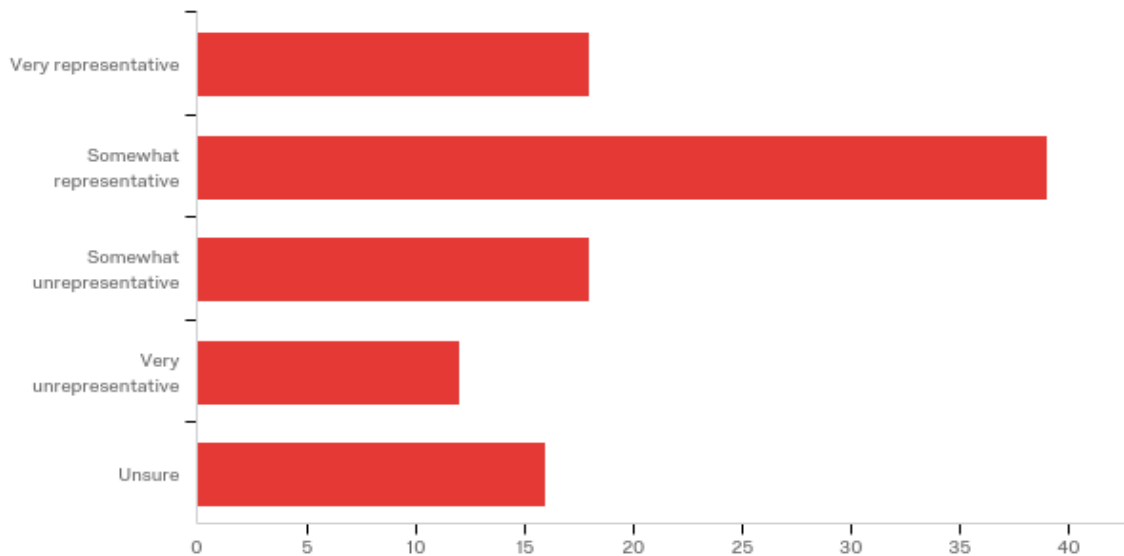
EP1 - To what extent do you believe the ideas submitted were representative of the needs in each ward?



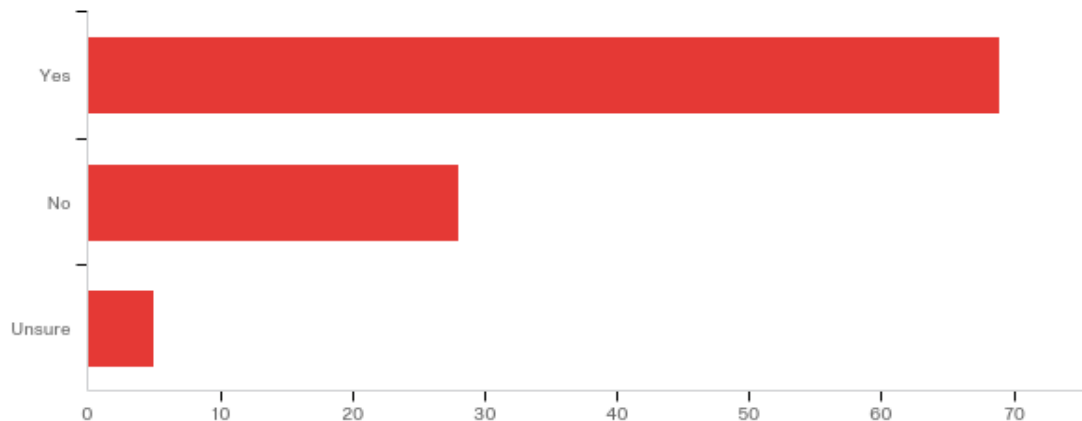
EP2 - To what extent do you believe the eligible projects (on the ballot) were representative of the needs in each ward?



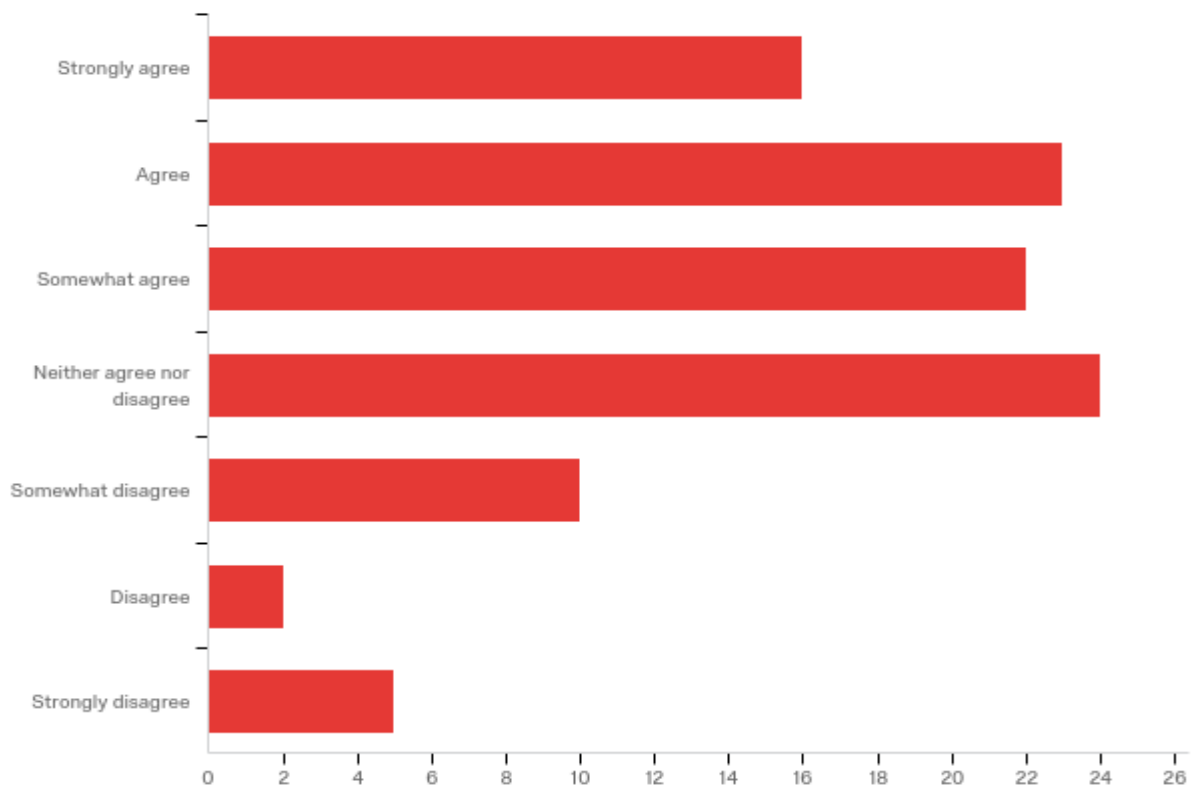
EP3 - To what extent do you believe the winning projects were representative of the needs in each ward?



EP4 - Did the Participatory Budgeting process make you aware of needs in the Durham community that you previously were unaware of?

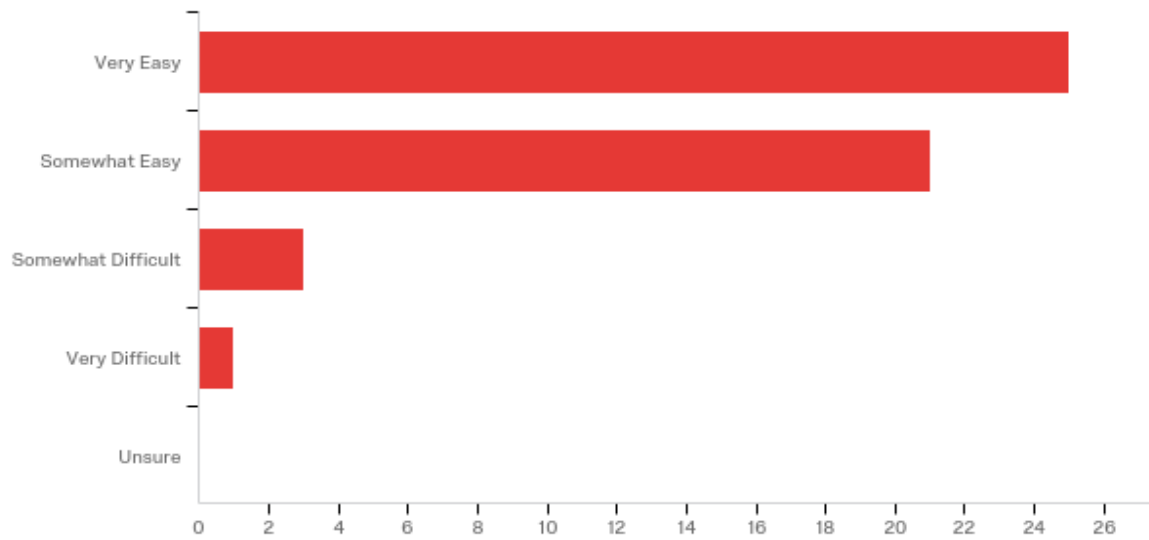


EP5 - To what extent do you agree that the needs of historically marginalized (e.g. underserved or underrepresented) groups or communities were considered during PB decision-making?

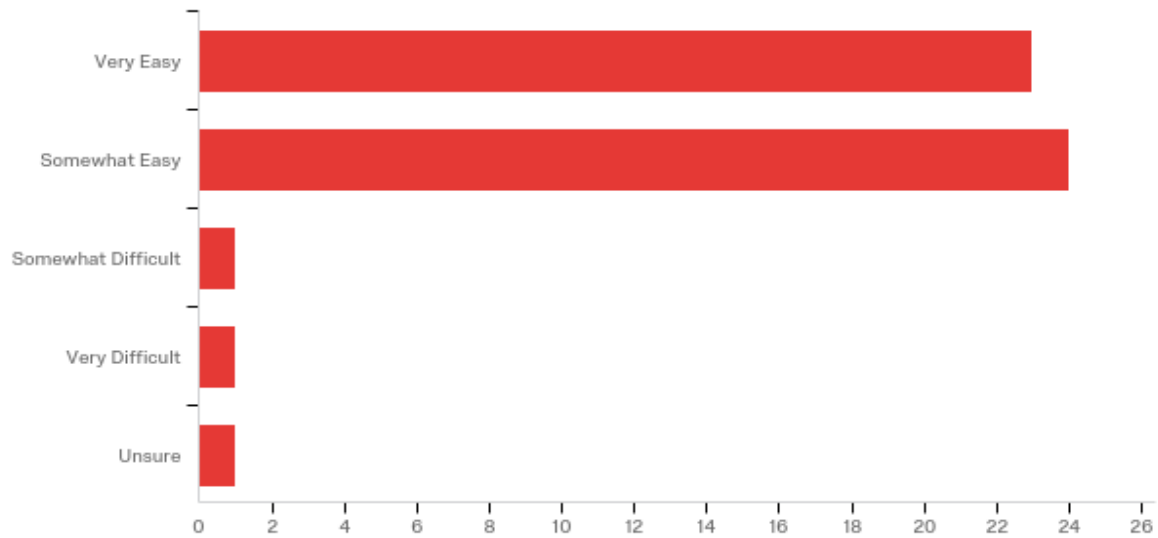


EP6 - Are there changes that could be made to Durham's Participatory Budgeting process which would improve equity (e.g. dedication of resources to historically marginalized, underserved, or underrepresented communities; opportunities for participation by individuals or groups who have not previously engaged with civic processes)?

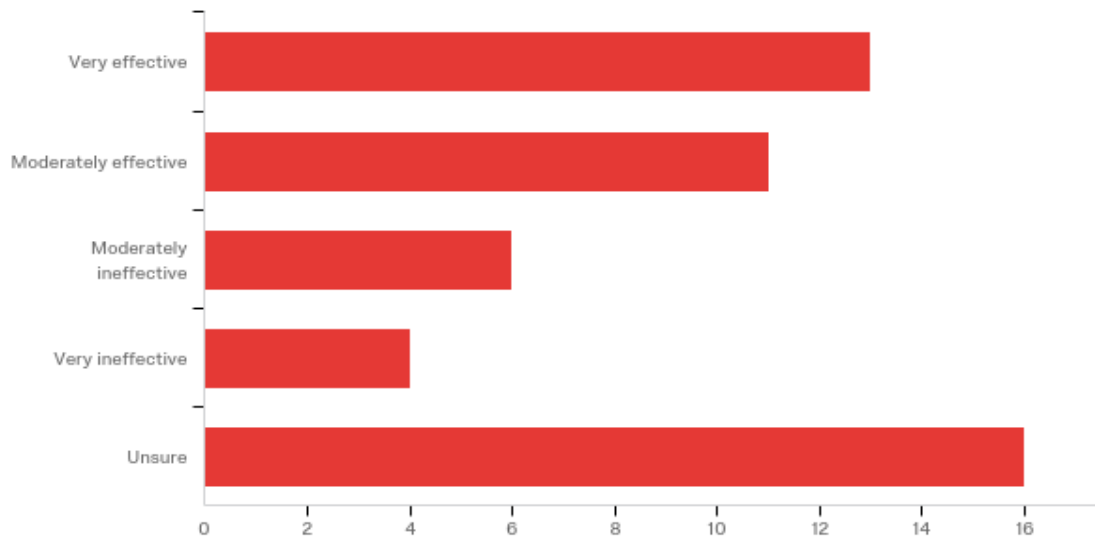
IS1 - How would you describe developing an idea for submission to the Participatory Budgeting Process?



IS2 - How would you describe the idea submission process on the online platform?

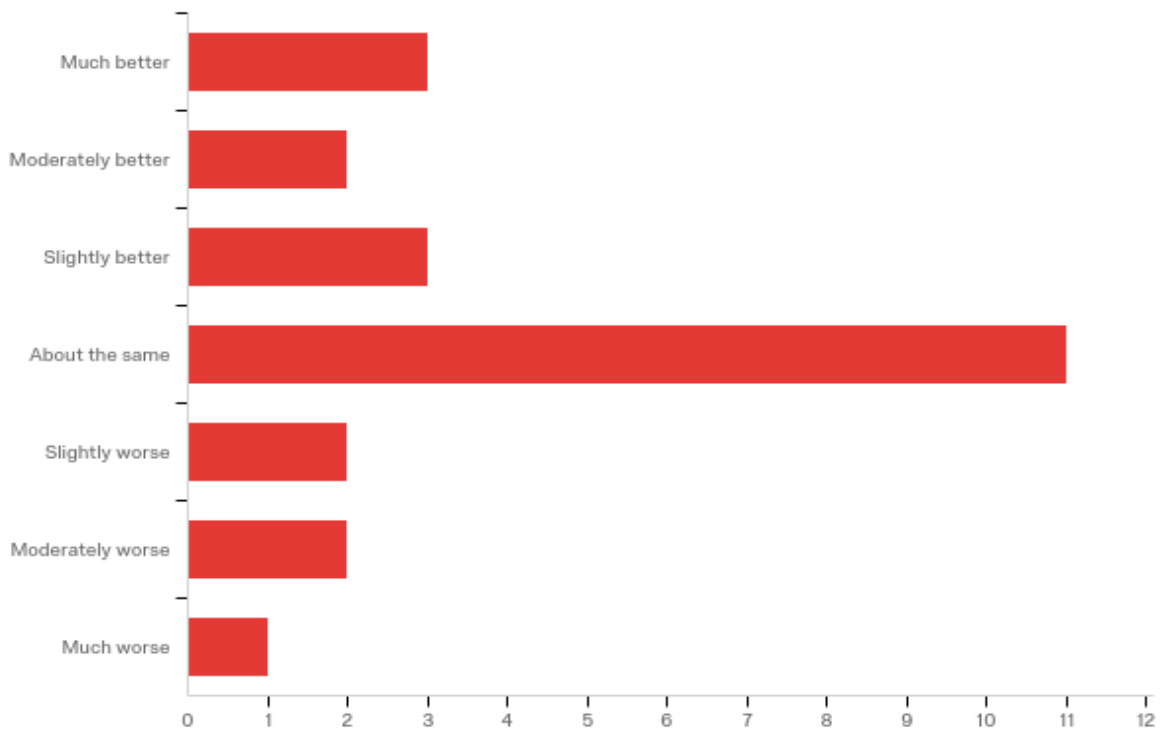


IS3 - How would describe the support of City Staff for idea submission?

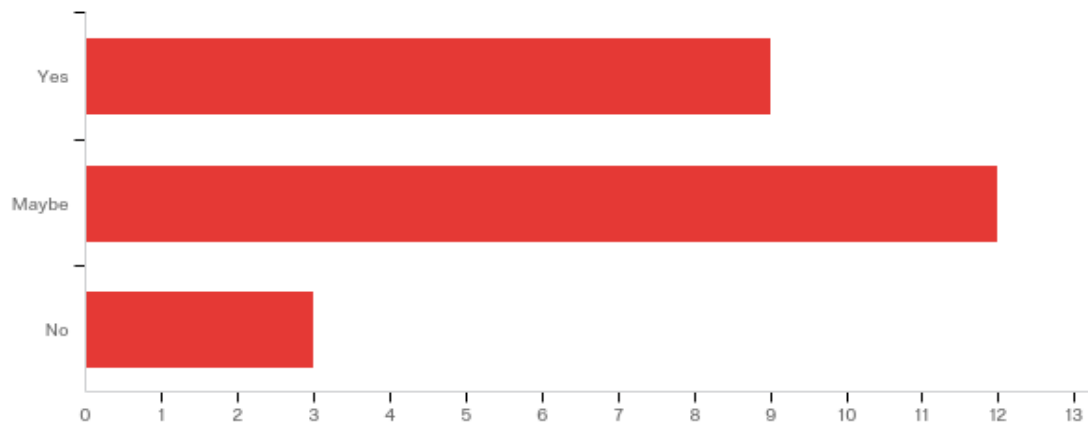


IS4 - Please share any other feedback on the Participatory Budgeting Idea submission process.

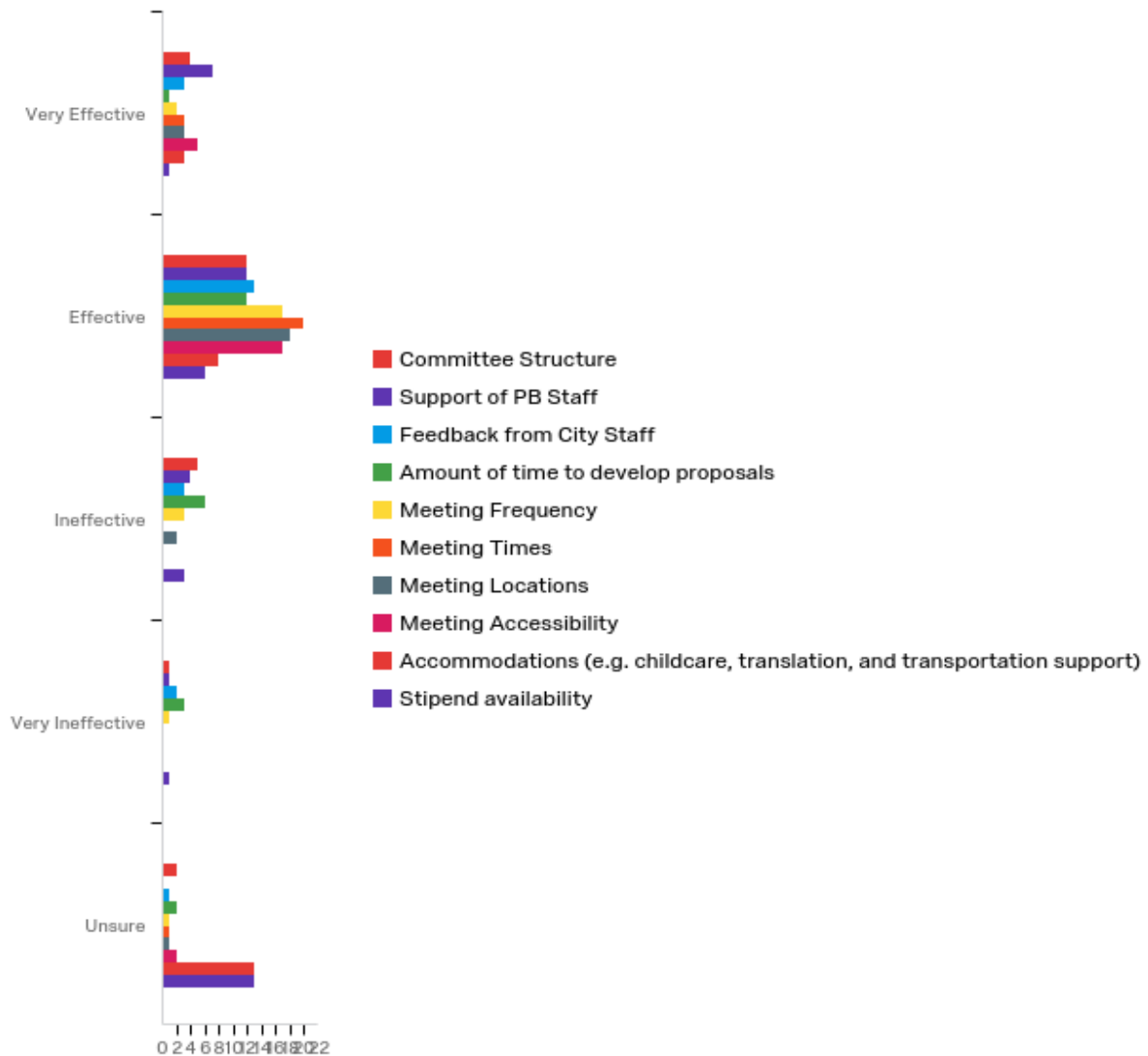
BD1 - How did being a budget delegate or facilitator compare to other experiences you have had as a volunteer?



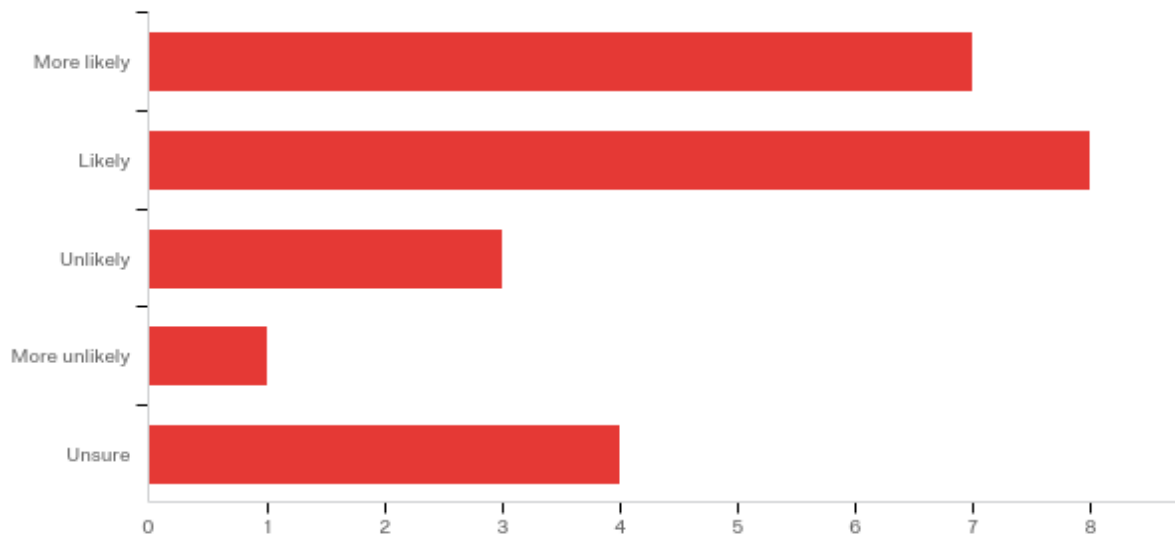
BD2 - Would you participate as a Participatory Budgeting volunteer in the next cycle?



BD3 - Please rate the following elements of the Budget Delegate process for effectiveness?

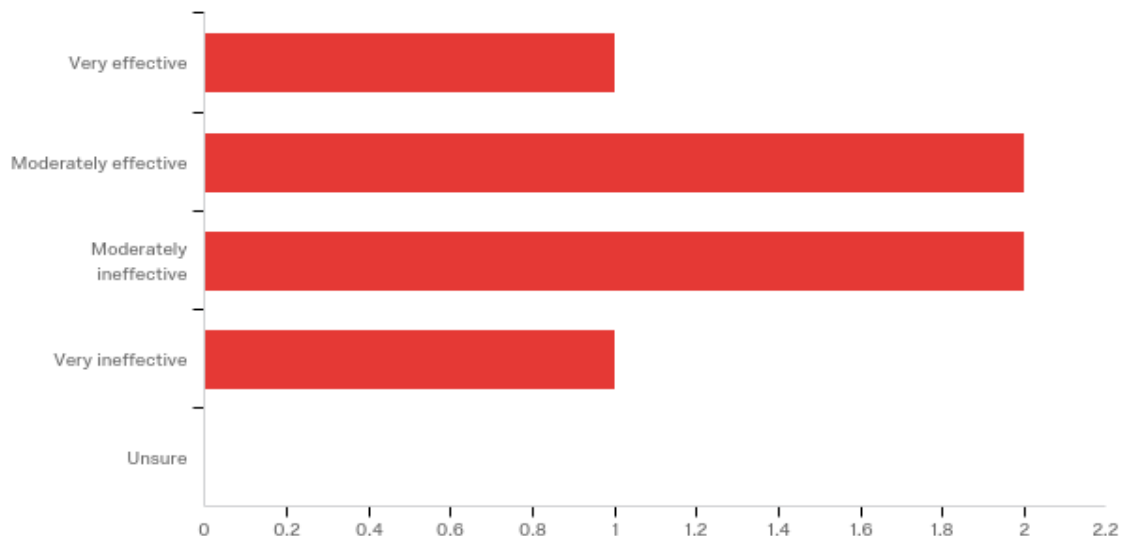


BD5 - How did your experience with Participatory Budgeting change your likelihood of volunteering with the

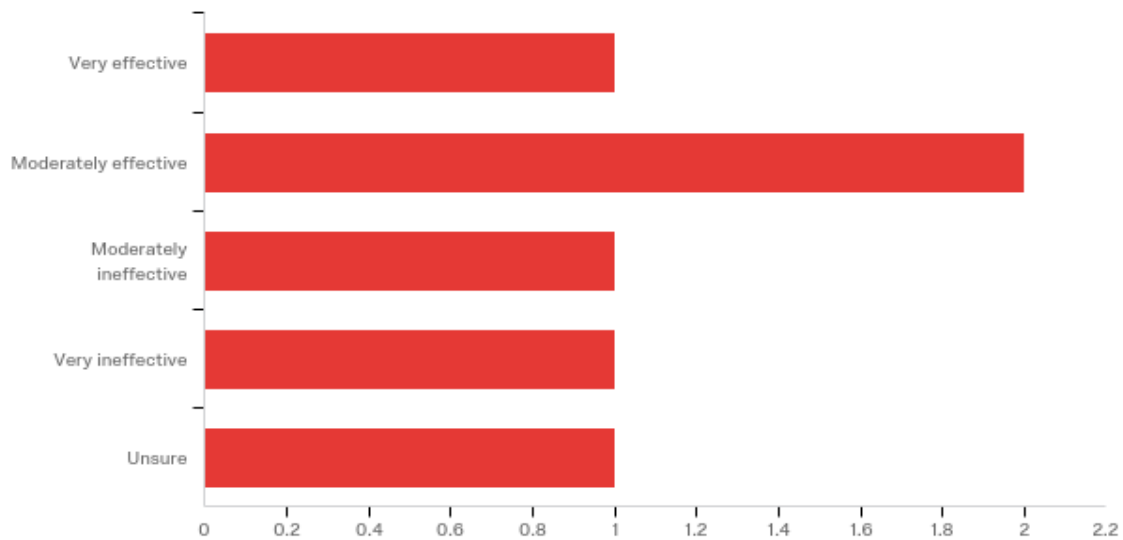


BD6 - Please share any other feedback on the Participatory Budgeting Budget Delegate and Facilitation Process. Are there any barriers to participation in this or future cycles that have not been mentioned?

PS1 - How effective were communications with City Staff?



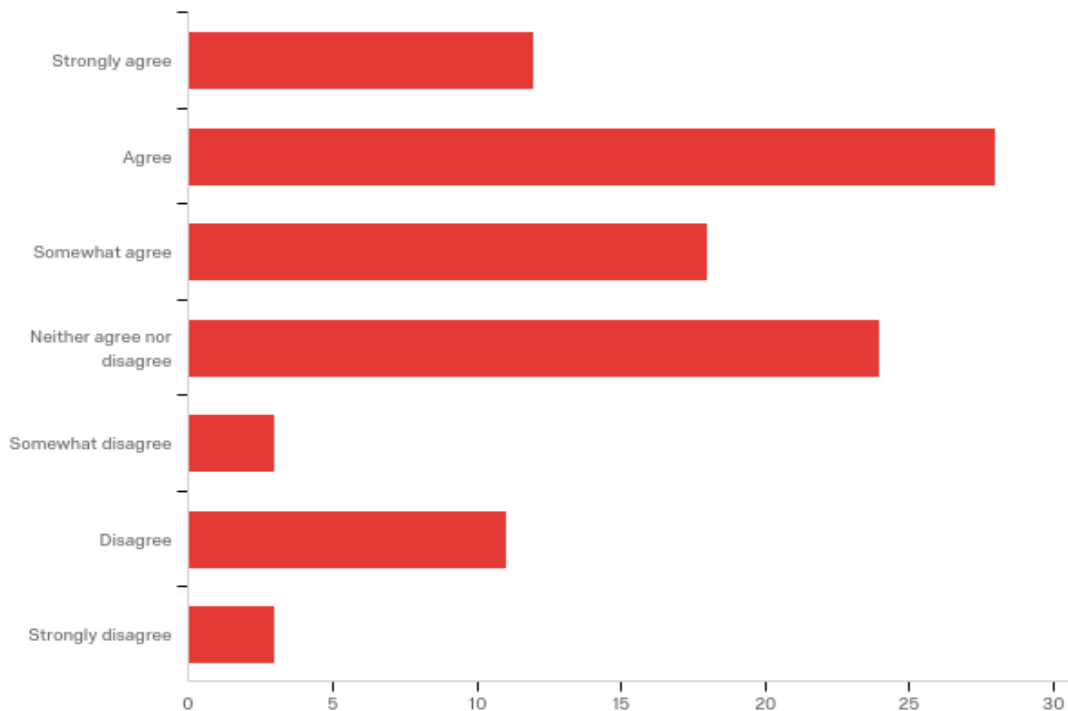
PS2 - How effective were communications with Facilitators?



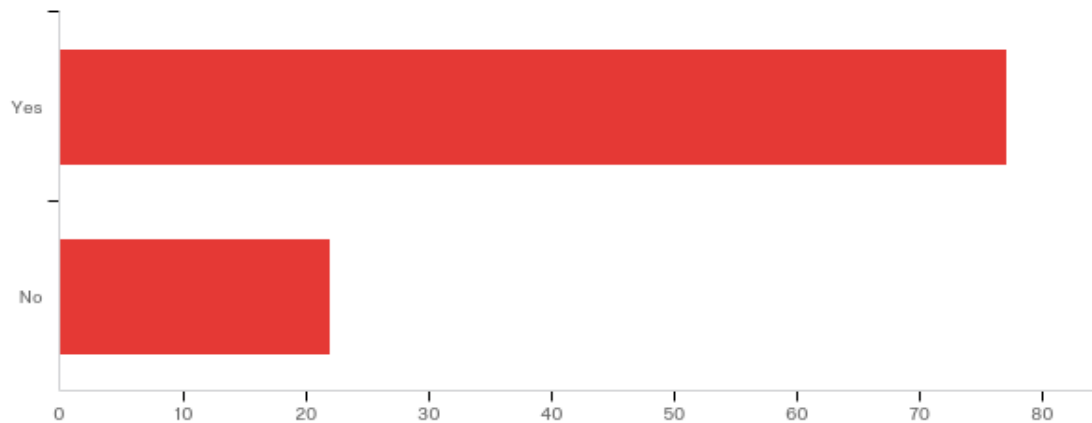
PS3 - Please share any feedback on the Participatory Budgeting process as a Project Sponsor.

Q40 - Outside of any formal scheduled meetings, how many hours in total would you estimate you spent working on participatory budgeting projects (e.g. research, canvassing, consulting with project sponsors and delegates)?

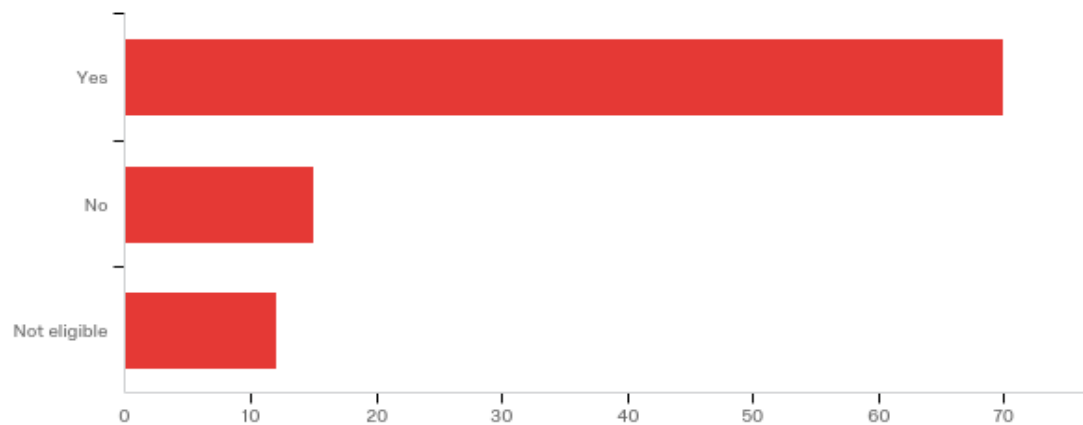
Q41 - To what extent do you agree you understand city processes better after the participatory budgeting process?



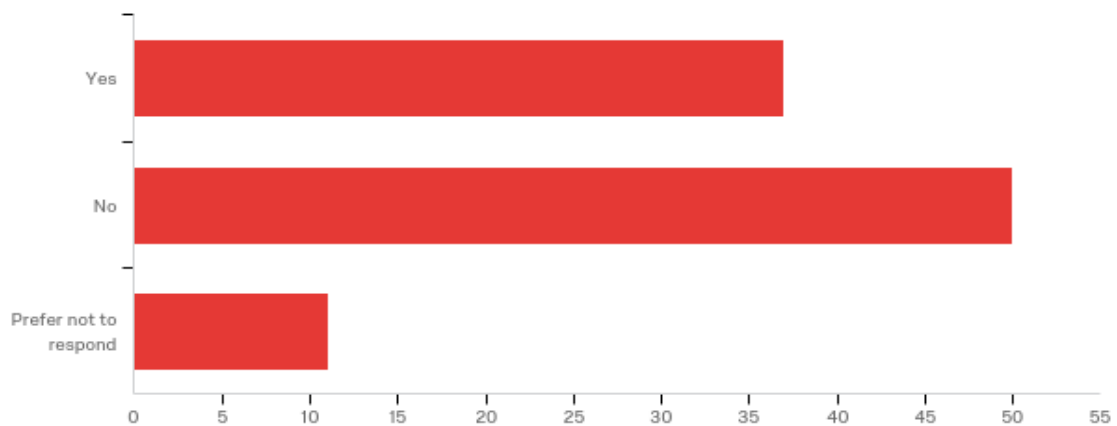
D1 - Did you vote in the 2019 PB process?



D2 - Did you vote in the 2019 Municipal Elections?

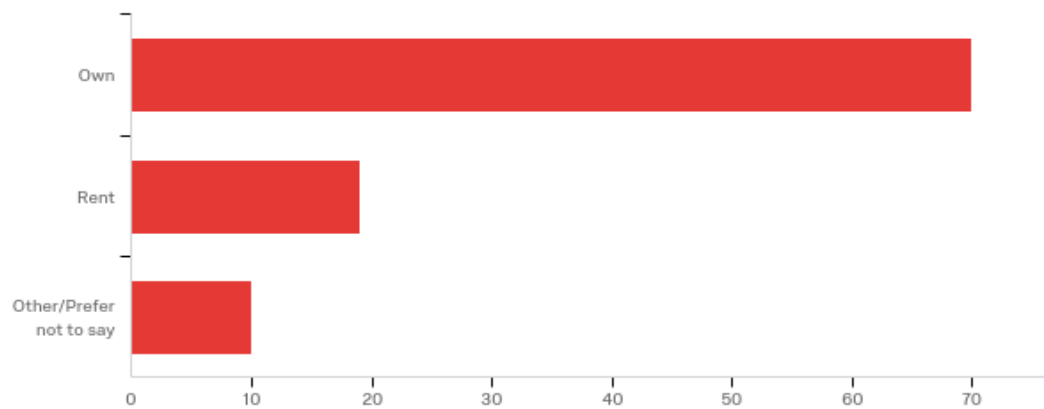


D3 - Do you identify as a member of a marginalized group (e.g. racial/ethnic group, gender identity, sexual orientation, disability, or other characteristic)?

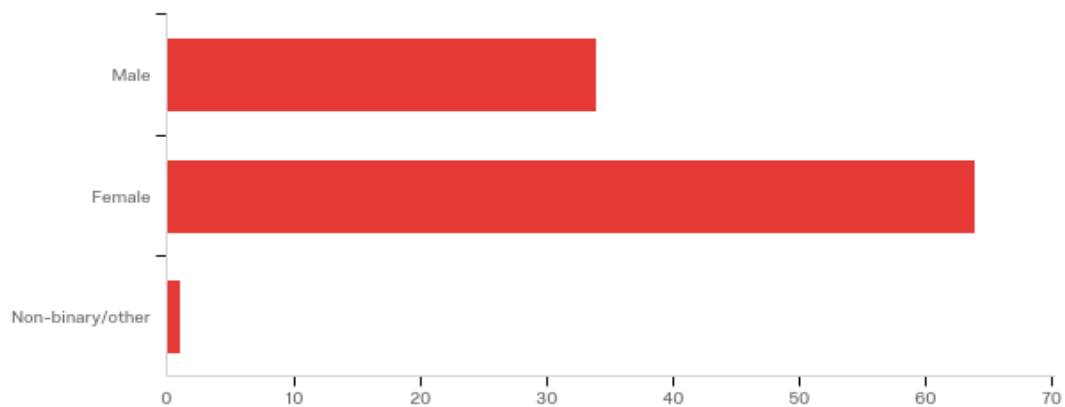


D4 - Approximately how many years have you lived in Durham?

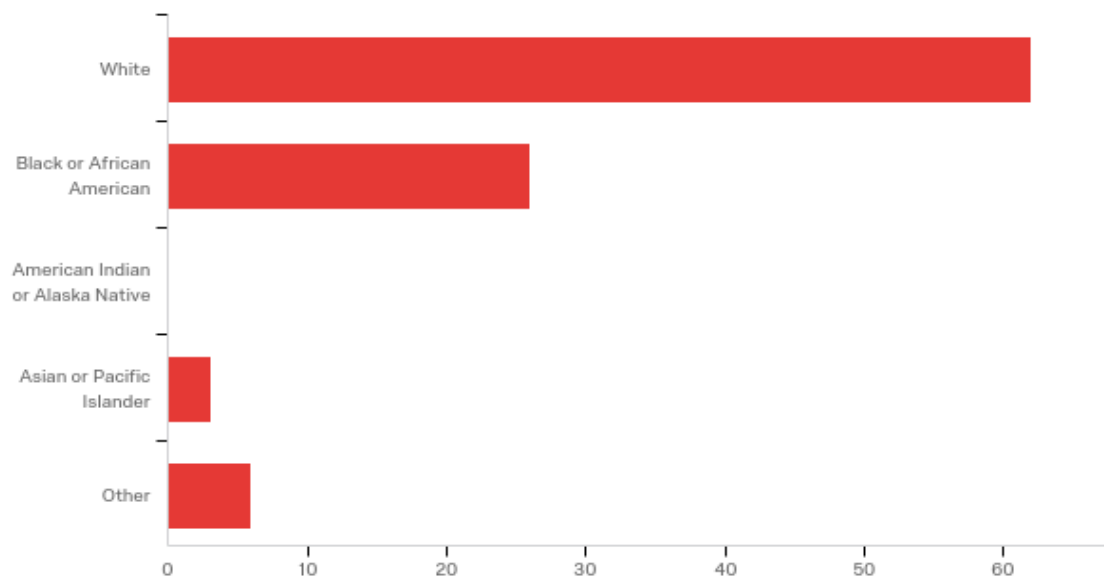
D5 - Do you own or rent your current residence?



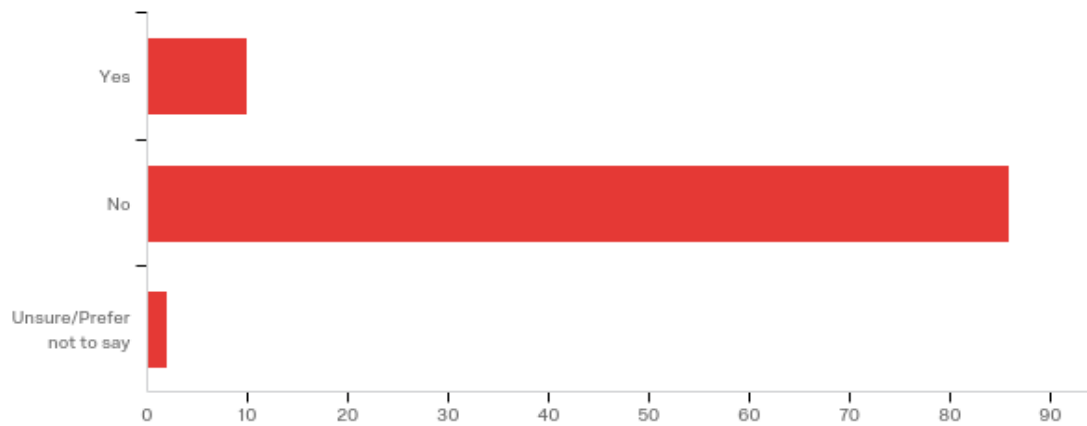
D6 - What is your gender?



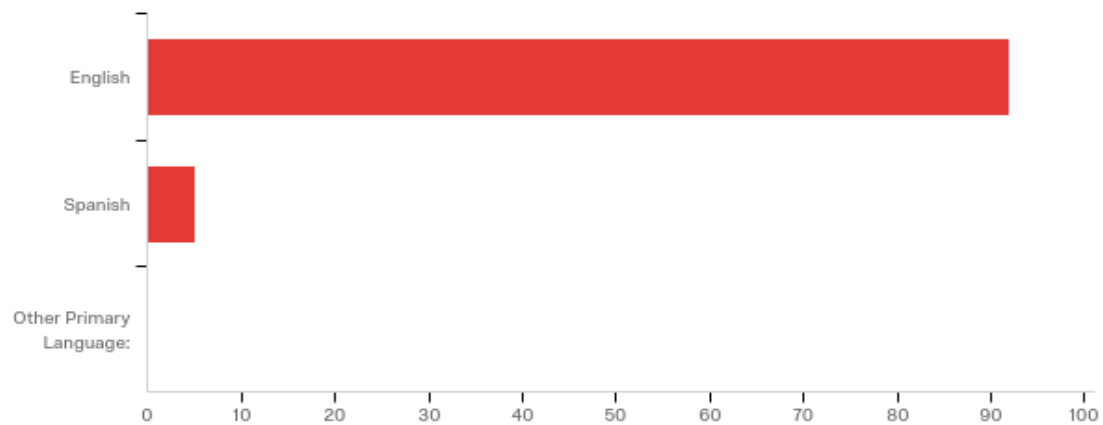
D7 - What best describes your race/ethnicity [Check all that apply.]



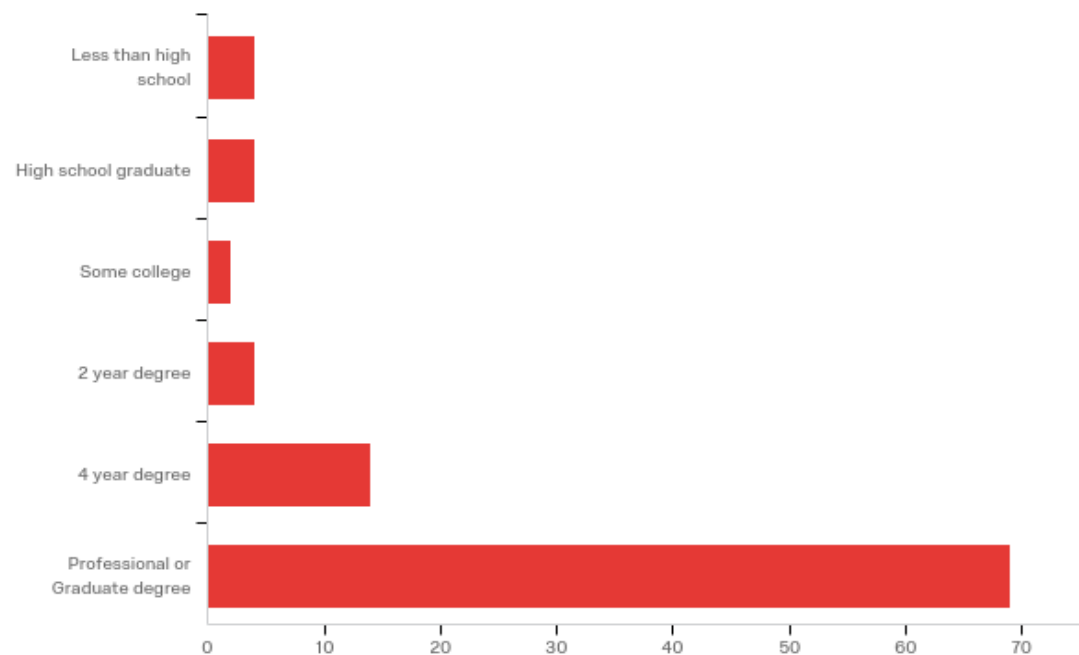
D8 - Are you of Hispanic, Latino, or other Spanish ancestry?



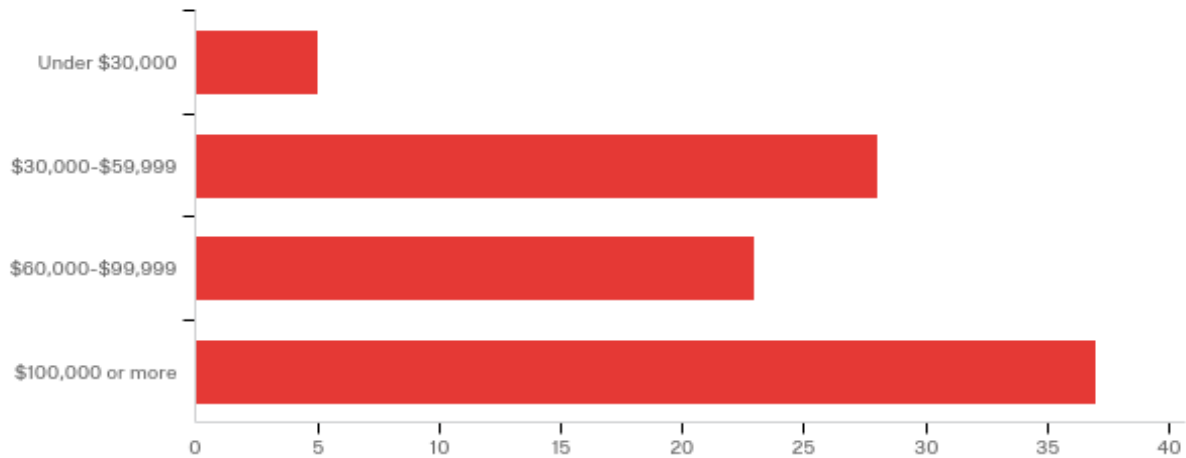
D9 - What is the primary language used in your household?



D10 - What is your level of education?



D11 - Would you say your total annual household income is:



D12 - Please share any other thoughts on the City of Durham Participatory Budgeting process.

Appendix 4. Participant Demographics

Idea Submitter Demographics

Data collected from the online idea submission portal (Mapseed) captured information from all idea submitters who opted to use the digital submission option. Analysis of demographic information in comparison to census data suggests PB Durham did a good job getting a diverse sample of the total population in all age groups except the 18-24 year-olds. This finding suggests that marketing and outreach efforts should focus on attracting or better engaging individuals aged 18-24 suggesting increased efforts on local Colleges and Universities in Durham.

	# of Submissions	% of Submissions	% of Population Census
Age			
Younger than 18	83	15.1%	25.9%
18-24 years old	5	.91%	24.9%
25-29 years old	29	5.3%	9.5%
30-39 years old	103	18.8%	16.4%
40-49 years old	60	10.9%	13%
50-59 years old	32	5.8%	12.1%
60-69 years old	39	7.1%	7.8%
70-79 years old	16	2.9%	3.8%
80 years old and older	2	.36%	2.9%
No answer given	179	32.7%	

**The chart percentages for the "younger than 18" and "18-24" are inaccurate due to Census data groupings of 18-19 year olds

As shown in the chart below, each Ward did not have the same percentage of ideas submitted in each ward. However, the idea submission participants do mirror the overall percentage population percentages as per the census data. Low participation in Ward 3 may have been an intentional finding as this ward is more affluent when compared to the others with a higher percentage of White residents and higher rates of higher education.

	Ward 1		Census	Ward 2		Census	Ward 3		Census
Race/Ethnicity									
Asian	4	1.4%	2.7%	9	6%	4.9%	2	2.6%	7.8%
Black or African American	86	29.7%	48%	38	25.3%	48.3%	11	14.3%	22.1%
Hispanic or Latinx	33	11.4%	19.2%	24	16%	13.3%	8	10.4%	12.9%
American Indian/Alaskan native	7	2.4%		6	4%		1	1.3%	
White	82	28.3%	27.4%	33	22%	30.5%	34	44.2%	54.3%
Native Hawaiian or Pacific Islander	0	0%		0	0%		0	0%	
Other	5	17.2%		5	3.3%		1	1.3%	
No Response	89	30.7%		40	26.7%		20	26%	
Total Submissions	290			150			77		

Respondents may report multiple ethnicities so both number of submissions and percentages may not sum to 100%

The most effective mediums of communication and outreach for survey respondents was word of mouth at 28%, social media at 19% and emails 15%. 19% of survey respondents also identified other forms such as college campuses, neighborhood associations, and council meetings.

Budget Delegates Demographics

Demographic information of budget delegates was provided by administrative data from BD applications. There were over 100 applications received and the final tally of Budget Delegates was 57 with 23 receiving stipends. It is important to understand the effectiveness of offering a stipend in correlation to attrition rates, timeline to develop proposals and the committee structure. Stipend was influenced by committee structure (statistical significance .000) rather than the amount of time to develop proposals. A correlation between attrition rates and committee structure may have significance given the feedback from the open-ended questions on the NCCU survey where budget delegates expressed concerns on the organization of the proposal development phase and the lack of engagement throughout the process.

	Number of Participants	Percentage of Participant
City Council Ward:		
Ward 1	57	50.4%
Ward 2	29	25.7%
Ward 3	14	12.4%
Unsure or prefer not to say	13	11.5%
Gender:		
Female	72	63.7%
Male	37	32.8%
Non-binary or other	2	1.8%
Unsure or prefer not to say	2	1.8%
Race/Ethnicity:		
Black or African American	53	46.9%
White	32	28.3%
Hispanic or Latino	17	15%
Native Indian or Alaska Native	1	.9%
Asian or Pacific Islander	3	2.7%
Other or Mixed Race	6	5.3%
No answer given	1	.9%
Age:		
Under 18	27	23.9%
Over 18	31	27.4%
No answer given	55	44.4%
Stipend Consideration:		
Yes	63	55.8%
No response given	50	44.2%
Gov't Assistance [6 months]		
No	11	9.7%
Yes	8	7.1%
No answer given	94	83.2%
Stipend Recipient		
No Stipend Given	70	79.6%
Stipend Recipient	23	20.4%

PB Voter Demographics

4,768 of the 10,179 voters responded to a survey administered after the vote. This marks a 46.8% response rate. Participation in PB voting was comparable to census data in regards to population demographic in all areas except those younger than 18 and 18-24 year olds.

	Number of Participants	Percentage of Participation	Census Data
Age			
Younger than 18	298	6.3%	25.9%
18-24	328	6.9%	24.9%
25-29	620	13.0%	9.5%
30-39	1433	30.1%	16.4%
40-49	845	17.7%	13%
50-59	555	11.6%	12.1%
60-69	431	9.0%	7.8%
70-79	202	4.2%	3.8%
80 and older	24	0.5%	2.9%
Prefer not to say	28	0.5%	
No answer given	4	0.1%	
Race			
Black or African American	1188	24.9%	21.5%
White	2802	58.8%	69.5%
Native American or Alaska Native	54	1.1%	1.2%
Asian or Pacific Islander	154	3.2%	2.6%
Other or Mixed Race	215	4.5%	2.4%
Unsure or prefer not to say	325	6.8%	
No answer given	29	0.6%	
Ethnicity			
Yes	376	7.9%	8.8%
No	4350	91.2%	
Unsure or prefer not to say	25	0.5%	
No answer provided	17	0.4%	
Gender			
Female	2863	60.0%	51.3%
Male	1654	34.7%	48.7%
Non-binary or other	98	2.1%	
Unsure or prefer not to say	122	2.6%	
No answer given	31	0.7%	
Education			
Less than High School	290	6.1%	
High School Diploma or Equivalent (e.g. GED)	308	6.5%	85.8%
Some college, no degree	372	7.8%	
Associate Degree or Trade School	170	3.6%	
Bachelor's Degree	1454	30.5%	28.4%
Professional or Graduate Degree	2031	42.6%	
Unsure or prefer not to say	100	2.1%	
No answer not given	43	0.9%	
Annual Household Income			
Less than \$20,000	459	9.6%	
\$20,000-\$34,999	485	10.1%	
\$35,000-\$49,999	546	11.4%	
\$50,000-\$74,999	857	17.9%	
\$75,000-\$99,999	651	13.6%	
\$100,000 and more	1573	32.9%	
Unsure or prefer not to say	79	1.6%	
No answer given	117	2.4%	

Tenure			
0-2 years	657	13.7%	
3-5 years	871	18.2%	
6-10 years	779	16.3%	
11-20 years	1157	24.2%	
21-50 years	1064	22.3%	
51 years and more	180	37.7%	
No answer given	13	0.2%	
Not applicable	11	0.2%	
Unsure or prefer not to say	36	0.7%	
Residence			
Homeowner	2815	59%	54.2%
Renter	1561	32.7%	45.8%
No answer given	43	0.9%	
Not applicable	104	2.1%	
Unsure or prefer not to say	245	5.1%	

NCCU Survey Demographics

Respondents to the NCCU follow-up survey of stakeholders (including staff, PBSC, BD, and idea submitters) respondents mirrored the demographic make-up of the City of Durham for the most part however and important finding that should be highlighted is the education levels of survey respondents and reported income levels. In geographic data for Durham, 47.1% of residents are college graduates and the median household income is \$50,420. The chart below indicates 53% of survey respondents with a household income of more than \$60,000 and education levels at the professional or graduate degree at 61%.

	Number of Participants	Percentage of Participation	Census Data
Gender			
Male	34	30%	47.7%
Female	64	56.6%	52.3%
Non-Binary or other	1	0.8%	
Race/ethnicity			
White	62	54.9%	46.4%
Black or African American	26	23%	38%
American Indian or Alaska Native	0	0.00%	0.5%
Asian or Pacific Islander	3	2.7%	4.6%
Other	6	5.3%	
Hispanic			
Yes	10	8.8%	13.5%
No	86	76.1%	86.5%
Unsure or prefer not to say	2	1.8%	
Residence			
Own	70	61.9%	54.2%
Rent	19	16.8%	45.8%

Other or prefer not to say	10	8.8%	
Primary Language			
English	92	81.4%	
Spanish	5	4.4%	
Education			
Less than high school	4	3.53%	
High school graduate	4	3.53%	
Some college	2	1.7%	
2 year degree	4	3.53%	
4 year degree	14	12.4%	
Professional or Graduate degree	69	61%	
Household Income			
Under \$30,000	5	4.4%	
\$30,000-\$59,999	28	24.7%	
\$60,000-\$99,999	23	20.3%	
\$100,000 or more	37	32.7%	
Tenure			
0-2 years	13	11.5%	
3-5 years	11	9.7%	
6-10 years	20	17.7%	
11-20 years	27	23.9%	
21-50 years	18	15.9%	
50 or more years	5	4.4%	

% based on 113 survey respondents not just the respondents for that particular question

Appendix 5. Focus Group Scripts

NCCU Participatory Budgeting Evaluation Focus Group Script

Introduction and Consent

[Introduction of Dr. Diggs, Dr. Paul, and any students]

This activity supports the evaluation of the City of Durham's Participatory Budgeting Process. The data collection has been approved by North Carolina Central University's Institutional Review Board.

[Share consent text and form]

Introduction of Ground Rules

Thank you for participating in this focus group. In addition to the survey, this is another way we can learn about your experience and perception of the participatory budgeting process in Durham.

In today's focus group, we ask that you be respectful of your colleagues, by both sharing your own perspective and allowing others to share theirs. Keep your answers succinct and allow everyone a chance to speak, so that everyone may contribute.

Primary Questions (and potential follow-up questions)

- What are strengths of the 2018-2019 participatory budgeting process in Durham?
- What are weaknesses of the 2018-2019 participatory budgeting process in Durham?
- How would you describe the effectiveness of the Steering Committee?
 - How effective were staff in supporting the Steering Committee?
- How did decision making work, with regards to goal setting, project evaluation, etc.? Was there equal participation and representation?
- How would you say the Participatory Budgeting Process has or can demonstrate or influence the goal of equity in the City of Durham?
 - Did the evaluative criteria and selection process promote equity?
 - Was there a clear and shared definition of equity?
 - How well did the projects proposed, presented, and selected represent the needs of the population of Durham?
- How do you think this project will affect participation in elections and other local governance activities by you and other volunteers?
 - How did this experience compare to other experiences of volunteering?

Secondary Questions

- How would you describe the role of non-governmental or community based organizations in the Participatory Budgeting Process?
- How did the 2018-2019 participatory budgeting process compare to other civic processes you have observed in Durham?
- How do you value the projects selected in relation to community need and other projects implemented by the City of Durham?
- Did the experience introduce you to individuals or populations beyond your prior network?
- What other thoughts would you like to share about your experience with the Participatory Budgeting Process?

Appendix 6. PB Budget FY 2020

ORG	OBJ	DESCRIPTION	FY 2018 ACTUAL	FY 2019 ADOPTED	FY 2019 REVISED	FY 2019 ACTUAL YTD	FY 2020 ADOPTED
06200000	711100	FULL TIME PERSONNEL	\$ -	\$ 123,422.00	\$ 144,747.00	\$ 140,092.94	\$ 140,358.00
06200000	711200	PART-TIME PERSONNEL	\$ -	\$ 72,000.00	\$ 14,900.00	\$ 6,832.50	\$ 72,000.00
06200000	711300	OVERTIME	\$ -	\$ -	\$ 2,500.00	\$ 2,955.39	\$ -
06200000	711600	LONGEVITY	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	713000	CONTRACTUAL PERSONAL SERVICES	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	714010	FICA EXPENSE	\$ -	\$ 7,654.00	\$ 7,654.00	\$ 9,105.15	\$ 8,530.00
06200000	714020	MEDICARE EXPENSE	\$ -	\$ 1,791.00	\$ 1,791.00	\$ 2,129.36	\$ 1,995.00
06200000	714110	LIFE INSURANCE	\$ -	\$ 208.00	\$ 208.00	\$ 243.54	\$ 239.00
06200000	714130	DENTAL INSURANCE PREMIUM	\$ -	\$ 730.00	\$ 730.00	\$ 671.33	\$ 821.00
06200000	714140	MENTAL HEALTH INSURANCE PREMIU	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	714150	HEALTH INSURANCE	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	714152	WELLPATH CITY SUPPLEMENT	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	714153	WELLPATH EMPLOYEE PREMIUM	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	714165	ICMA RET HEALTH SAVINGS PLAN	\$ -	\$ -	\$ -	\$ 1,682.91	\$ 2,048.00
06200000	714170	SELF FUNDED HEALTH INS CITY PD	\$ -	\$ 15,248.00	\$ 15,248.00	\$ 16,132.86	\$ 19,384.00
06200000	714210	RETIREMENT CONTRIBUTIONS-LGERS	\$ -	\$ 9,567.00	\$ 9,567.00	\$ 11,086.12	\$ 10,878.00
06200000	714240	SPECIAL LAW ENFORCEMENT 401(K)	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	714241	NON-LAW ENFORCEMENT 401-K	\$ -	\$ 6,172.00	\$ 6,172.00	\$ 7,152.38	\$ 7,018.00
06200000	714701	CAR ALLOWANCE	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	714702	CELLPHONE	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	719000	TEMPORARY PERSONNEL SERVICES	\$ -	\$ -	\$ -	\$ -	\$ -
		PERSONNEL SERVICES	\$ -	\$ 236,792.00	\$ 203,517.00	\$ 198,084.48	\$ 263,271.00
06200000	720100	OFFICE SUPPLIES	\$ -	\$ 14,670.00	\$ 2,370.00	\$ 2,133.41	\$ 2,000.00
06200000	720101	POSTAGE	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	720110	PRINTING & DUPLICATION	\$ -	\$ 12,000.00	\$ 500.00	\$ -	\$ 1,500.00
06200000	720112	PRINTING-INTERNAL SERVICES	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	720113	PRINTING-EXTERNAL SERVICES	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	722100	COMMUNICATIONS	\$ -	\$ -	\$ 1,505.00	\$ 1,501.03	\$ 1,200.00
06200000	722101	LOCAL TELEPHONE SERVICE	\$ -	\$ 1,200.00	\$ -	\$ -	\$ -

06200000	722102	LONG DISTANCE TELEPHONE SERVIC	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	722103	TELEPHONE SYSTEM MODIFICATION	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	722110	IPT TELEPHONE CHARGES	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	723300	COMPUTER MAINTENANCE & REPAIRS	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	723330	SOFTWARE NFA NRC	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	724000	TRAVEL	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	724040	PARKING CHARGES	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	724100	TRAINING & RELATED TRAVEL	\$ -	\$ -	\$ 1,050.00	\$ 988.00	\$ 1,500.00
06200000	724500	SUBSCRIPTIONS	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	725000	PROFESSIONAL SERVICES	\$ -	\$ 30,000.00	\$ 77,300.00	\$ 57,913.04	\$ 35,000.00
06200000	728400	NON-FIXED ASSET EQUIPMENT	\$ -	\$ 3,400.00	\$ 2,000.00	\$ 170.23	\$ 250.00
06200000	728408	NON-FIXED ASSET COMPUTER SOFTW	\$ -	\$ -	\$ -	\$ -	\$ -
06200000	728800	OTHER OPERATING COSTS	\$ -	\$ 1,500.00	\$ 1,550.00	\$ 1,428.00	\$ 1,500.00
06200000	728804	GENERAL & ADMINISTRATIVE	\$ -	\$ -	\$ 20,100.00	\$ 19,017.04	\$ 12,250.00
		OPERATING	\$ -	\$ 62,770.00	\$ 106,375.00	\$ 83,150.75	\$ 55,200.00
		GRAND TOTAL	\$ -	\$ 299,562.00	\$ 309,892.00	\$ 281,235.23	\$ 318,471.00

Appendix 7. Institutional Review Board Approval



Institutional Review Board

August 1, 2019

Christopher Paul, PhD, Assistant Professor of Public Administration
Department of Public Administration
North Carolina Central University
1801 Fayetteville Street
Durham, North Carolina 27707

Re: Approval of Research Involving Human Subjects

Dear Dr. Paul:

As required by University policy the Institutional Review Board (IRB) has reviewed your research protocol, *"Participatory Budgeting Process and Community Engagement in Durham, NC."* This study has received IRB approval.

Your IRB approval number is **1201483**. This approval will expire on **August 2, 2020**.

This research study is exempt from the Federal Policy for Protection of Human Research Subjects under 45 CFR 46.101 (b)(2). As such, this study is not subject to the requirement for annual review by the IRB. You are, however, required to obtain IRB approval for any revisions or modifications to your original project description prior to implementation of those changes.

You are responsible for reporting any unanticipated events involving risks to research participants or others.

You are responsible for notifying the IRB when the research study is completed or discontinued.

Failure to renew your research study on or before August 2, 2020 will result in the suspension and/or termination of your research.

If additional information is needed, please contact the Office of Research Compliance & Technology Transfer at IRB@ncsu.edu. A hard copy of this letter will be held in the Office of Research Compliance & Technology Transfer (309 Hubbard-Totton Building). We wish you the best in your endeavor.

In Truth & Service,

DeWarren K. Langley, JD, MPA
Research Compliance Manager

cc: S. Nicole Diggs, PhD, Assistant Professor of Public Administration, Department of Public Administration

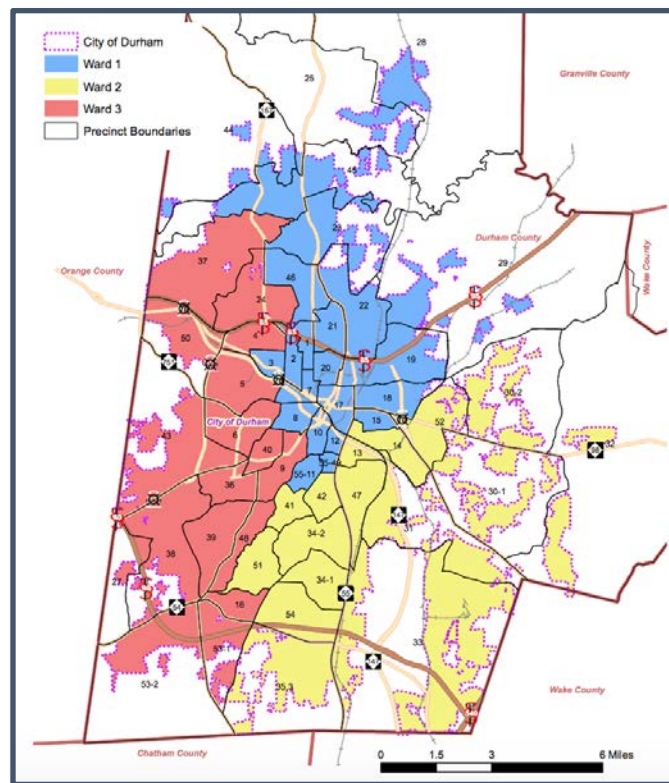
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City of Durham Participatory Budgeting (PB) Handbook

FY 2018 - FY 2020

CREATED BY: OUR CITY, OUR VOICE



PARTICIPATORY BUDGETING
Budget & Management Services

CITY OF DURHAM

ABOUT DURHAM PARTICIPATORY BUDGETING

Durham Participatory Budgeting (Durham PB) is the first cycle of participatory budgeting launched by the City of Durham. Residents of the city of Durham and students in Durham schools, colleges, and universities aged 13 and older will directly decide how a portion of the city budget will be spent through participation in the budgeting process. Durham PB was created by an ordinance passed by Durham City Council on May 21, 2018. This process will be implemented by City of Durham staff members from the Office of Budget and Management Services in partnership with the Neighborhood Improvement Services department. Implementation will also be supported by collaboration and input from staff and departments across city government. A Steering Committee has been appointed by the Durham City Council to lead the process and is comprised of residents. Two city council members will act as liaisons between the Durham PB process and the Durham City Council.

The Steering Committee has set the following intended outcomes for this process:

Durham Participatory Budgeting is intended to be a process that transforms harm and shifts power dynamics in the city of Durham in a meaningful way. This will be done by:

- **Supporting people to participate in the process that have never participated in civic processes before;**
- **Ensuring resources are allocated that correct past harm;**
- **Funding projects that meet the needs of the most impacted communities.**

As a result of Durham PB, conditions in Durham will be better than before for those that have previously been the most excluded from access to decisions and resources.

In order to achieve these outcomes, the Steering Committee will work with the implementation team to build a process that is truly representative of and transparent and accountable to the Durham community as a whole.

THIS HANDBOOK

This handbook contains information necessary to understand in and engage with Durham Participatory Budgeting. It was designed by the Steering Committee with input from City of

Durham staff and City Council, with the assistance of the technical assistance provider, Our City Our Voice. Changes to the handbook can be made by a vote of the Steering Committee.

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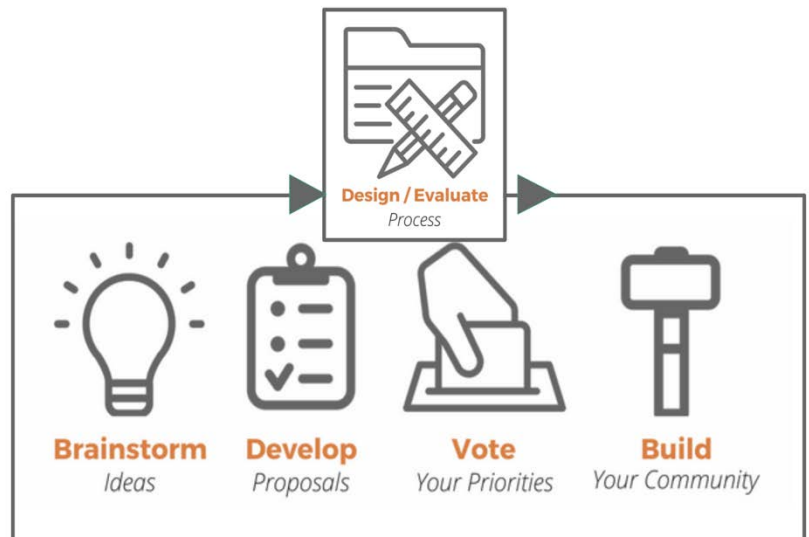
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WHAT IS PARTICIPATORY BUDGETING?

Participatory budgeting (PB) is a democratic process where residents get to directly decide how to allocate money that is supposed to benefit them.

Originating in Porto Alegre, Brazil in 1989, it is a way for members of a community to work together to better meet the needs of all residents. Through PB, people find new ways of interacting with government and institutions that center the needs of residents in decision-making in order to create better solutions for all.

Practiced in the United States since 2009, PB is most commonly used with public dollars with local governments. But around the world PB has been used to bring community control to decision-making in nonprofits, schools, universities, philanthropic institutions, and community organizations as well.



DURHAM PB STEERING COMMITTEE AND STAFF

Steering Committee

Ward 1	Ward 2	Ward 3
Raymond Eurquhart	Tiffany Elder	Sheila M. Arias Abonza
Susan E. Goodman	Kyla Hartsfield	Chantelle Fisher-Borne
Marion T. Johnson	Henry C. McKoy	Thomas F. Fletcher
Raymond T. Palma	A.J. Williams	Natalie S. Murdock
José A. Romero	Sarah Mye	Jessica C. Uba

Steering Committee Leadership Team		
Chair	Tiffany Elder	Ward 2
Co-Chair	Sheila M. Arias Abonza	Ward 3
Secretary	Raymond T. Palma	Ward 1

Durham PB Implementation Team (PB Team)

Bertha Johnson, Budget Director, BMS

Andrew Holland, Budget Engagement Manager, BMS

Robin Baker, Budget Engagement Coordinator, BMS

Durham PB Liaisons to City Council

Jillian Johnson, Mayor Pro Tempore, At-Large Council Member, First Liaison

Javiera Caballero, At-Large Council Member, Alternate Liaison

HOW TO CONTACT DURHAM PB

Mailing Address: Durham Participatory Budgeting, Budget and Management Services, 101 City Hall Plaza, Durham, NC 27701

Phone: 919-560-4111

Email: pbdurham@durhamnc.gov

Facebook, Twitter, Instagram: @PBDurhamNC

Website:

www.pbdurham.org

pbdurham@durhamnc.gov

@PBDurhamNC

GOALS FOR DURHAM PB

The information gathered through the Introduction to PB Workshop and debrief was used to develop the Writing the Rules workshop, which took place in October 2018. In this workshop, the Steering Committee learned the framework set by the City Council, defined key terms for the process, set goals and metrics, and determined their method of work. The definitions set by the Steering Committee are included in the Glossary section of this handbook.

Values and Guiding Principles

The values and guiding principles are the cornerstones that determine how the process should be carried out in order to achieve its goals.

- **Inclusion** – the process should be conducted to ensure that participants who have experienced historic exclusion based on race, age, household income, gender, ability, or legal status reflect a greater participation in Durham PB than in other processes.
- **Correcting Harm** – in order to contribute to equity among the residents of Durham, this process must result in projects that have a greater impact on residents who have less resources than the average for the city as a whole, or who have experienced harm as a result of discrimination based on race, age, ability, household income, gender, or voter registration status.
- **Empowerment** – the process should alter power dynamics in our community by providing resources, information, and tools that increase residents' ability to communicate their priorities and interests and that enhance the ability of city staff and elected officials to respond effectively.
- **Community Building** – the process should build community by creating opportunities for sharing diverse perspectives, building mutual trust and by operating with integrity.
- **Transparency** – in order for the process to be effective, information about the process must be timely, accurate and adapted to ensure that it is accessible to diverse audiences.

Goals

By the end of this cycle, Durham PB should have accomplished the following things:

1. Projects that serve the most marginalized communities are implemented as a result of this process.
2. Build greater equity throughout the City of Durham by allocating resources in ways that correct past harm.
3. Engage more diverse populations in making decisions about how resources are used.
4. Increase overall engagement in decision making in the city of Durham.

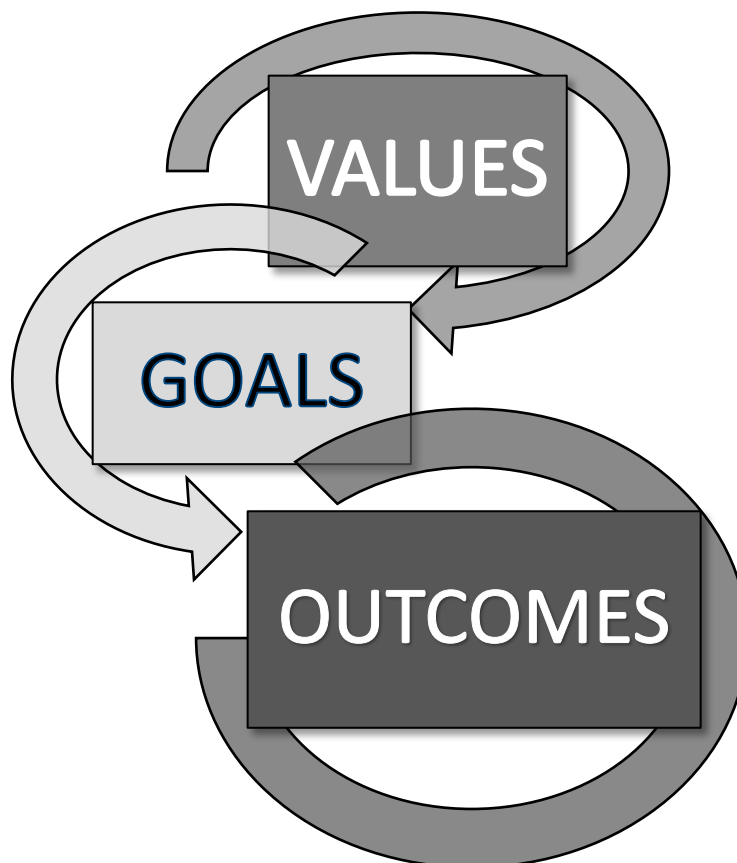
Outcomes

Outcomes describe the intended consequences of a series of actions.

Durham Participatory Budgeting is intended to be a process that transforms harm and shifts power dynamics in the city of Durham in a meaningful way. This will be done by:

- Supporting people to participate in the process that have never participated in civic processes before;
- Ensuring resources are allocated that correct past harm;
- Funding projects that meet the needs of the most impacted communities.

As a result of Durham PB, conditions in Durham will be better than before for those that have previously been the most excluded from access to decisions and resources.



HOW DOES DURHAM PB WORK?

Origin and Design of Durham PB

Durham Participatory Budgeting was brought to the attention of the Durham City Council as a result of advocacy by residents of Durham. It was proposed by residents and community organizations who wished to expand the base of people involved in decisions regarding the use of resources. This idea was proposed in order create avenues for residents to take action to mitigate the impacts of historic and ongoing racial and social inequity. When the City Council passed the ordinance creating the Durham PB process, it did so with the intention that the first cycle of Durham PB would be a learning year. This means that certain guidelines of the process were set by the City Council so residents and city staff can focus on learning from the experience of the process itself.

The Durham Participatory Budgeting process has been designed with input from the Durham City Council, residents, community stakeholders and city staff. In September 2018, the city sponsored an Introduction to PB Workshop in which steering committee members, community stakeholders, and city staff had the opportunity to participate in a mock PB process to learn how the process works. They then went through a debrief process in which questions, concerns, priorities, and hopes for the process were captured.



The Steering Committee Designs and Supports the Process

The Durham Participatory Budgeting Steering Committee (SC) was created as a commission of the City of Durham when the ordinance was passed to create the process. The first Steering Committee was appointed by the Durham City Council on July 26, 2018 from a pool of more than 40 applicants. Each member is expected to serve for a period of two years. After they were appointed, they participated in a 5-hour Introduction to PB Training and Debrief to learn about how participatory budgeting can work and to share considerations for the process in Durham. They then engaged in 16 hours of collaborative training and process design, in which they developed the information used in this handbook.

The Durham PB Steering Committee is led by a leadership team consisting of a Chair, Co-Chair, and Secretary elected by its members. Each of the members of the SC is representative of a broader community in Durham including youth, LGBT, Latinx, and disabled persons. During the course of the process, if a concern is raised by a member of a community that is not represented on the Steering Committee, the Steering Committee will make an effort to ensure input is sought from that community to inform decision making. In order to carry out its work effectively, the Steering Committee created three sub-committees who will focus on key parts of the process: Communications, Outreach, and Evaluation. Each SC member will volunteer time on one of these committees in addition to participating in regular meetings.



The PB Implementation Team Carries Out the Process

The City of Durham created two full time staff positions who have primary responsibility for implementing Participatory Budgeting. These positions are located in the Budget and Management Services office and supervised by the Director of Budget and Management Services. In addition, there are several staff who are responsible for support of participatory budgeting as a portion of their overall job responsibilities. These city staff comprise the Durham Participatory Budgeting Implementation Team (PB Team).

The PB Team is responsible for implementing the process based on the guidelines and decisions set by the City of Durham when the process was created. They are also responsible for making sure that they carry out the process in accordance with the values and principles and that they accomplish the goals and outcomes as set by the Steering Committee. In addition, they will be working to build awareness and understanding of participatory budgeting as a new process within the city government. To do so they will work with staff in other city departments to integrate the work of participatory budgeting with existing work and systems.



Based on the values, goals, and outcomes set by the Steering Committee, the PB Team has made the following commitments for how they will do the work of the process:

- Supporting the process to be reliable and to provide open and honest communication in work with the city and the community as a whole.
- Ensuring that the settings, language and facilitation of events reflect the culture and composition of the diverse communities in Durham.
- Consulting with residents about changes that impact them and ensuring that changes are communicated and an explanation is given.

- Planning events, communication, and outreach to increase the participation of residents who have experienced historic exclusion based on race, age, household income, gender, ability or voter registration status.

Funds and Project Types

The City of Durham has set aside 2.4 million dollars to be allocated through the Durham PB process in the first cycle. These funds will be divided so that each of the three city wards will have a total of \$800,000 available to fund eligible projects.

The Durham City Council has determined that in the first cycle the use of funds allocated through the Durham PB process will be limited for use in one-time projects. One-time projects are projects with one-time expenditures that address a community need. Projects can be built on City, Durham Housing Authority, and private land, upon donation. One-time projects may include physical infrastructure, technological improvements, and community enhancements. Examples of “one-time projects” include park improvements, computers for a community center, bus shelters, and bike-lanes. One-time projects may have some sort of associated operating cost. However, they do not require the City to hire additional staff. Monetary donations will not be considered. Before projects are put before a public vote, they must be reviewed by the City Manager, City Staff, and the Participatory Budgeting Steering Committee to ensure they meet all legal requirements.



Some examples of property belonging to the City of Durham include parks and recreation facilities owned and operated by the city; roads and sidewalks operated by the City of Durham; city facilities; fire stations; and transportation features operated by the City.

In order to determine what the funds will be used for, ideas will be collected from residents of Durham during the Idea Collection phase. Volunteers will then work to develop ideas into full budget proposals. To qualify as a project to be funded via the Durham Participatory Budgeting process, final project costs must be determined to be between \$50,000 and \$800,000. More

information on Idea Collection and Proposal Development can be found later in this handbook.

Once the cycle is completed, information on all ideas that are submitted will be shared with relevant city departments to inform their efforts to respond to the needs and priorities of all communities.

Participation and Transparency

- **Who Can Participate and How to Get Involved**

- All Durham residents and students of Durham schools, colleges, and universities aged 13 and older can contribute ideas to the process.
- All Durham residents and students of Durham schools, colleges, and universities aged 13 and older can volunteer as Budget Delegates. Budget Delegate volunteers work with staff of the City of Durham to develop ideas that are submitted into budget proposals.
- Anyone can volunteer to help out the process (with the exception of Budget Delegate positions).
- The projects with the most votes in each ward will be funded until all funds have been allocated.
- In order to become a volunteer, to sign up for the mailing list, or for other information, please see the contact information below.

- **Where to Find Information About the Process**

- During the process, the PB Team will provide information on social media, via email and via the PB website with updates on the process including events, media coverage, and new developments.
- Links to city facilities and physical structures where projects may be implemented can be found on the Durham PB website.
- If a change occurs to the process, the PB Team will report this information and provide an explanation on the website and in updates to the Steering Committee.
- The PB Team will also provide regular reports at meetings of the Steering Committee. All residents of Durham are welcome to attend Steering Committee meetings.



- Steering Committee Meetings will take place on a monthly basis via teleconference or in person. All meetings will take place between 6-8 pm. The dates for SC meetings for the first year of the cycle are: 10/29/18; 11/19/18; 12/10/18; 1/14/19; 2/11/19; 3/11/19; 4/8/19; 5/13/19; 6/10/19; 7/8/19; 8/12/19; 9/9/19; 10/7/19.
- Durham PB SC Meetings may be in person or via teleconference. Location information and any changes to SC meeting dates will be posted on the Durham PB website listed below.
- The Steering Committee will make decisions in the following process:
 - Build consensus by discussion and then vote together to make final decisions. Decisions can only be made if a quorum (2/3 of the Steering Committee) is present or has submitted votes online.
 - Majority vote will be 50% + 1 of those present.
 - Steering Committee members may submit votes online ahead of time if they are not able to attend the meeting in person.
 - Steering Committee members may submit votes online if a decision needs to be made between scheduled meetings.
 - If a quorum is not present and the voting item was not on the agenda, the SC will table the vote.

- **Durham PB Information:**

- Visit the website at: www.pbdurham.org
- Follow Durham PB on Facebook, Twitter or Instagram at [@PBDurhamNC](https://www.instagram.com/PBDurhamNC)
- Contact the PB Team via email at: pbdurham@durhamnc.gov

- **How to Raise Questions and Concerns About the Process**

- Throughout the process, if someone has questions or concerns about the process, they are welcome to reach out to the PB Team via email.
- The PB Team will inform the SC that a concern has been reported.



- If a resident does not feel their issue has been addressed to their satisfaction they are welcome to attend the public Steering Committee meetings to request they address the issue.
- The City Council Liaisons to the Steering Committee will advise the City Council that a concern has been raised.

Phases of the Process

There are five phases of the Durham Participatory Budgeting Process:

1. **Design / Evaluation** - The process is designed according to the needs and priorities of the residents and the structure of the City of Durham. Research and equitable input are used to design the process and to evaluate the outcomes. Each time a cycle occurs, evaluation of the previous cycle is used to adjust the design as needed for the new cycle in order to allow for continuous learning and improvement. Since this cycle is the very first cycle of Durham PB, it is intended to be a learning process in which information can be gathered that will allow the process to be further adapted to best meet the needs of the city.
2. **Idea Collection** - City of Durham residents are asked to contribute ideas for how funds can be used. Idea Collection takes place at assemblies convened and hosted by the City of Durham and stakeholders; at pop-up events that include tabling and canvassing at a variety of community events; during door-to-door canvassing to seek public input; and online via a web-based portal.
3. **Proposal Development** - Volunteers called Budget Delegates take ideas that are submitted and develop them through research and community input into budget proposals that contain all the information necessary to implement them as projects. All Durham residents and students of Durham schools, colleges, and universities aged 13 and older can volunteer as Budget Delegates. Ideas are selected for development by budget delegates based on assessment of community need, project impact, equity, and feasibility. City of Durham staff in relevant departments work with volunteers to ensure the projects meet regulatory and cost guidelines. At the end of proposal development, projects that will be on the ballot will be presented at a community event.
4. **Voting** - Residents and students of Durham schools, colleges, and universities aged 13 and older vote to determine which projects will be funded in their ward. Voting will take place at a variety of locations in order to make them as accessible as possible. This will include voting assemblies convened by the City of Durham and stakeholders; pop-up voting consisting of tabling and canvassing at community events; and door-to-door canvassing and online via a web-based platform.
5. **Implementation** - The City of Durham implements the projects that receive the winning number of votes in each ward in the budget year immediately following PB voting. Updates are provided to the community on the status of projects including any changes.

After the cycle is completed, information on ideas that are submitted via Durham PB are shared with relevant departments.



PB Team and Community Stakeholders conduct Idea Collection

The Durham PB Implementation Team will plan a variety of idea collection events. Planning for events will be focused on ensuring that access to the process is equitable. Residents and students of Durham schools, colleges and universities aged 13 and older will be asked to contribute ideas for how Durham PB funds can be used to meet resident needs and improve their neighborhoods. The plan for where idea collection events will take place and the goals for how many people will be reached will be set by the Implementation Staff according to the goals set by the Steering Committee for the process.

As idea collection takes place, implementation staff will keep track of all of the ideas that are submitted. At the end of idea collection, staff will organize all ideas that are collected into a list with relevant information included. Implementation staff will do a preliminary review of the list to sort out any projects that do not meet basic feasibility considerations. All ideas will be tracked, and even if ideas do not proceed through the Durham PB process, this information will be shared with other city departments to determine if they can be developed through another program.

Budget Delegates Develop Project Proposals with Technical Assistance from City Staff



Volunteers will be recruited to serve as Budget Delegates. All Durham residents and students of Durham schools, colleges, and universities aged 13 and older can volunteer as Budget Delegates. During the Proposal Development phase of the process, these volunteer Budget Delegates will work with the community and staff of relevant city of Durham departments to develop ideas into budget proposals. They will receive training and support from Durham PB Implementation Staff (PB Team) to do so. In addition to supporting the Budget Delegates, the Durham PB Team will also serve to facilitate communication so that projects can be developed in a timely manner.

Budget Delegates will meet in committees over several weeks to develop the projects they have identified. Each Budget Delegate committee will be led by a volunteer Budget Facilitator. They will start by assessing ideas based on the community need for the project, the potential impact of the project, and the feasibility of the project. Budget Delegates will be responsible for gathering input from community stakeholders and residents in the neighborhoods where the project will be placed and developing the details of the projects so that they address community need.

City of Durham departmental staff will assist in developing the cost and regulatory information necessary to complete the project proposals. Over the course of the Budget Delegate process, staff in departments relevant to the project at hand will participate in review and research necessary to ensure that the projects contain information that will enable a reasonable cost projection and to determine that implementation of the project is feasible according to guidelines of the funding being allocated and any regulations and requirements that are applicable.

Final proposals will contain all information necessary to implement the project if it wins in the vote. This will include: location; cost; full description of project; and how the project will benefit residents. Steering Committee members will provide support for budget delegate committees

by attending delegate committees and supporting assessment and development of the proposals in line with the goals of the process. They will also act as a resource by addressing questions that arise about the process as a whole and by supporting accountability, transparency, and engagement among key stakeholders.

After proposals are finalized, the Budget Delegate committees will make their final decisions about which projects will appear on the Ballot for the community vote. This decision will be based on information gathered during proposal development and using the criteria of need, benefit, and feasibility for each project and the goals set by the Steering Committee for the process as a whole.



Residents Decide the Winning Projects through a Vote

Voting events will take place over the course of a month at a wide variety of locations to make it as easy as possible for residents to participate. Projects will be voted on by ward. Residents will have the ability to vote on projects that are located in the ward in which they live. Residents of Durham or students of Durham schools, colleges, or universities aged 13 or older can participate in voting. In order to determine residence and identity, voters will be asked to sign an attestation form that lists their name, age, and address. These forms will be kept in a secure way by the city of Durham Implementation Staff.

In addition to the descriptions provided on the ballot there will be additional information such as pictures and longer descriptions of each project provided at the voting site. Based on the goals set by the SC, resources and planning to support access to voting will be focused on ensuring that residents who may have excluded from decision making or resources based on race, age, household income, gender, ability or voter registration status are prioritized. Language appropriate outreach and access will be provided via translated materials, bilingual outreach, and interpretation available at specified voting events.

Once voting is over, votes will be tallied for the projects in each ward. The projects with the most votes in each ward will be funded until the all of the funds are allocated. The total amount of funding to be allocated in each ward is \$800,000. If there is a tie or a question about how funds will be allocated, this will be resolved by the Steering Committee in collaboration with the

city. Voting will be finalized by the end of May so that projects may be included in the budget to be finalized for the next fiscal year.

The City of Durham Implements the Winning Projects

The City of Durham will begin implementation of the winning projects in the budget year beginning immediately after the conclusion of voting. The Steering Committee (SC) will continue their two-year commitment during this time. As projects are implemented, the Implementation Team and the Steering Committee will continue to communicate progress to the community.



As projects are completed and reconciled, the PB Team will provide updates to the SC. If there are projects that are found to be under or over the projected budget, the SC will work with the City of Durham Staff to try and determine the cause of the variance and whether or not this can inform more effective planning in the following year. The SC will also provide external reports to the community on their findings.

If a project is found to be over budget, the issue will be reviewed and acted upon by the Budget and Management Services Department of the City of Durham. If a project is found to be under budget, it will be reviewed and acted upon by the SC. If the amount left over is under \$50,000, funds will be rolled over into the funds to be allocated through the next Durham PB cycle. If funds are more than \$50,000, the SC will recommend projects to be completed based on the outcome of voting in the same cycle.

The Process is Evaluated and Recommendations are Made for the Second Cycle

Data and feedback will be gathered throughout the cycle in order to conduct a full assessment. The PB Team will collect data and use performance metrics to assess progress towards goals as they work. In addition, an independent evaluation team from North Carolina Central University will conduct evaluation of the cycle as well.

Once data is collected and analyzed, reports will be issued from the independent evaluator, the Steering Committee, and the PB Team. This information will be used in design of the second cycle in order to adapt the process to meet the needs of the city and community of Durham. In the creation of the process, the City Council intended that some of the original guidelines might be changed as a result of learning in the first year of implementation.

Evaluation will continue to be part of each cycle so that the process can engage in continuous learning and improvement.

ROLES AND RESPONSIBILITIES

Residents & Others

- Identify local problems and needs
- Propose project ideas
- Vote for winning projects
- Provide feedback and evaluate process
- Volunteer by engaging in the process and in helping support the process

Budget Delegates

- Identify local problems and needs
- Discuss and prioritize initial project ideas
- Consult with residents on project proposals
- Develop full project proposals
- Discuss & prioritize final project ideas for ballot
- Prepare project posters and presentations
- Do outreach for the vote
- Monitor project implementation
- Evaluate the PB process
- Explain decision making through documentation and communication with SC and the community

Steering Committee

- Design and oversee PB process and address questions as they arise
- Create and update the PB handbook
- Do outreach for process and help raise awareness and encourage involvement in an equitable fashion
- Help facilitate assemblies and committee meetings
- Communicate with budget delegates and ensure proposal development is in accordance with process goals
- Monitor project implementation
- Evaluate PB process
- Provide feedback to city staff and advocate on behalf of the community with the Durham City Council and the staff of the City of Durham
- Recruit volunteers, stakeholders & partners

Community Stakeholders & Partners

- Provide input to develop proposals
- Help facilitate assemblies and committee meetings
- Help increase awareness of the process
- Advocate for constituents and support their involvement
- Help secure venues for meetings
- Evaluate the PB process

City of Durham – PB Team

- Provide support and convene steering committee
- Provide staff for effective outreach
- Develop and implement process according to goals set by SC
- Raise awareness and facilitate involvement from other city departments
- Communicate updates to City Council and Steering Committee
- Maintain transparency of the process
- Deliver final budget priorities for implementation
- Provide data on neighborhoods & districts

City of Durham – Supporting Departments

- Provide cost estimates for project proposals
- Offer feedback and technical assistance on project proposals
- Vet projects in a timely and transparent way
- Implement projects in a timely manner
- Evaluate the PB process
- Collaborate to increase effectiveness of the process
- Provide updates to the Steering Committee
- Establish/determine administrative costs
- Evaluate the PB process

DURHAM PB TIMELINE

	Design and Planning Convene Steering Committee Draft Handbook Schedule Events Outreach	July 1 - October 31, 2018
	Idea Collection Create Idea Collection Plan Schedule Idea Collection Events Recruit Volunteers	November 1 - December 15, 2018
	Proposal Development Review Projects Assess for Impact, Equity, Feasibility Develop Projects Finalize Ballot	December 16, 2018 - April 30, 2019
	Vote Conduct voting in accessible and equitable way Projects with the most votes up to the total amount are funded	May 1 - May 30, 2019
	Implementation & Evaluation City will implement winning projects Evaluation will be conducted to inform design at start of next cycle.	June 1, 2019 - June 30, 2020

GLOSSARY

City property – City of Durham property is physical space that legally owned and operated by the City of Durham. Some examples of property belonging to the City of Durham include parks and recreation facilities owned and operated by the city; roads and sidewalks operated by the City of Durham; city facilities; fire stations; and transportation features operated by the City.

Equity is working to correct past harm and committing resources to places of greater need. Equity is not the same as fairness. In order to implement equity, there will need to be an assessment of need and representation.

Fiscal Year is the year that is used for accounting or tax purposes. In Durham, the fiscal year starts on July 1 and ends on June 30.

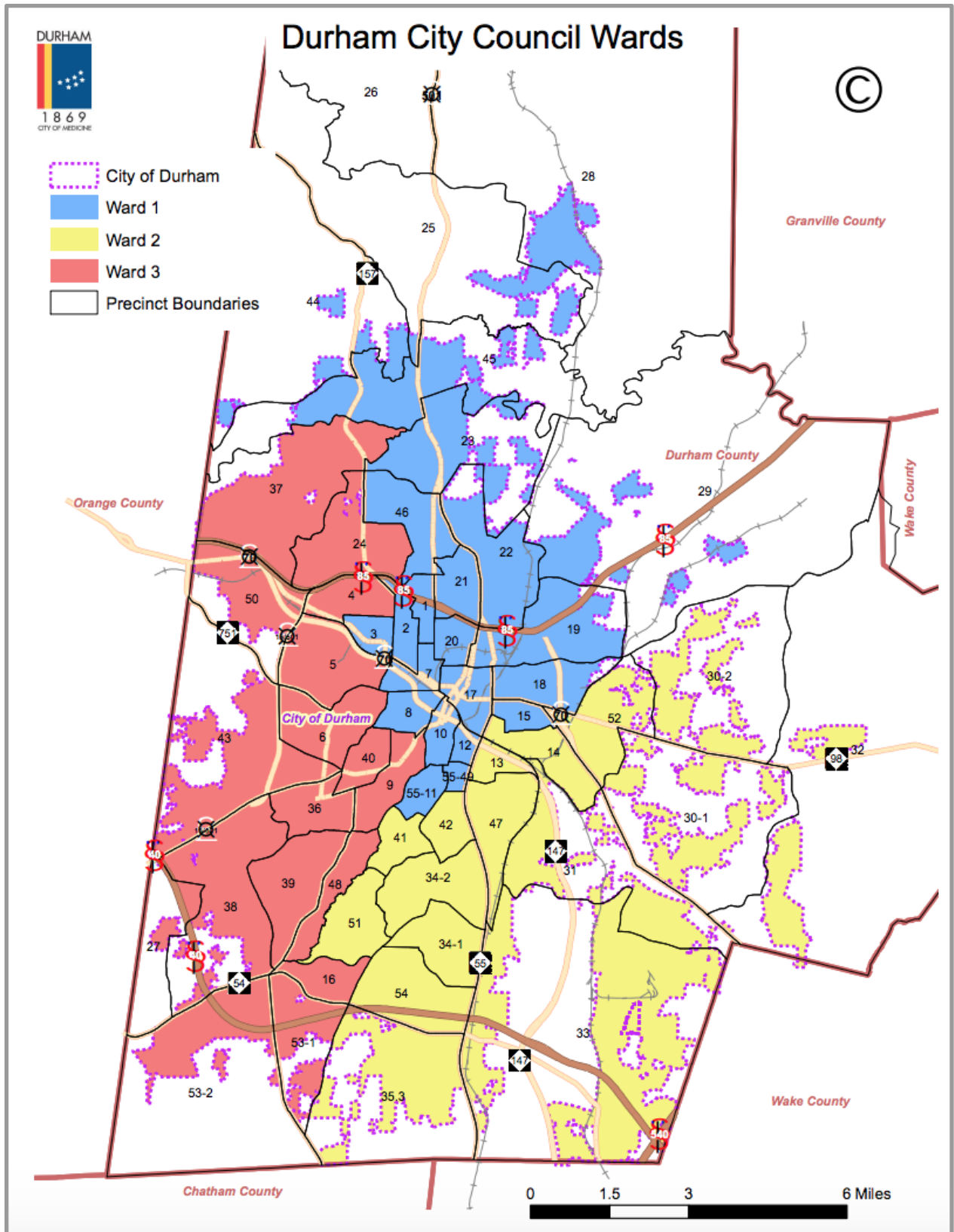
One-Time Projects are projects with one-time expenditures that address a community need. Projects can be built on City, Durham Housing Authority, and private land, upon donation. One-time projects may include physical infrastructure, technological improvements, and community enhancements. Examples of “one-time projects” include park improvements, computers for a community center, bus shelters, and bike-lanes. One-time projects may have some sort of associated operating cost. However, they do not require the City to hire additional staff. Monetary donations will not be considered. Before projects are put before a public vote, they must be reviewed by the City Manager, City Staff, and the Participatory Budgeting Steering Committee to ensure they meet all legal requirements.

Trust is the belief in the reliability, truth, and ability to communicate open and honestly about interests and needs both internally and externally.

Community Benefit improves access to services or activities that improve well-being, and/or increases the impact and reach of existing programs and services.

Transparency is a practice that involves timely and effective communication that is adapted to a wide and diverse audience and accurate sharing of intentional information in an accessible way that promotes accountability.

A **Ward** is an administrative division of a city or that typically elects and is represented by a councilor or councilors. The city of Durham is divided into three wards. This provides representation from different areas of the city. In Durham PB, residents from each of the wards will vote on projects that will be implemented in the ward in which they live.



HOW TO CONTACT DURHAM PB

Mailing Address: Durham Participatory Budgeting, Office of Budget and Management, 101 City Hall Plaza, Durham, NC 27701

Phone: 919-560-4111

Email: pbdurham@durhamnc.gov

Facebook, Twitter, Instagram: @PBDurhamNC

Website: www.pbdurham.org

Technical Assistance Provider

Our City Our Voice (OCOV) is a non-profit organization contracted by the City of Durham to support the design of the city's participatory budgeting process. OCOV will provide technical assistance, trainings, coaching, and facilitation to the City of Durham. OCOV is also responsible for the development of this handbook. For more information, go to www.OurCityOurVoice.org.





2021 Budget Delegate Guide



City of Cambridge
Participatory Budgeting
Budget Delegate Orientation
August 3, 2021

CONTACT INFORMATION

If you have questions about the Budget Delegate process,
please contact the Budget Office:

City of Cambridge Budget Office
795 Massachusetts Avenue, First Floor
Cambridge, MA 02139
Phone: (617) 349-4270
Email: pb@cambridgema.gov

I. Roles & Responsibilities: Who does what?

BUDGET DELEGATES	COMMITTEE FACILITATORS
• Work as part of a committee to research submitted ideas. Participate regularly in committee meetings (weekly during August-October). • Discuss and prioritize initial project ideas. • Conduct site visits in Cambridge; visit proposed locations of projects. • Consult with City staff on project feasibility. Learn about the City’s capital budget and the budget process. • Evaluate projects on need, impact, and feasibility. • Help each committee develop a proposal for at least one project. • Review feedback from City staff and the City Manager to make final decisions about projects on the ballot. Tweak project language to make it appealing to voters. • Provide explanations to the Budget Office for each project that did not make it to the ballot as to why it did not move forward. • Communicate Delegate concerns to facilitators and the Budget Office. • Provide feedback to evaluate the PB process.	• Serve as a neutral party to facilitate committee meetings and ensure that all Budget Delegates can participate. • Serve as the main point of contact for the Budget Office and help coordinate communication within the Delegate committee and between the committee and Budget Office. • Set meeting agendas, with help from the Budget Office and partners. • Connect Delegates with information and resources. Facilitators are not expected to do research themselves or make decisions on projects. • Ensure that notes are taken at each meeting and distributed to the committee. Keep committee members who miss meetings updated on the committee’s progress and what needs to be done. • Ensure the committee meets its deadlines! Remind Delegates of meetings and deadlines by email or telephone. • Participate in facilitator conference calls or meetings, as determined by Budget Office. • Provide feedback to evaluate the PB process.

BUDGET OFFICE

- Help find and reserve meeting spaces for committees.
- Pre-sort and categorize ideas by committee
- Provide data on community demographics and amenities (city maps and studies).
- Provide information on the capital budget and other materials to guide facilitators and Budget Delegates.
- Serve as a liaison between Budget Delegates and City departments. Work with departments to obtain feedback on projects, including feasibility and cost estimates.
- Support and advise facilitators and Budget Delegates.
- Help resolve conflicts.

OTHER CITY DEPARTMENTS

- Meet with Budget Delegates to discuss eligibility rules for capital projects, clarify what projects are already in the pipeline, and answer questions about the feasibility of various projects.
- Communicate with Budget Delegates via email or phone to clarify issues or answer additional questions.
- Provide cost estimates in November for a final shortlist of projects for the ballot.

CITY MANAGER

- Vet the final shortlist of proposals for the ballot.



II. Budget Delegate Timeline

MEETING/EVENT	BENCHMARKS & GOALS	DATE
Orientation <i>Senior Center</i>	- Learn about the Budget Delegate timeline and proposal development process - Choose your committee, meet your teammates, and review weekly meeting times	Tue 8/3 6-8pm
Committee Meeting 1	- Get to know your teammates - Discuss eligibility criteria - Familiarize yourself with your committee's idea list	Mon 8/16 6-8pm
Committee Meeting 2	- Develop project subgroups and assign Delegates for each - Start reviewing maps, demographic info, and other resources - Assign Delegates to conduct site visits of some projects	Mon 8/23 6-8pm
Committee Meeting 3	- Report back from site visits; identify any additional site visits needed - Develop questions to ask City staff during the first department speed consulting session on 9/9	Mon 8/30 6-8pm
Department Speed Consulting A <i>Zoom</i>	Consult City staff about how the City plans for certain types of projects, what is/isn't City property, and what projects are already in the pipeline	Thur 9/9 5:30-7:30pm
Committee Meeting 4	- Review department feedback - Select priority projects for additional research	Mon 9/13 6-8pm
Committee Meeting 5	- Review and finalize 20-30 projects to ask City staff about at next speed consulting session on 9/30 - Make a list of questions to ask; assign Delegates to ask about specific projects	Mon 9/20 6-8pm

Department Speed Consulting B <i>Zoom</i>	• Consult City staff about specific projects • Take detailed notes from consultations to discuss during next committee meeting	Thur 9/30 5:30-7:30pm
Committee Meeting 6	• Review department feedback • Select shortlist of projects (up to 8 per committee) to send to the Budget Office	Mon 10/4 6-8pm
Committee Meeting 7	• Finalize 5-8 proposals to submit to the Budget Office	*Tues 10/12 6-8pm 6-8pm (Indigenous Peoples Day is Monday, 10/11)
Proposal Shortlists due <i>via email</i>	• Each committee submits up to 8 final proposals to the Budget Office for final review and cost estimates by City staff and the City Manager	Wed 10/13 by 5pm
City staff feedback due	• Feedback and cost estimates from department staff provided to Budget Delegates by 5pm	Thur 11/4 by 5pm
Delegate Committee Meeting 8	• Review the City Manager's feedback and cost estimates • Identify any necessary proposal adjustments • Finalize project proposals and text for the ballot	Mon 11/8 6-8pm
Final ballot text due <i>via email</i>	• Delegates submit final proposal text for ballot and website to the Budget Office by 5pm	Tues 11/9 by 5pm
Vote Week!	• Spread the word about the PB vote • Optional: volunteer at voting sites	Fri 12/3 – Sun 12/12
PB Vote Results Party <i>Location TBD</i>	• Winning projects are announced!	Tuesday 12/14 6-7pm

III. Budget Delegate Committees and Sample Projects

COMMITTEE	SAMPLE PROJECT AREAS
Community Resources	• Benches • Economic development • Homelessness and housing • Library resources • Nap pods • Public wifi/internet access • Charging stations • Public restrooms • Water fountains/bottle fill stations
Environment	• Community gardens • Composting, recycling, and trash • Electric vehicles • Solar panels and sustainable energy • Trees
Facilities and Parks & Recreation	• Athletic facilities/fields and equipment • Dog parks • Park and playground improvements • Performance venues and public art • Universal design play equipment • Water play features
Streetsmarts	• Bicycle infrastructure • Bus stop/shelters and transit screens • Parking improvements • Pedestrian walkways/bridges • Street and sidewalk improvements • Traffic calming
Youth	• Cambridge public school equipment/resources • Youth Center equipment/resources • Other youth centered projects

IV. Project Eligibility: What can be funded?

Each year, the City of Cambridge develops an operating and capital budget for the upcoming fiscal year. The City's fiscal year runs from July 1 - June 30. The operating budget funds programs and services, while the capital budget is used for infrastructure improvements. In fiscal year 2023, the City will allocate **\$1,000,000 of the capital budget** for participatory budgeting projects.

Projects are eligible for PB funding if they meet the following criteria:

- **Benefit the public.**
- **Are one-time expenditures** (not multi-year projects) **that cost \$1,000,000 or less.**
- **Are capital projects**, which usually involve **infrastructure improvements** (as opposed to operating projects, which usually fund salaries and services).
- Most capital projects have some sort of associated operating cost. Projects that would require the City to hire additional staff are not eligible. **Are implemented by the City of Cambridge on City property** (streets, sidewalks, parks, libraries, schools, youth centers, senior centers, municipal buildings, etc.)
 - Projects on Cambridge Housing Authority (CHA), MA Department of Conservation and Recreation (DCR), and MBTA property are not eligible.
 - PB funding cannot be used to make a grant to a nonprofit organization.
- **Can be implemented after July 1, 2022**

Project Vetting

By October 13, your committee will submit up to **8 project proposals** to the Budget Office, who will share them with other department staff and the City Manager. Department staff will provide cost estimates and final feedback for these proposals. All proposals must be reviewed by the City Manager to ensure they meet all the legal requirements for capital funding before being submitted for a public vote.

Each of the four Budget Delegate committees can ultimately recommend 4-6 projects for the PB ballot, for a total of **16 out of 20 projects on the ballot**. We ask that you submit more than 4 projects for final vetting, because some projects may hit roadblocks and not receive final approval. The remaining four projects for the ballot will be proposed by a separate youth committee.

Examples of Eligible and Ineligible Projects

ELIGIBLE	NOT ELIGIBLE
• Repaving a street or sidewalk • Installing new playground equipment, water fountains, lights, and trees • Renovating a portion of a park or building a new community garden • Purchasing equipment or furniture for a school, library, youth center, or senior center • Creating and installing new public art	• Hiring more teachers for the Community Learning Center (operating funds) • Starting a new summer camp for kids (operating funds) • Renovating a privately-owned building, a church, or a T stations (not City property) • Hiring a counselor to provide mental health services (operating funds) for the homeless • Installing a boat dock on the Charles River (not City property) • \$1,000 checks to low-income families (direct payments)

What should you do to make sure that your projects work?

- **Look for similar projects.** Consult the City's FY21 and FY22 Capital Budget (provided by the Budget Office - in the Budget Delegate folder online) to see what projects are already included in the City's plan.
- **Remain goal-oriented and be flexible** about how you will meet the public need you identify. Just because a project does not work in one location doesn't mean it shouldn't be tried in others. If a project seems like it requires operating funds (salaries, services), is there a way to change the scope to make it become more capital in nature (purchase of equipment, furniture, renovations)? If the precise project idea is ineligible, is there a tweak that would accomplish the same goal in an eligible form?
- **Consult with City staff** through the Budget Office to get concrete answers as to what qualifies as a capital project and what does not.

What other barriers might there be to make a project work?

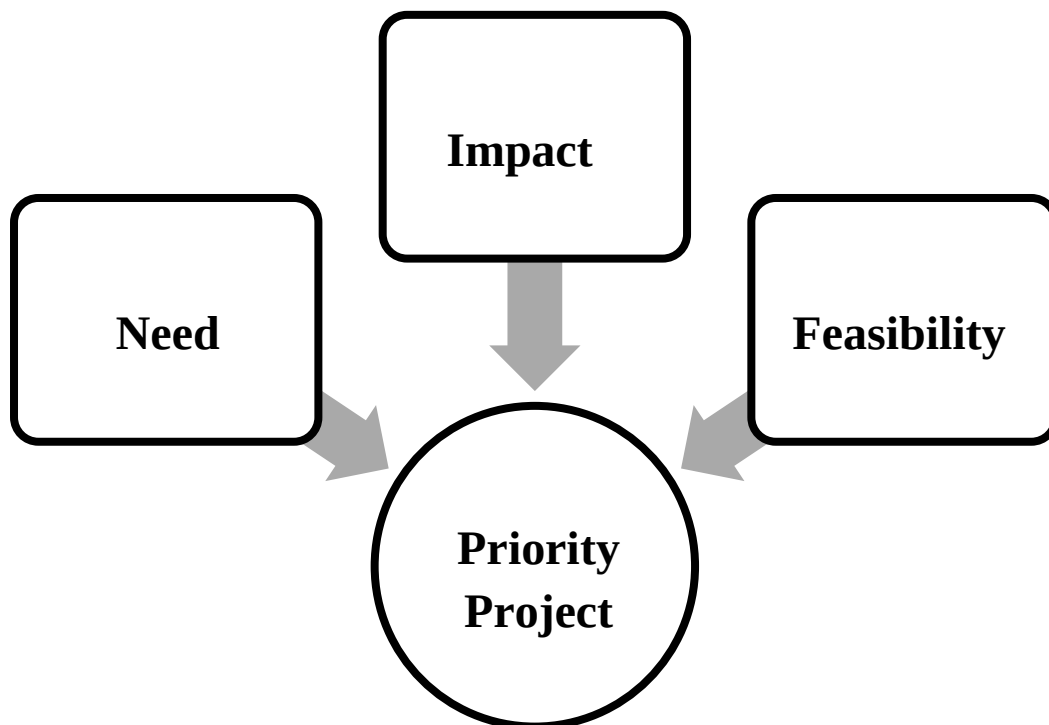
The following issues are worth keeping in mind as you flesh out project proposals:

- The City has engineering, procurement, or quality standards that the project might not meet or might significantly raise costs when applied.
- The City might not have jurisdiction over all the property involved in a particular project.
- Getting an accurate cost estimate for a unique project might be difficult.
- In some cases, in which a capital project significantly impacts the operating budget, the City Manager might require money in the operating budget for maintenance to be arranged before approving a project.

V. Narrowing Down Your Idea List and Developing Proposals

What are the Criteria for Evaluating Ideas?

As representatives of the community, you should keep the community's best interests in mind as you decide which projects to work on and include in the final ballot. The criteria below will help you evaluate and prioritize project ideas:



How do we know if there is a high NEED for this project?

- High level of community need based on neighborhood household income levels or other demographic data.
- High level of community support for the project, demonstrated by feedback from community members, the number of times the idea was proposed by different people, etc.
- High level of need identified through the committee's research and experience.
- The community lacks access to the type of project in question (community gardens, bike facilities, free public Wi-Fi, library technology, public art, etc.).

How do we know if a project will have a large **IMPACT** on the community?

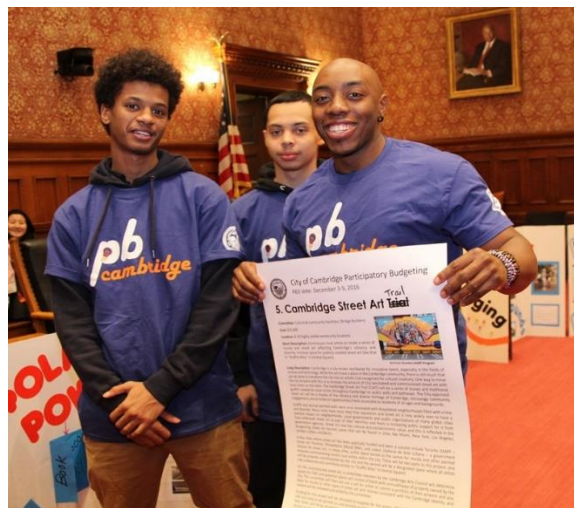
- A relatively large number of people would benefit from the project.
- An underserved or underrepresented community will benefit from the project (low-income households, youth, immigrants, seniors, veterans, people with disabilities, etc.).
- The project is in a location where community members regularly congregate.
- The project would benefit people in the community for many years (impact is not short-lived).

How do we know if a project has a high degree of **FEASIBILITY**?

- Similar capital projects have been implemented by the City before. Consult with City staff and look at the City's capital budget documents for previous fiscal years.
- Project appears to meet the eligibility criteria outlined on page 8.
- Project must be a one-time expenditure that can be completed within one year (does not recur over a multi-year timeframe).
- Project could likely be implemented for less than \$1,000,000. Look at the City's capital budget to see what similar projects have cost.
- Confirm that the project location is owned by the City and not by other entities, such as the MBTA, DCR, a university, the Cambridge Housing Authority, or a private owner.

Can the committee consider other factors, like equity?

Yes. **NEED**, **IMPACT**, and **FEASIBILITY** are minimum requirements for any project to be eligible for the ballot, but your committee is welcome to consider other factors, like equity, when evaluating projects.



How to Research Needs and Develop Project Proposals

1. Discuss Community Needs as a Committee

Needs are things and conditions that make it possible for every person to live a dignified, healthy, and peaceful life. Committee members will work together to determine the areas of highest need in the community. The maps and demographic information may come in handy for these discussions.

What can you do in PB to address needs?

- Prioritize those projects that address the deepest and most urgent needs.
- Give underserved and underrepresented people a voice and increase their participation.
- Prioritize projects that benefit the most underserved communities and neighborhoods around Cambridge.

2. Do Field Research

Field research is one of the best ways that Budget Delegates gather the information necessary to research project ideas and evaluate project need and impact. Budget Delegates can visit different neighborhoods to assess needs, meet with local service providers and community groups, conduct site visits of proposed project locations, conduct simple neighborhood polls by talking to residents on the street or emailing out a survey to neighborhood groups, etc.

Tips for site visits:

- **Brainstorm questions beforehand**, either with your committee or individually. Many questions will be project-specific.
- **Capture what you see** using photos and videos. Photos will come in handy when developing final project proposals. You can upload them to your committee folder in Google drive.
- **Speak to locals.** How do they understand community needs? What ideas proposed during idea collection might address their needs? Seek out a variety of opinions to see where there may be conflicts between groups. For example, students and parents may have different views on issues in local schools.
- **Take Notes!** You'll be reporting back to your committee on your field research, and you'll need to refer to your findings later. It's important that you have a good record of the experience. Keep track of new questions that arise from the research.

3. Consult with City staff

The Budget Office will serve as a liaison to other City departments that are relevant to your project development. Budget staff will help you figure out which other departments you need to speak with and will connect you via email or phone.

You will also have two opportunities to meet in person with representatives from multiple departments during two department “speed consulting” events in September and October. Your committee facilitator and the Budget Office will help organize those consultations as well as any follow up communication with departments.

The most relevant City departments for PB projects include: Arts Council, Commission for Persons with Disabilities, Community Development, Conservation Commission, Electrical, Historical Commission, Human Services, Information Technology, Library, Open Space Committee, Public Works, School Department, Traffic, and Water.

The City’s website has tons of helpful information. The following links may be good places to start:

- **5-Year Street & Sidewalk Reconstruction Plan:**
<https://www.cambridgema.gov/Departments/publicworks/Initiatives/fiveyearplanforsidewalkandstreetreconstruction>
- **City Budget information:** <http://www.cambridgema.gov/budget>
- **City Construction Projects:**
<https://www.cambridgema.gov/Departments/publicworks/cityprojects>
- **Demographics and Statistics FAQ:**
<http://www.cambridgema.gov/CDD/factsandmaps/demographicfaq>
- **Envision Cambridge:** http://envision.cambridgema.gov/wp-content/uploads/2019/06/201906_EnvisionCambridge-Final-Report.pdf
- **GIS Unit Map Gallery:** <http://www.cambridgema.gov/GIS/mapgallery>
- **Open Space Map Gallery:**
<http://www.cambridgema.gov/CDD/factsandmaps/mapgalleries/openspace.aspx>
- **Neighborhood Map Gallery:**
<http://www.cambridgema.gov/CDD/factsandmaps/mapgalleries/neighborhood.aspx>
- **Transportation Data:**
<http://www.cambridgema.gov/CDD/factsandmaps/transportationdata.aspx>
- **Transportation Map Gallery:**
<http://www.cambridgema.gov/CDD/factsandmaps/mapgalleries/transportation.aspx>
- **Open data portal:** <https://data.cambridgema.gov/browse>

4. Use the Project Evaluation Matrix

The Project Evaluation Matrix is a tool your committee can use to help evaluate project ideas based on the need, impact, and feasibility criteria outlined on pages 8-9. The Matrix uses a numeric scale of 1-4 where **1 indicates the lowest level** of need, impact, or feasibility and **4 indicates the highest level** of need, impact, or feasibility. The projects with the **highest** total score continue to be researched and developed. This process can be used at different points in the proposal development process to help determine which projects will move forward. Please note that this is provided as an optional tool; your delegate committee can develop other tools with additional considerations (such as equity) if members prefer.

Project	A. How much <u>need</u> is there for this project?	B. How much <u>impact</u> would this project have on the community?	C. How <u>feasible</u> is the project?	Total project score
Project 1:				
Project 2:				
Project 3:				
Project 4:				
Project 5:				
Project 6:				

VI. What will your committee produce?

1. Project Proposal Forms: Monday, October 18, 2021 by 5pm

You'll submit the following information in a Word or Google document to the Budget Office for departments to cost out and the City Manager to vet. Each committee will submit up to 8 proposals for vetting (please submit together in one document).

PB PROJECT 1

Committee:

Project Title:

Cost: [City staff will fill this in, but delegates can include estimates the committee prepared as part of its research]

Location:

Short Description:

Long Description:

Photos/images: [optional: 1-4 photos/images inserted into the document. Images can also be emailed to the Budget Office or uploaded to Google drive.]

2. Final Proposal Text: Wednesday, November 10, 2021 by 5pm

Once your committee has reviewed cost estimates and feedback from the City Manager and City departments, you must finalize the text and information on the proposal forms and re-submit it to the Budget Office. This is where space and character limits become very important.

PB PROJECT 1

Committee:

Project Title: [50 characters max, including spaces]

Cost: [from City staff]

Location: [as succinct as possible, no more than 6 words]

Short Description: [240 characters max, including spaces – this will be on ballot]

Long Description: [Can be 1-4 paragraphs or longer – this won't fit on ballot but provides an opportunity to explain details of the project]

Photos/images: [optional: 1-4 photos/images inserted into the document. Images can also be emailed to the Budget Office or uploaded to Google drive.]

The project title*, cost, location, and short description will all appear on the ballot (see examples from the seventh PB cycle below). Ballot layout and design are coordinated by the Budget Office. All the proposal information, including the images, will appear on the City's PB website (pb.cambridgema.gov) and in project binders at voting sites. *Note: There may be occasions that project titles and other ballot language will need to be edited by Budget staff.

Example of final ballot text for two projects from last year's cycle:

Swinging into Inclusivity (\$85,000)

Location TBD based on need and impact. Some ideas include adding them to school parks and public playgrounds near schools.

Place several inclusive swing sets in parks to allow children with mobility disabilities to play with able bodied children. This will take a stand against ableism by enabling kids of all abilities to play together.

Bridging the Digital Divide (\$95,000)

Community Learning Center, Cambridge Public Library

To help address digital equity, purchase 100 Chromebooks and 75 mobile hotspots (with a 2-year subscription) for the Community Learning Center and Public Library to better serve their adult learners and borrowers.

VII. FAQs

1. Will we only be developing proposals for projects that are on this initial list?

Yes! The project lists given to each committee contain all the ideas submitted by community members in June and July that relate to the committee's focus. Budget Delegates must consider every project on the list.

2. How do we divide up the projects among us or decide who does what?

This is up to each committee to decide. You can each work on separate projects or you can work in subcommittees on groups of projects. Some committees find it helpful to divide projects into subcategories. For example, the Environment Committee may want to group projects into subcategories such as recycling & compost, solar, and trees, etc. To help expedite the delegate process, the Budget Office will categorize the project list; it's up to the delegate committee to decide what, if anything, it does with those categories.

3. How will we know how to determine project costs?

The Budget Office will work with other City departments to answer questions about costs and other concerns. It is up to City staff, not Budget Delegates, to determine the final cost estimate for a proposal.

4. How specific should our proposals be?

Your proposals should specify the exact project and work to be done, its proposed location(s), if applicable, why it's needed, and who it will benefit. It does not have to be long, but it should outline these elements in clear, concise language. Please see the Project Proposal Form on page 14 for details.

5. Are there constraints on where projects can be located

In addition to the requirement that projects be implemented on City property, there are some additional considerations. Many City projects cannot be implemented without a targeted community process to solicit feedback from the neighborhood to ensure that residents most impacted by a project have an opportunity to provide input. For that reason, for many types of projects, it is better to allow for some flexibility in where they would be implemented.

6. How can we be sure that the City isn't simultaneously planning one of the projects we're working on?

Delegates can consult the City's FY21 and FY22 capital budgets, which have been uploaded to Google drive, and can ask City staff about projects they are planning to undertake in the next few years. The Budget Office will also help you determine whether proposed projects are already being planned for future capital budgets.

7. What is the best way to communicate within our committee outside of meetings?

Each committee is free to decide what works best in terms of communication, as long as your communication method is as inclusive as possible. Most committees choose to communicate via

email. Sometimes group members who can't attend a particular meeting in person end up calling in for part of the meeting by phone.

8. Can we work with other committees?

Committees are encouraged to work together to assess community needs and research projects that affect other committee's areas of interest. For example, a neighborhood's environmental and transportation needs may be connected. Committees may want to meet to identify needs, share ideas, or discuss lessons learned and challenges. You can work with your facilitator and the Budget Office to plan meetings or other exchanges between committees.

9. Can we campaign for our projects?

Yes, you can encourage voters to vote for your projects, but you must remain respectful of the other committees and of the PB Cambridge process when campaigning. You can campaign *for* your projects, but not *against* other projects on the ballot. However, if you join the Outreach Team and volunteer at voting events, you must remain neutral during the events and refrain from campaigning at that time.



VIII. Advice from Budget Delegates in Other PB Processes

- Use your interactions with the City departments strategically. Work with the Budget Office to make sure you make the most of the limited interactions.
- Get specific early in the process about what exactly you hope to do and what questions you need answered.
- Frequent communication between the Delegates is a must. You also may want to set internal committee deadlines or check points to help move things along. Google groups can be an effective way to send updates and share information. The Budget Office will establish a Google group for each committee.
- Stay in touch with the other committees. You may want to partner on some projects. Other committees can help work through challenges or offer useful advice.
- One key factor in capital eligibility is who owns the land or property. Figure this out early, since it might not always be obvious!
- You may want to consider bundling projects for voting purposes.
- Many potential capital projects imply an operating expense (additional staff/salaries, cleaning and maintenance costs, etc.). The City Manager may not approve a project if there isn't a clear way to pay for the operating expenses or if they are too significant.
- Meet with relevant organizations and stakeholders. You may gain ideas to improve a proposal, learn about needs, get a better sense of the support for an idea, or identify barriers. Take notes and report back to the committee.
- In determining which projects should go on the ballot, think about who in the community is likely to support it. Consider how to maximize its appeal through language (catchy project title and compelling short description).

Thank you for making Participatory Budgeting
possible in Cambridge!

12-30-2012

By the People, For the People: Participatory Budgeting from the Bottom Up in North America

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By the People, For the People: Participatory Budgeting from the Bottom Up in North America

Abstract

In the pilot year of Participatory Budgeting in New York City, around 8,000 people decided how to spend almost \$6 million across four city districts. After years advocating for participatory budgeting (PB) in the US, our organization - The Participatory Budgeting Project (PBP) - served as lead technical assistance partner. In this article, we share some of the lessons learned from our work in New York and other North American cities. Two main concerns have haunted PB in the US (and elsewhere) - that it will only attract the “usual suspects” and that it will merely be a token effort. We argue for tackling these challenges by crafting PB around four key principles - strategic funds, grassroots leaders, accessible design, and targeted outreach. Through this bottom-up approach, PB can better achieve its potential to transform democracy and build social justice - in North America and beyond.

Keywords

participatory democracy, New York, Chicago, Canada, participatory budgeting, community organizing

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We would like to thank the elected officials that led the way for PB in the United States - Alderman Joe Moore in Chicago and Council Members Jumaane D. Williams, Brad Lander, Melissa Mark-Viverito and Eric Ulrich in New York City - as well as Community Voices Heard, the Community Development Project at the Urban Justice Center, and the countless other organizations and researchers who contributed to the initiatives discussed in this article. Most importantly, we would like to thank the thousands of community members who got involved in these PB processes and opened up new possibilities for participatory democracy in North America.

The humble Windsor Terrace Library may have never been so popular as on March 31, 2012. From morning to afternoon, hundreds of Bangladeshi immigrants, Hasidic Jews, and other locals waited up to an hour in a line snaking through the library. All to decide how to spend over \$1 million on improvements to their schools, streets, parks, and public spaces – and to practice what *The NY Times* called “revolutionary civics.”¹

In the pilot year of Participatory Budgeting in New York City, around 8,000 people decided how to spend almost \$6 million across four city districts. After years advocating for PB in the US, our organization – The Participatory Budgeting Project (PBP) – served as lead technical assistance partner. In this article, we share some of the lessons learned from our work in New York and other North American cities.

Two main concerns have haunted PB in the US (and elsewhere) – that it will only attract the “usual suspects” and that it will merely be a token effort. We argue for tackling these challenges by crafting PB around four key principles – strategic funds, grassroots leaders, accessible design, and targeted outreach. Through this bottom-up approach, PB can better achieve its potential to transform democracy and build social justice, in North America and beyond.

Democracy in America?

“Sounds interesting, but that wouldn’t work here.” Discussions about participatory budgeting in the US have usually ended with this line. PB might work in Brazil, but in the US, skeptics have worried that it would never engage the poor or win control over real money. Yet starting with a \$1.3 million experiment in Chicago in 2010, PB in the US has spread to three processes in 2012, in which residents are deciding how to spend almost \$20 million. These modest first steps resulted from a decade of organizing by PBP, and our members and allies.

Starting in the early 2000s, members of PBP supported the first wave of PB in North America, in Canada.² In 2001, the Toronto Community Housing Corporation launched a \$9 million per year process for its public housing tenants. Around the same time, the Guelph Neighbourhood Support Coalition began using PB to engage grassroots neighborhood groups in collective budgeting. In 2006, the Plateau Borough in Montreal experimented with a district-level process for up to \$1.5 million per year.

While engaging with these Canadian initiatives, we began to build an organization

¹ Sangha, 2012

² Lerner, 2006.

to promote the spread of PB in North America. After connecting to organize a session on PB in the Global North at the 2005 World Social Forum, several of our members launched a resource website (ParticipatoryBudgeting.org) and listserv. Over the next three years, we worked with a growing group of activists to organize conference sessions and workshops, publish articles, and advocate for PB in the region.

This organizing paid off in 2009, when Chicago Alderman Joe Moore volunteered to become the first elected official in the US to try PB.³ He learned about the concept at the 2007 US Social Forum, at two workshops that we organized. With support from The Institute for Policy Studies in Washington, DC, we worked with Moore to develop the first PB process in the US, in which the residents of his ward decided how to spend \$1.3 million of his ward's discretionary funds. At the same time, Toronto Community Housing contracted us to lead a participatory evaluation of its PB process.

To build capacity for the Chicago and Toronto work, we launched PBP in 2009, and then incorporated as a non-profit organization in 2011. Based in New York, we work to empower community members to make informed, democratic, and fair decisions about public spending and revenue, primarily in the US and Canada.

We pursue this goal through three main program areas: *Public Education* (talks, workshops, publications, and an annual conference), *Technical Assistance* to governments, institutions, and organizations working to develop PB processes (such as support to design the process, build community partnerships, and prepare educational materials), and *Research and Evaluation* of existing and emerging PB processes (including feasibility studies, development of evaluation frameworks and tools, and facilitation of evaluation workshops and participatory evaluations).

While getting our organizational feet on the ground, we sought to raise awareness of the Chicago PB experiment, and explore pathways for expansion in the US. In 2010, we worked with allies at Pratt Institute and the grassroots group Community Voices Heard (CVH) to organize two speaking events for Moore in New York. These discussions soon inspired four New York City Council Members – Brad Lander, Melissa Mark-Viverito, Jumaane D. Williams and Eric Ulrich – to launch a PB process for their own discretionary resources. Since then, we have worked with CVH and dozens of partners around the city to implement Participatory Budgeting in New York City (PBNYC), the largest PB process in the US to date.

PB gained a foothold in the US by starting with an atypical pot of money – sub-

³ Lerner and Wade Antieau, 2010.

municipal budgets controlled by individual elected officials. This strategy has proved contagious, because it allows interested officials to start PB without securing broader political support – PBNYC is growing from four to eight districts in its second year, and we are expanding PB in Chicago from one ward to four. Success with these smaller budgets has quickly led to interest at the (more typical) municipal level. In 2012, City Council in Vallejo, California, approved the first city-wide PB process, with PBP serving as lead partner. We are also collaborating with officials and organizers in over a dozen other cities in the US and Canada to develop new processes.

In response to the skeptics that we first encountered when advocating for PB, we have shown that deeper democracy can even work in the US. But in a sense, the skeptics were right. PB does not automatically live up to its often-romanticized ideal as a transformative social justice project. The experience in Chicago's 49th Ward illustrates two main reasons why.

First, poor people in developed countries do not necessarily turn out in droves to discuss basic infrastructure. Street paving may be a top concern in the *favelas* of Brazil, but low-income people in the US are usually more worried about issues such as jobs, safety, and housing. PB participation in Chicago's 49th Ward has been no more representative of the community than turnout in typical local elections. In other words, participants have been disproportionately white and more affluent.

Second, small-scale PB initiatives do not necessarily transform government more broadly – they may not grow beyond token local efforts. PB has spread widely in the UK, for example, but citizens are often only able to allocate a few thousand pounds. Even after Chicago's 49th Ward PB had completed three cycles, there were no significant local efforts to expand the process to new wards or budget funds – a potential danger of starting with hyper-local budgets. (Since then, however, PBP has partnered with the Great Cities Institute to develop a broader process.)

We have faced both challenges in each of our projects, and we are continually asked to address them. Over the years, we have devised a few tentative answers.

Transformation by Design

PB can be designed to be more or less transformative and inclusive. We have found these two issues to be deeply intertwined, and best addressed in tandem. If PB engages more poor people, it is more likely to transform power relations. And if it is structured as a deeply transformative process, it is more likely to interest

poor people. In our experience, four main strategies can help address these challenges, each one paving the way for the others.

1) Strategic Funds

Do PB with money that matters to low-income people. Although PB can work with any pot of public money – and community control over any public funds should be applauded – certain pots are of more interest to low-income communities. Money for housing, jobs, and schools has attracted more interest from low-income people than money for street or park improvements. More generally, operating or program funds tend to be more interesting than capital funds. And of course, more money gets more attention – we have used one million dollars as a minimum threshold to initiate the process.

We saw how much the pot of money matters in our work with Toronto Community Housing and Chicago's 49 ward. In Toronto, PB started with funds for public housing improvements, which are overwhelmingly for low-income people. As a natural result, the majority of participants are low-income, and PB has empowered those with the least power in the city. Because the housing authority put \$9 million on the table each year, the process carried more weight.

In Chicago, the available discretionary funds were only \$1.3 million per ward, and they could only be used on a limited range of capital infrastructure improvements. When community organizations working with low-income and marginalized groups learned of these restrictions, several of them opted out, because the funds could not address the main needs of the communities they serve. These organizations' early apathy toward the process has limited the engagement of marginalized communities ever since.

PB NYC has fallen somewhere in the middle. Council Members have capital and program funds, but have only dedicated capital funds to PB so far. Unlike in Chicago, however, the NYC capital funds are often used for public housing and schools, which has fueled more grassroots interest. And while each district has only pledged a minimum of \$1 million, the total (\$6 million in year one, \$10 million in year two) sounds more impressive.

2) Grassroots Leaders

Empower community members – especially the most marginalized – to design and lead PB. Typically, elected officials and city staff decide the rules of PB and are responsible for implementation. Community members are sometimes called on to revise the process, but rarely to shape it in the first place. For PB to more deeply transform government, citizens must have the power to write the rules of the game

from the start. And for PB to more deeply engage those who are usually left out, these groups should be invited to lead the process.

In New York and Chicago, we made PB participatory from the beginning by bringing together a local Steering Committee to design the process. In Chicago, this group included organizations and volunteers in the 49th Ward. In New York, the Steering Committee brought together representatives of each participating district and organizations focused on good government, research, policy, community education, and organizing. We guided the Steering Committee through workshops to map out the PB cycle, decide its rules, and agree on roles and responsibilities. Through games, exercises, and small group discussions, participants drafted the basic structure and rules, which we then formalized in a Rulebook.

To inspire even more local ownership over PB in New York, we established a District Committee in each participating district. Composed of volunteers from local organizations, institutions, and Community Boards, the District Committees were tasked with managing PB locally. Working with Council Member staff, they planned and ran the neighborhood assemblies, facilitated budget delegate committees, and coordinated the vote. They also developed and implemented outreach plans, to engage more people in PB.

These multiple levels of decision-making opened up more opportunities for leadership development. In one New York district, local leadership was so strong that it kept PB going – scheduling and running meetings, doing outreach, facilitating budget delegate work – even when the Council Member office was left without any staff coordinator for most of the process.

At the end of the PB cycle, we coordinated evaluation workshops, in which participants reflected on what worked well and what needed improvement. The Steering Committee then reviewed this feedback and adjusted the process based on the lessons learned. Giving community leaders – at both the district and city-wide level – real power over the process fueled more interest and investment in PB. It also transformed local governance, as elected officials, city staff, non-profit organizations, grassroots groups, and individual citizens worked together to design and implement a new political process.

Grassroots leadership does not, however, guarantee inclusive participation. Political participation in North America is not neutral – whites and more affluent people tend to turnout more. To level the playing field, we have tried to especially recruit leaders who are already mobilizing marginalized communities. In Chicago, we began by engaging several non-profit organizations that worked with low-income residents. But over the following years, the Steering Committee ended up

being led by the “usual suspects” – primarily people who were homeowners, white, and middle to upper class. Without support funding or a say over money that mattered most to their constituents, the non-profits who had the strongest relationships with low-income communities scaled back their involvement.

This impeded the participation of low-income people in two ways. First, it created the perception that PB was business as usual – a space where those with the most power continued to dominate, rather than an opportunity for marginalized groups to make their voices heard. Second, because the process was not designed with low-income people in mind, it was often not so accessible for them, as we will discuss below.

Our experience in New York has been different. The larger and more flexible pot of money allocated through PB made the process more interesting to larger grassroots groups, and made it easier (though by no means easy!) to raise support funds for organizing. Securing the participation of Community Voices Heard (CVH) as lead community engagement partner was critical. A non-profit with a long history of organizing low-income women of color and a previous commitment to PB, CVH ensured that its members and allies played a lead role throughout the process, always putting the needs of marginalized communities front and center.

3) Accessible Design

Design the PB process to reduce the obstacles to participation and to make participation more appealing. Our work in Toronto, Chicago and New York has shown us several ways that process design can boost the participation of marginalized groups.

Scheduling: Low-income people are often more reliant on public transportation and less likely to travel far for a meeting. Holding assemblies in diverse locations – ideally so that everyone is within walking distance – and near public transit reduces transportation obstacles. Youth and seniors are less able to attend evening meetings, so scheduling assemblies and voting at diverse times – including during the day and on weekends – lets more of them fit PB into their plans. Organizing meetings around events that marginalized groups already attend can also help. In New York, some of the assemblies that attracted the most low-income participation were held after services in a religious institution, during an immigrant cultural event, and after school in the school building. In Chicago, the most diverse voter turnout came at mobile voting stands at train stations, during rush hour.

Amenities: Interpretation and translation – or hosting specific non-English

language events – are essential to engaging many immigrant populations. Providing childcare decreases the costs of participation for families who would otherwise struggle to take time out or to pay for childcare. Serving food provides an extra incentive to participate, especially for low-income people. The New York districts that provided these amenities had higher turnout from immigrant groups, low-income people, and people of color.

Facilitation: Even when marginalized residents show up at assemblies, their voices are often drowned out by more privileged citizens. Skilled facilitators can help level the deliberative playing field, encouraging silent voices to speak and loud voices to listen. But not all cities and neighborhoods have a surplus of experienced volunteer facilitators. In New York, we found that the quality of facilitation depended on the resources of the district, and districts with little organizational infrastructure were often left with novice facilitators. Without funding, it is difficult to recruit and maintain experienced facilitators.

Safe Spaces: In Chicago and New York, organizers have successfully engaged some target populations by creating special spaces for their participation. After failing to reach many Latinos, Chicago organizers planned a special voting day at a church catering to the Latino community. Some districts in New York held special assemblies for youth, seniors, and immigrant populations, and created delegate committees for these groups to specifically work on projects that interested them. In districts that organized these special events and committees, marginalized populations participated at higher rates.

Make it Fun: Integrating games and cultural activities into PB can make participation more enjoyable. We included trivia games and music in assemblies in New York. Participatory video-making helped engage youth in some of the districts. Encouraging delegates to make creative project displays increased their energy levels, and one district attracted its largest assembly crowd by holding the event after a school concert.

4) Targeted Outreach

Focus outreach efforts on traditionally underrepresented populations.

Even when PB is designed to be accessible, marginalized residents will only participate if they are invited. And then invited again, and again. The 49th Ward PB struggled to engage low-income people, people of color, immigrants, and youth. These populations participated some when they were directly recruited, but this did not happen often.

In New York, CVH worked with the Council Member offices to develop targeted outreach plans and hire special canvassers to focus outreach on key

underrepresented communities. Teams of volunteers and canvassers then dedicated hundreds of hours phone banking, door knocking, flyer-ing, meeting with local groups, and using other tactics to engage low-income New Yorkers, public housing residents, and immigrant populations in each district.

This work proved invaluable, as targeted populations turned out to vote in PB at higher rates than in the local elections. For example, in District 8, where targeted outreach focused on public housing tenants, 22% of PB voters had household income less than \$10,000, compared to 4% of the district's voters in the 2009 City Council election.⁴

Unfortunately, there were only enough resources to focus on one main population in each district. Which brings us back to the snaking line of voters at the Windsor Terrace Library. This district – the 39th – focused its targeted outreach on a small but distressingly poor Bangladeshi community. The outreach worked, as Bangladeshis turned out in droves. Yet while 10% of voters cast ballots in the Bangla language, less than 1% cast ballots in Spanish – even though the district is home to many more Latinos than Bangladeshis.

With greater resources, targeted outreach could have better engaged marginalized groups. Yet even with limited funds, we were able to build a bottom-up PB process, one that has effectively engaged some low-income communities and that is growing in size. We have begun to establish PB in the US as a transformative social justice project by starting with money that matters to low-income groups, by empowering grassroots groups to lead the process, by making participation more accessible, and by targeting outreach on underrepresented communities. Each step helps pave the way for the following – starting with money that is substantial and relevant to low-income communities makes it easier to attract grassroots groups to lead the process, which in turn generates more interest in accessible design and targeted outreach.

It took a decade of organizing to come this far, and many challenges remain. But hopefully the wait will be worthwhile, in Windsor Terrace and at libraries across North America.

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⁴ All data from Community Development Project at the Urban Justice Center, 2012.

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