

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



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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

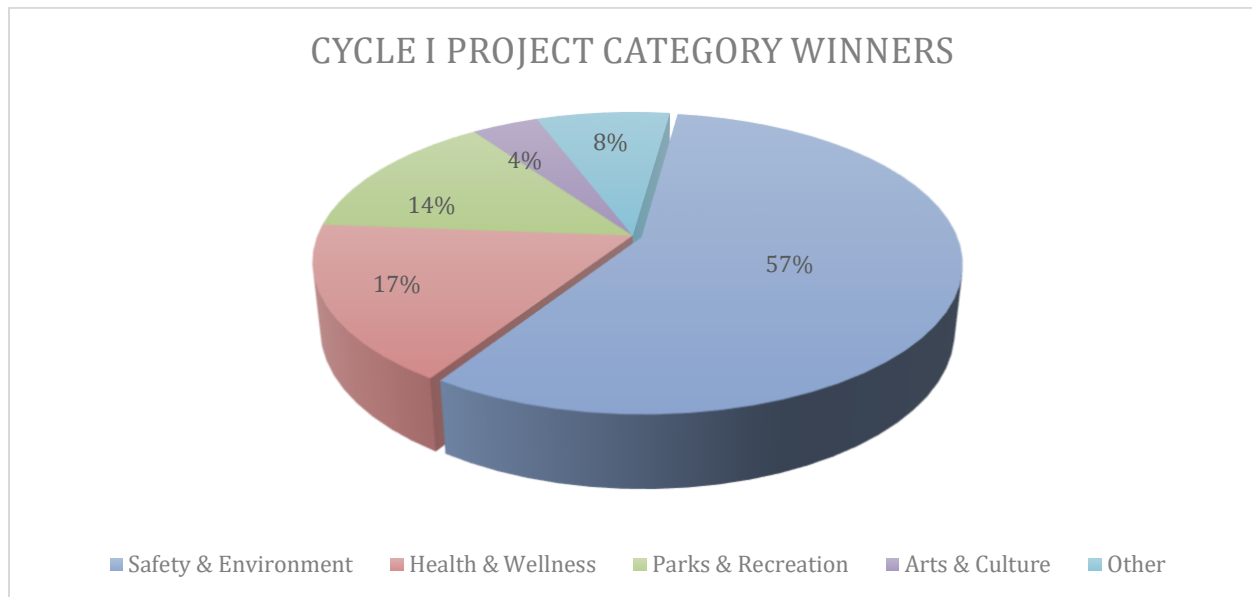
PB voting started May 1, 2019 and closed on May 31, 2019. At this time, Durham residents had 31 days to vote from a short-list of proposals (those deemed feasible by the Budget Delegates, Internal Staff Committee, and Sponsor Organizations) they believed should be funded in this cycle of PB Durham in 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" ~ Steering Committee member</i>

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> <ul style="list-style-type: none">80 (70.8%) of Budget Delegates indicated a race other than White80 (70.8%) of idea submitters in Ward 1 indicated a race other than White77 (51.3%) of idea submitters in Ward 2indicated a race other than White23 (29.8%) of idea submitters in Ward 3 indicated a race other than White <u>Voters:</u> <ul style="list-style-type: none">1,611 (41.1%) of voters indicated a race other than White <u>Survey Respondents</u> <ul style="list-style-type: none">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															
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															

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

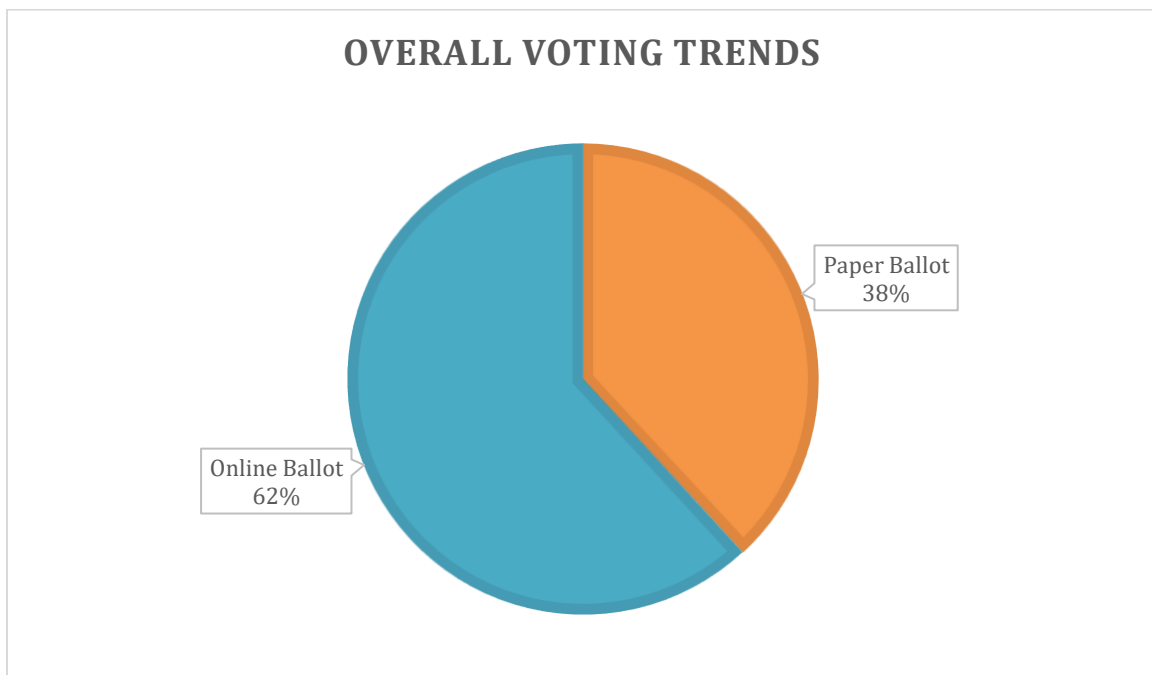
Residents could vote for up to 10 projects from a range of 10-21 total projects on the ballots, depending on the ward. The online voting portal gave the project title, project location, a picture of sample projects or a picture of the existing area, and gave a description of the project with estimated 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:

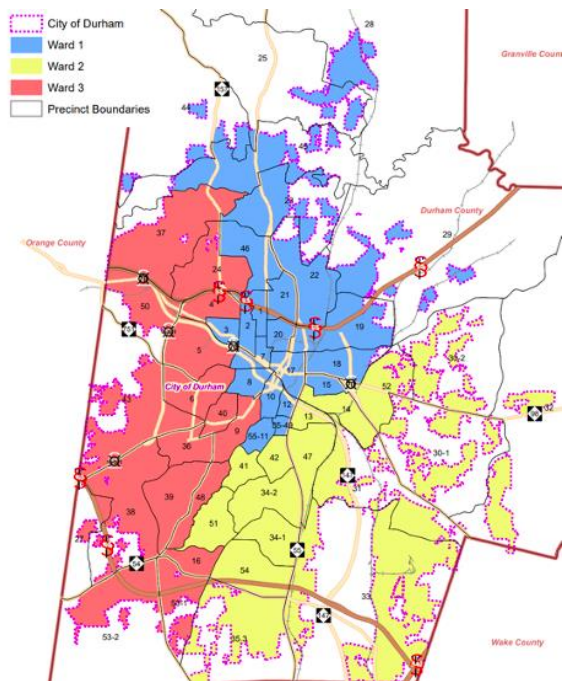
- Supporting people to participate in the process that have never participated in civic processes before;
- Ensuring resources are allocated that correct past harm;
- Funding projects that meet the needs of the most impacted communities.

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	<ol style="list-style-type: none"> 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 	<ol style="list-style-type: none"> 1. Making democracy inclusive 2. Have meaningful social and community impact 3. Promote public good 4. Create easy and seamless civic engagement 	<ol style="list-style-type: none"> 1. Improve the city 2. Engage the community 3. Transform democracy 4. Open up government 	<ol style="list-style-type: none"> 1. Equity 2. Empowerment 3. Community building 4. Transparency 	<ol style="list-style-type: none"> 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	<ul style="list-style-type: none"> • 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. <p><i>“Other service talks about a problem and is doing nothing, PB is implanting the projects” ~ Steering Committee member</i></p>
# 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	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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. 	<p><u>Budget Delegates and Idea Submitters</u></p> <ul style="list-style-type: none"> 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 <p><u>Voters:</u></p> <ul style="list-style-type: none"> 1,611 (41.1%) of voters indicated a race other than White <p><u>Survey Respondents</u></p> <ul style="list-style-type: none"> 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	<p><u>Idea collection events</u>-translation services [upon request]</p> <p><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}</p> <p><u>Voting</u>-bus passes, translation services [upon request]</p>

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 <u>Streets & Sidewalks \$158,620.00</u> 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 <u>Operating Sub-Total = \$83,150.75</u> 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)	<p>Grass-roots participation and engagement from targeted groups such as youth, Hispanics, and low income groups.</p> <p>Opening opportunity for community dialogue focusing on equity, engagement, empowerment, and addressing community needs</p> <p>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.</p>
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

←

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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.

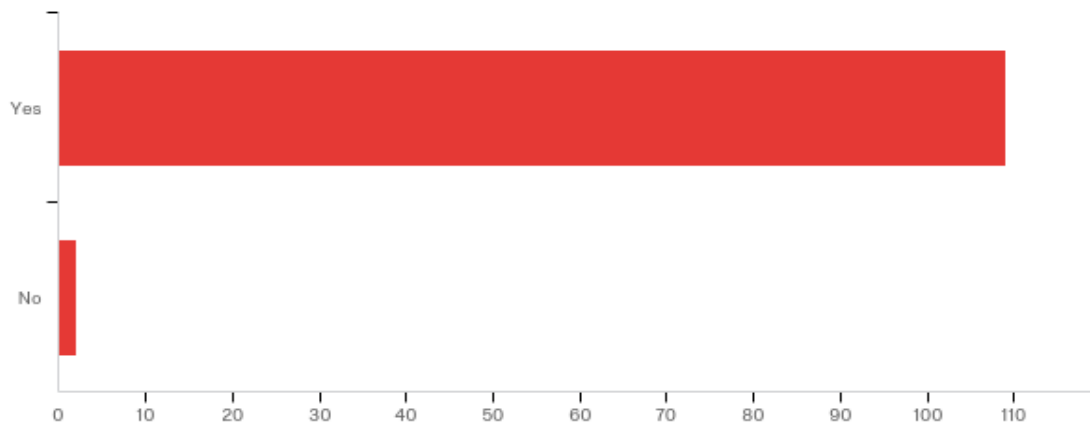
Estimated Cost: \$67,980

Select

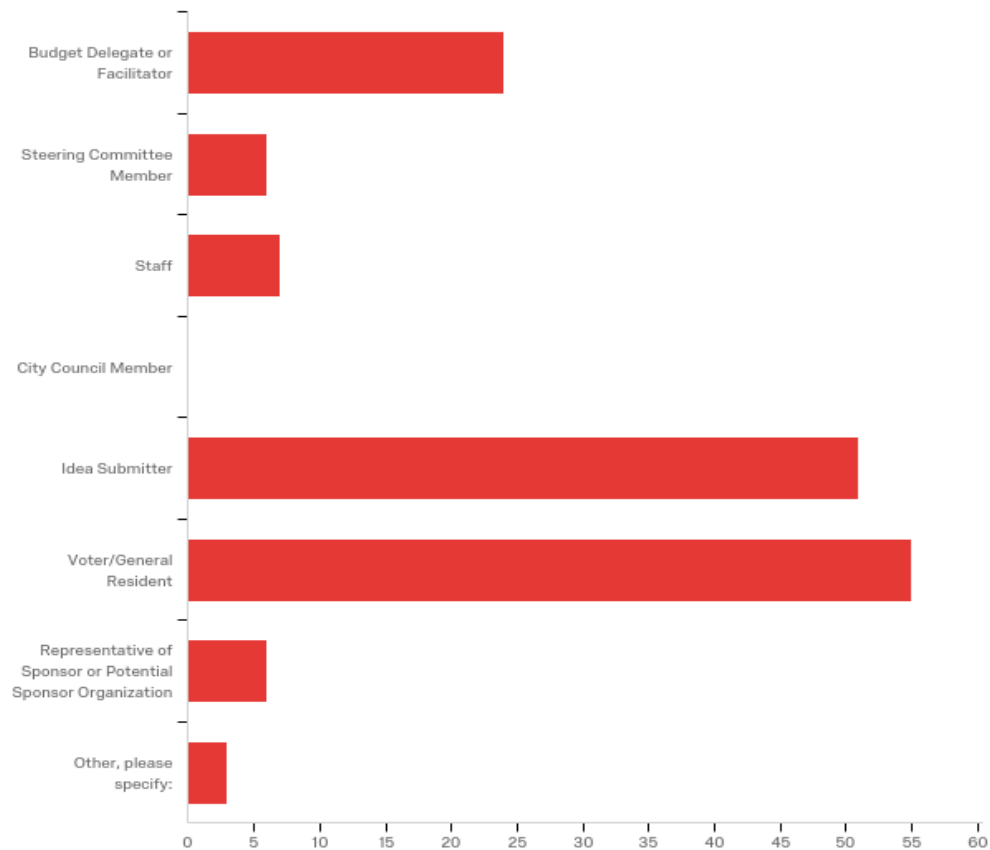
Appendix 3. Survey Report Outputs

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

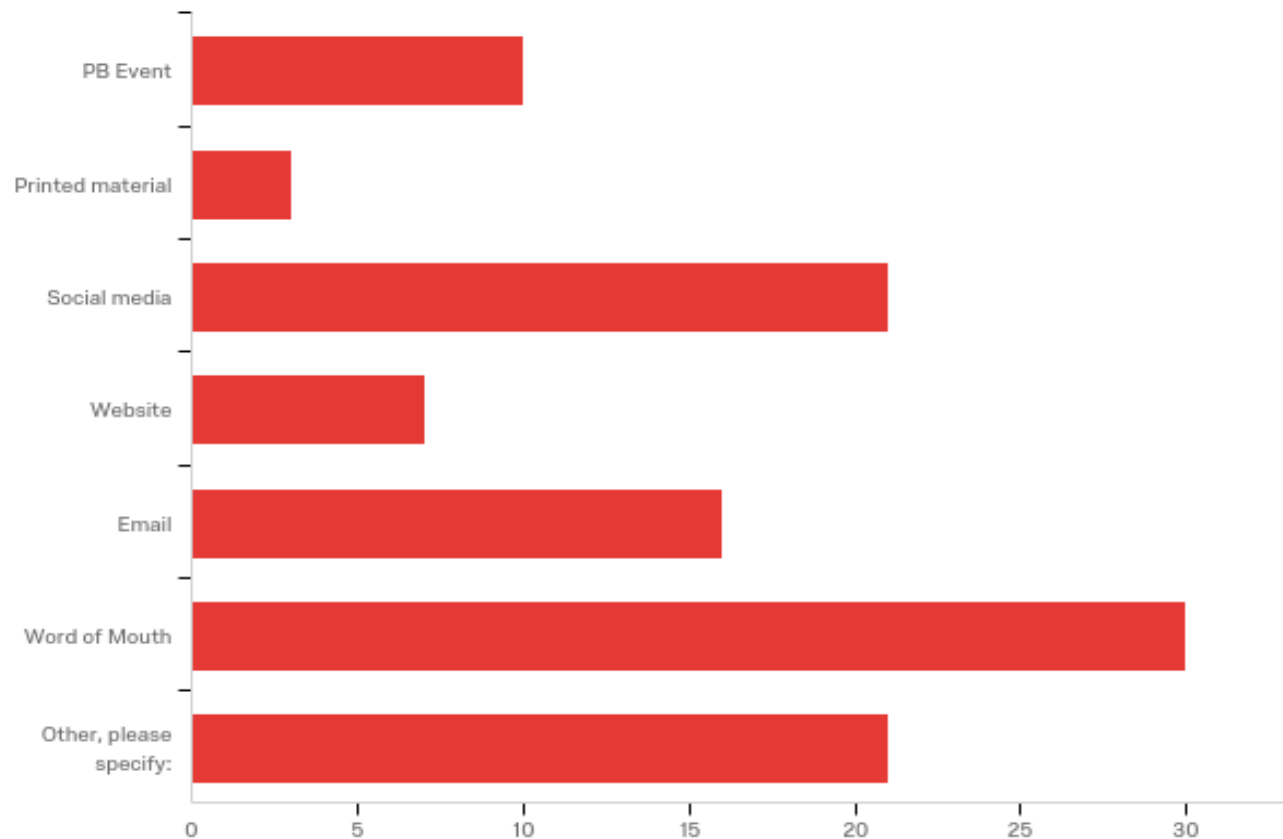
T1 - Do you consent to complete the survey?



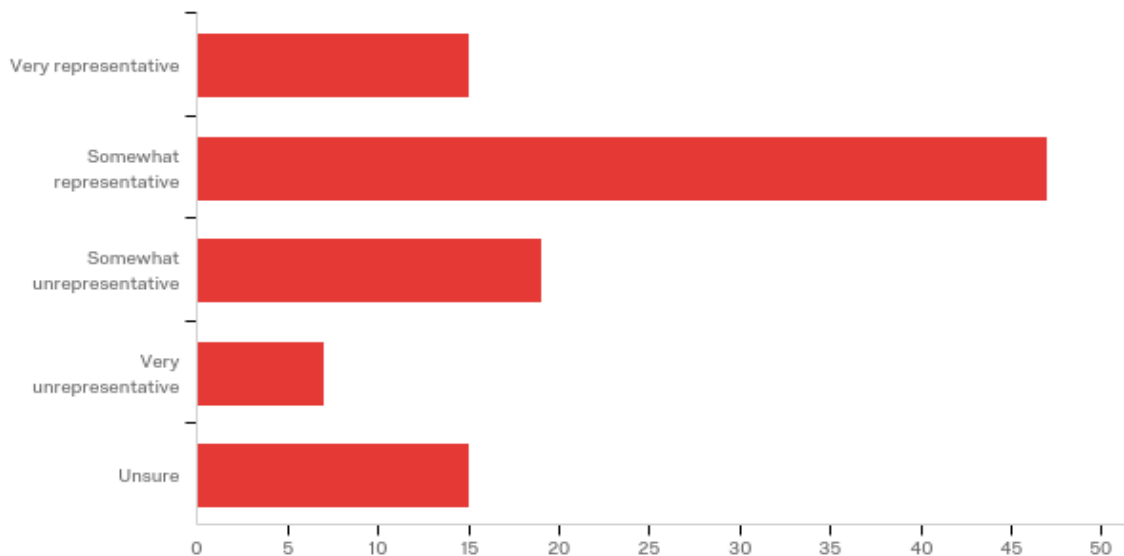
R1 - What are your relationship(s) to the City of Durham's Participatory Budgeting Project? (check all that apply)



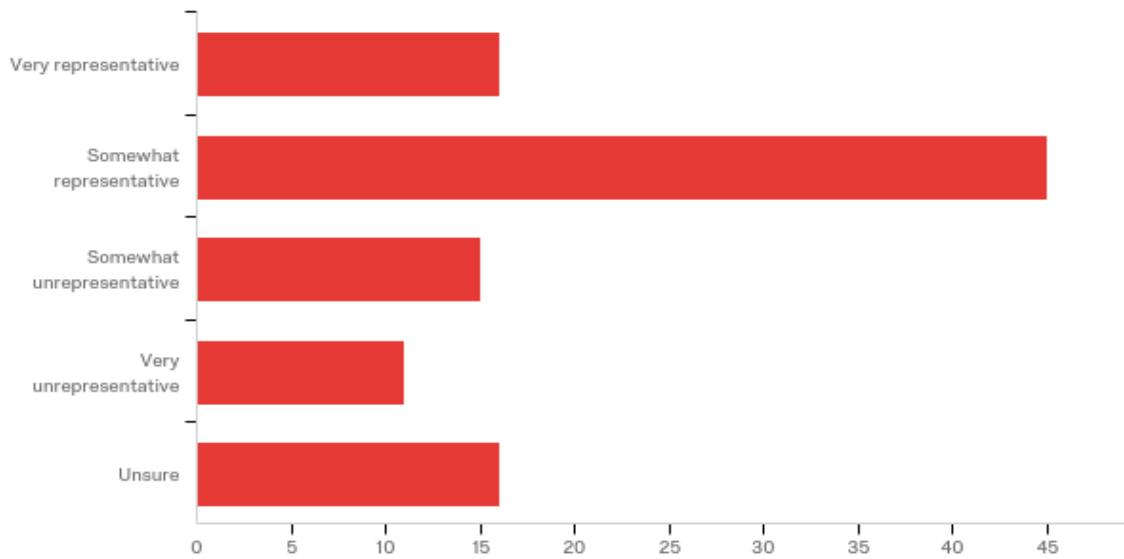
R2 - Where did you first hear about the City of Durham's Participatory Budgeting Project?



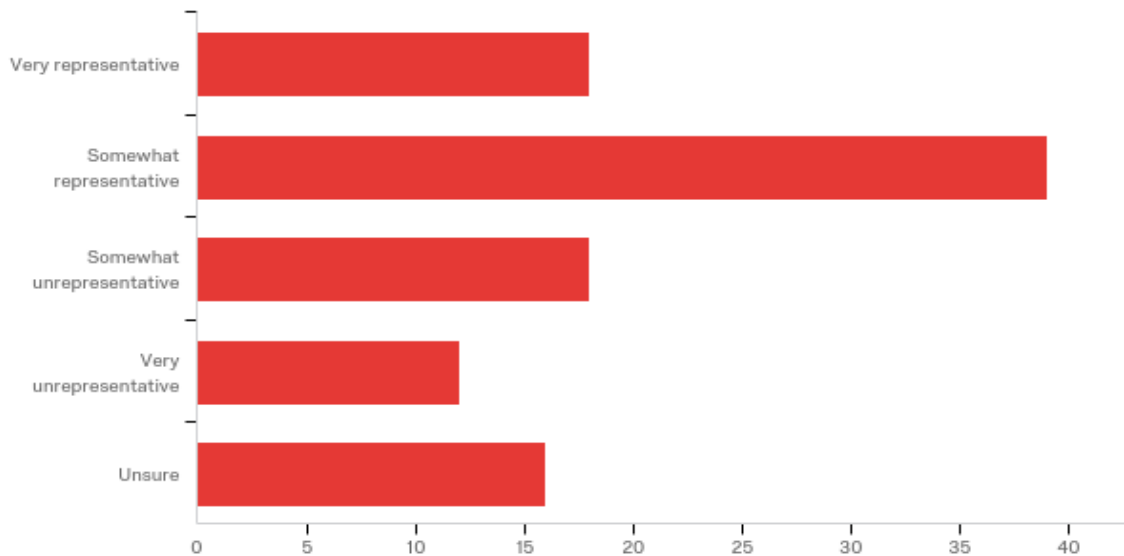
EP1 - To what extent do you believe the ideas submitted were representative of the needs in each ward?



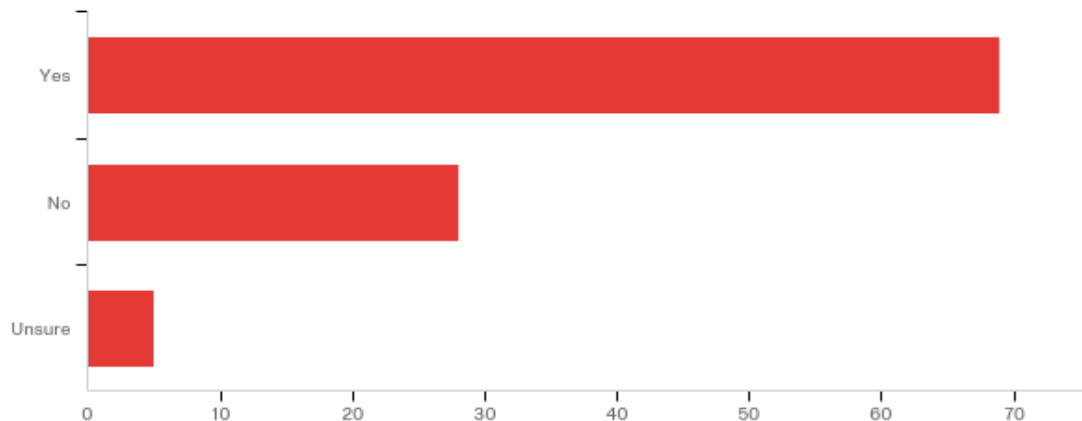
EP2 - To what extent do you believe the eligible projects (on the ballot) were representative of the needs in each ward?



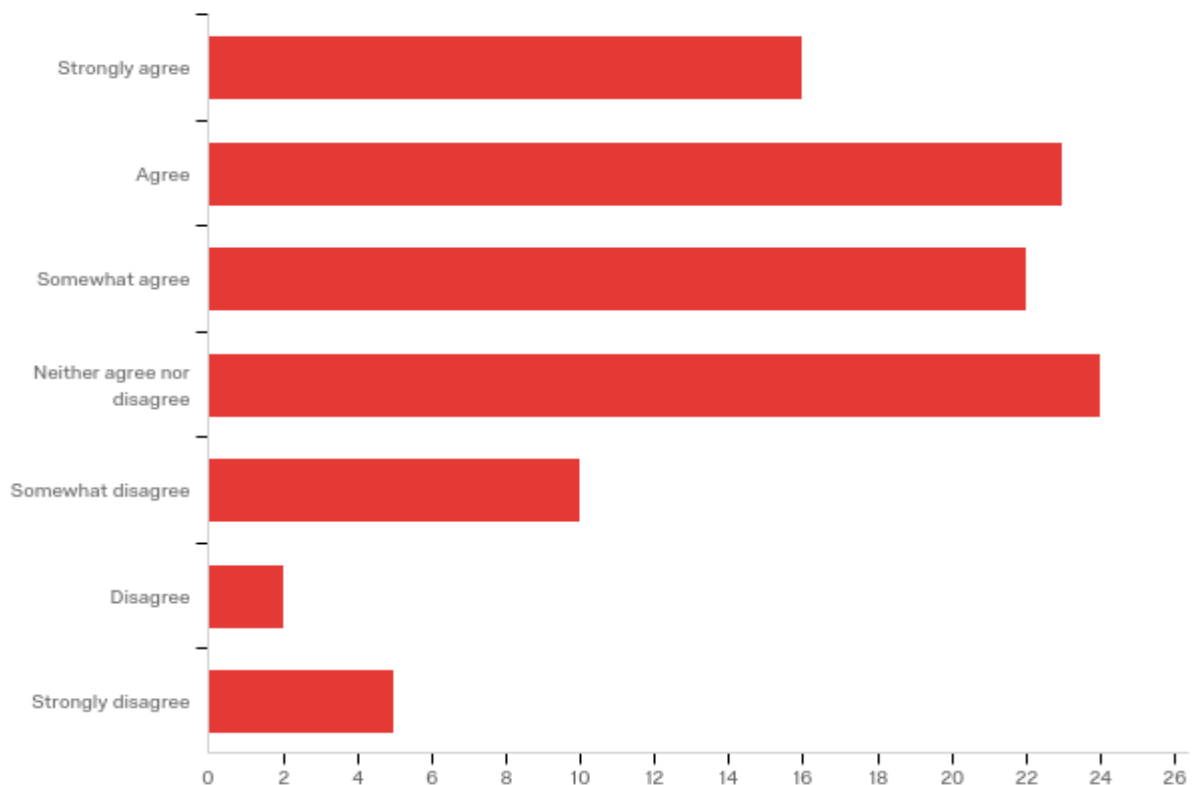
EP3 - To what extent do you believe the winning projects were representative of the needs in each ward?



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

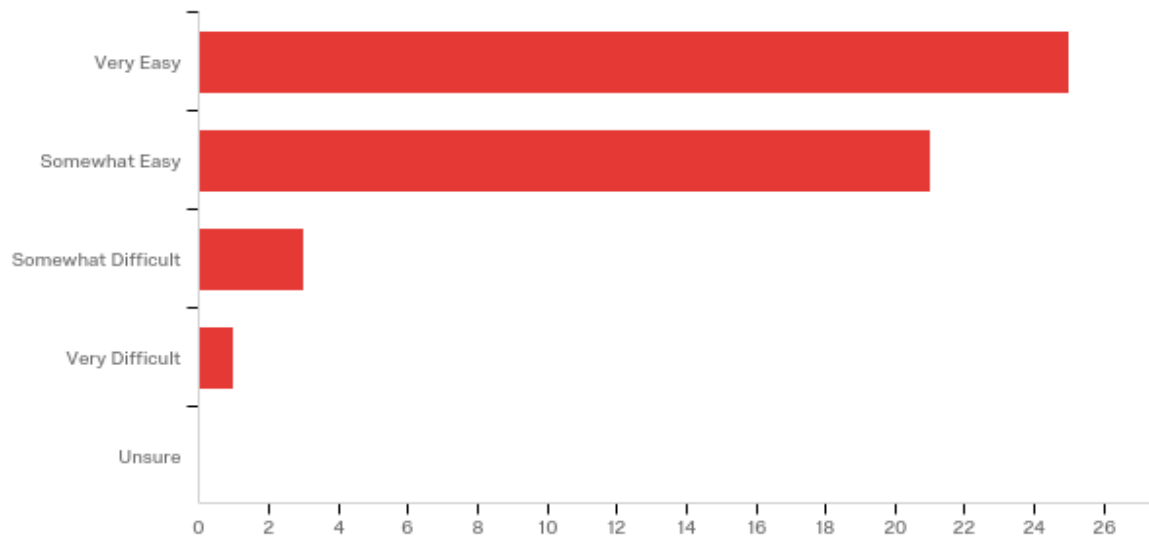


EP5 - To what extent do you agree that the needs of historically marginalized (e.g. underserved or underrepresented) groups or communities were considered during PB decision-making?

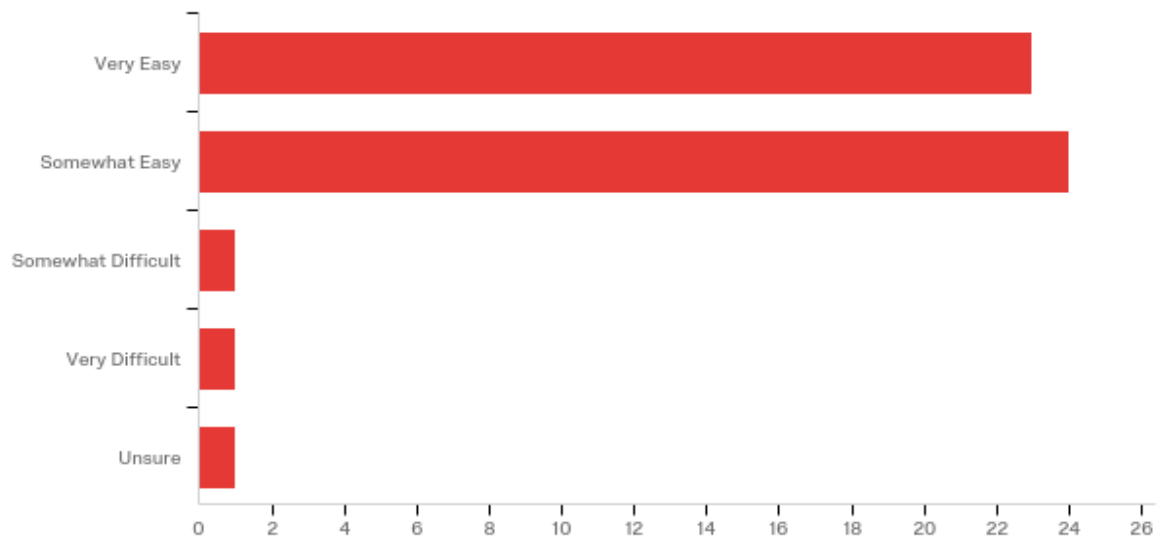


EP6 - Are there changes that could be made to Durham's Participatory Budgeting process which would improve equity (e.g. dedication of resources to historically marginalized, underserved, or underrepresented communities; opportunities for participation by individuals or groups who have not previously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

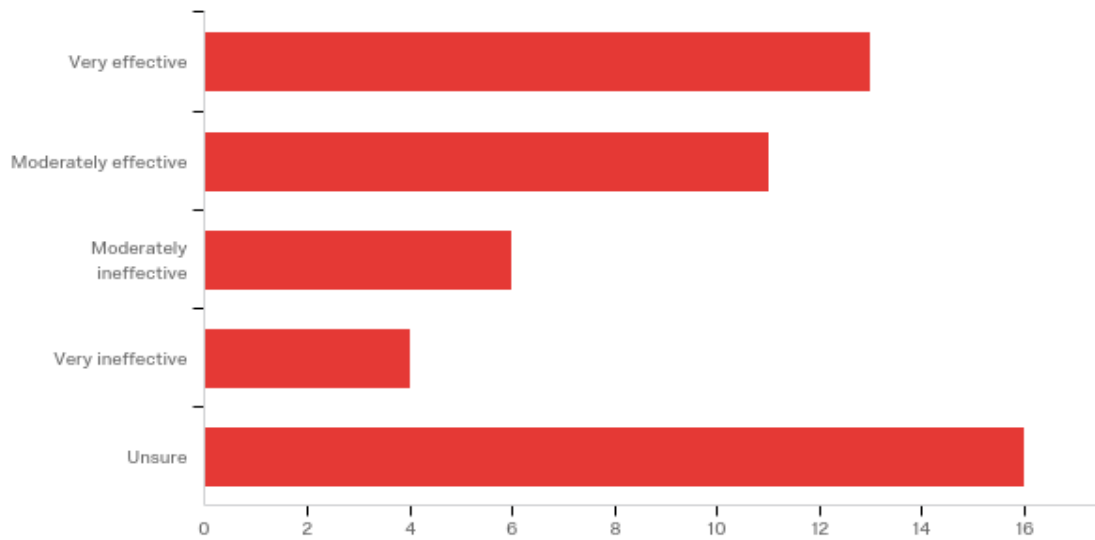
IS1 - How would you describe developing an idea for submission to the Participatory Budgeting Process?



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

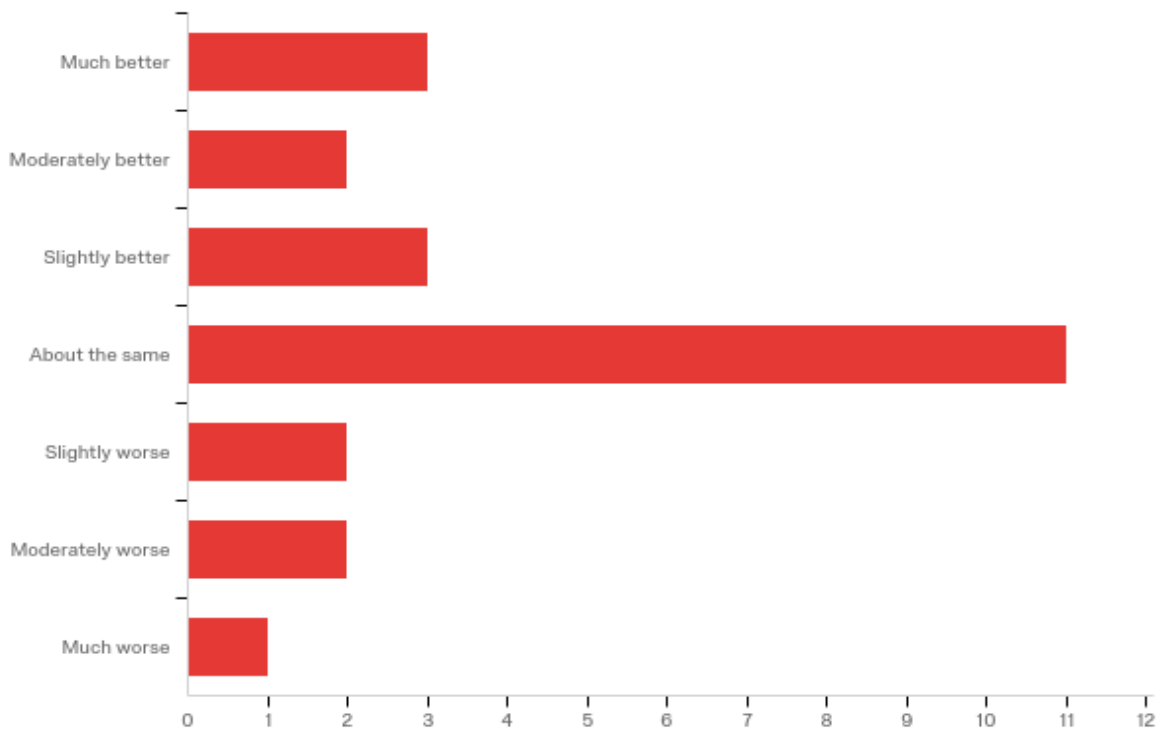


IS3 - How would describe the support of City Staff for idea submission?

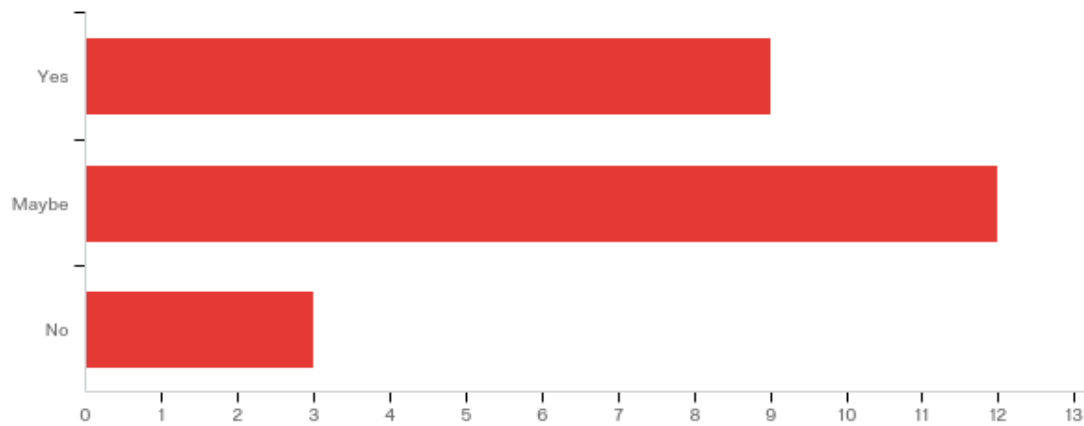


IS4 - Please share any other feedback on the Participatory Budgeting Idea submission process.

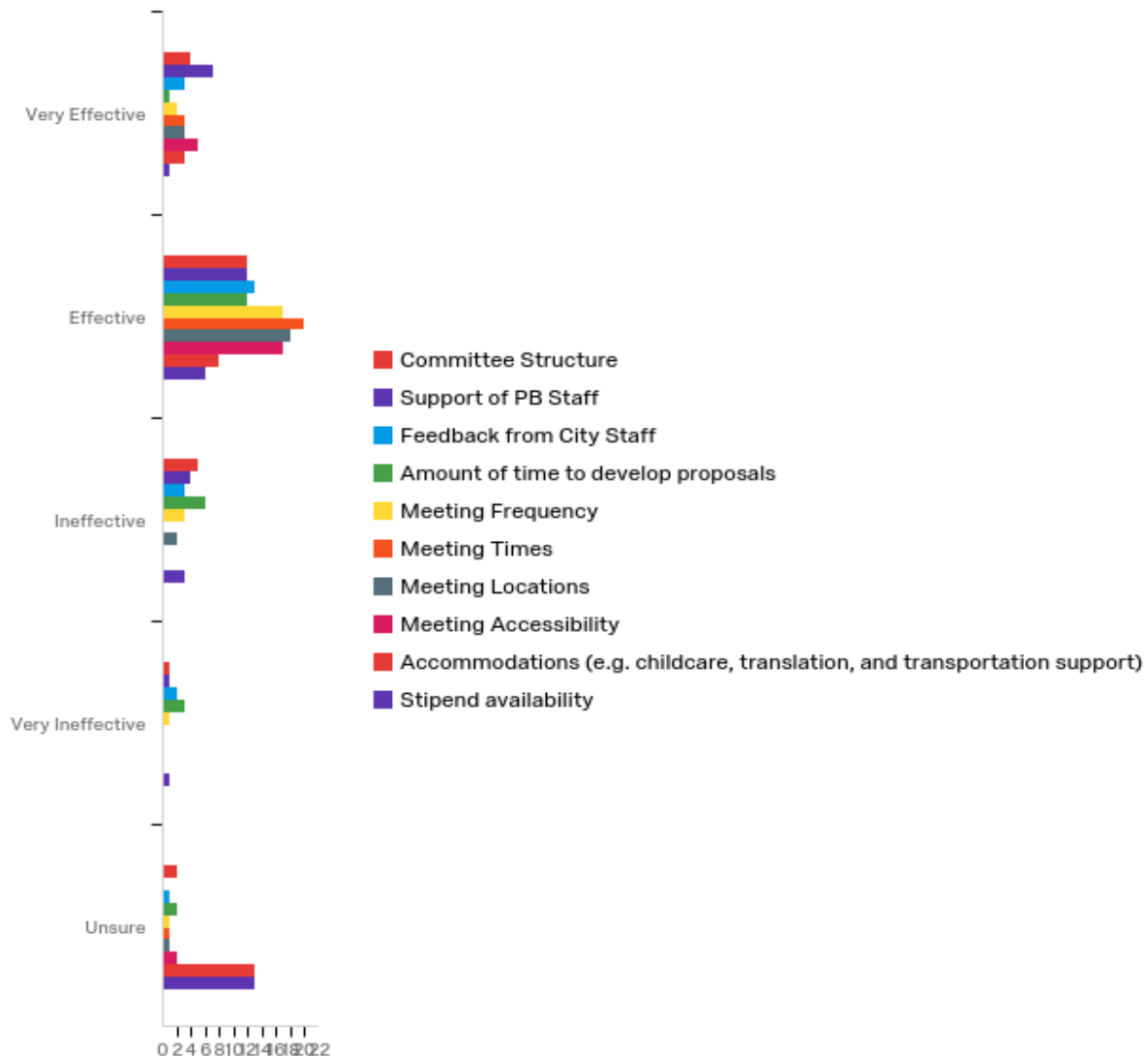
BD1 - How did being a budget delegate or facilitator compare to other experiences you have had as a volunteer?



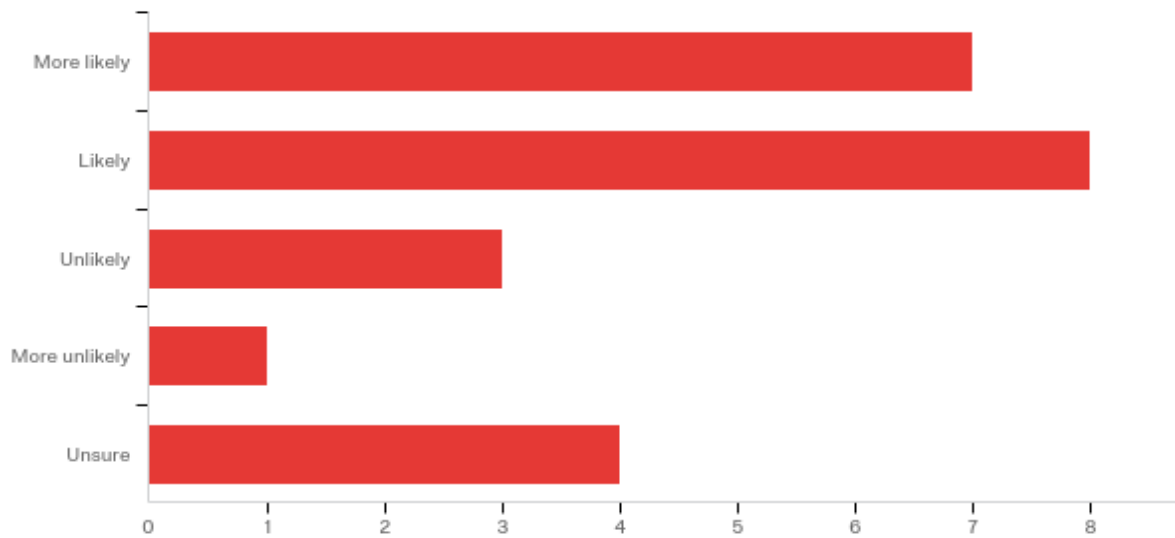
BD2 - Would you participate as a Participatory Budgeting volunteer in the next cycle?



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

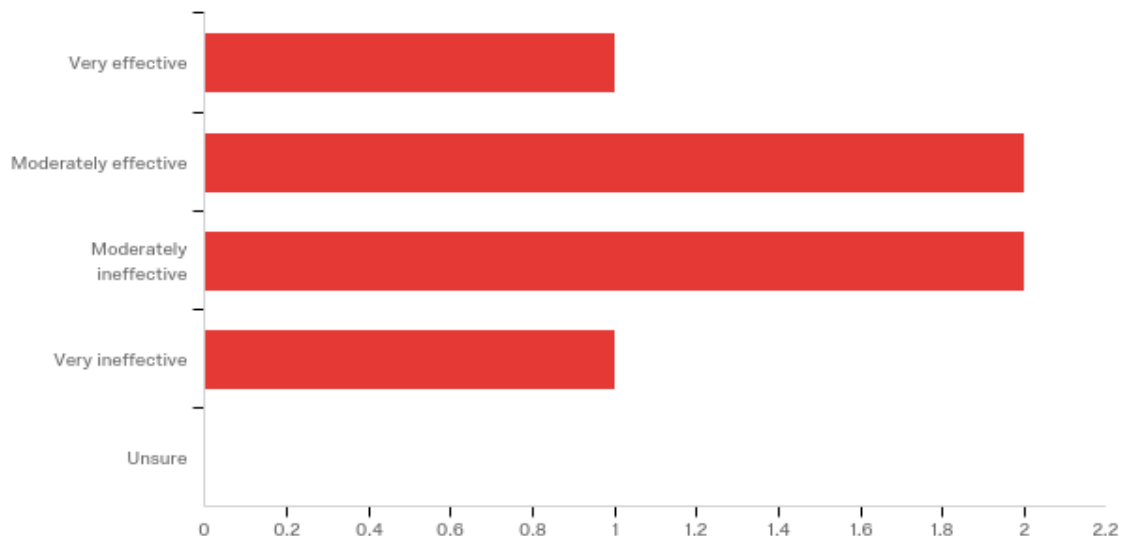


BD5 - How did your experience with Participatory Budgeting change your likelihood of volunteering with the

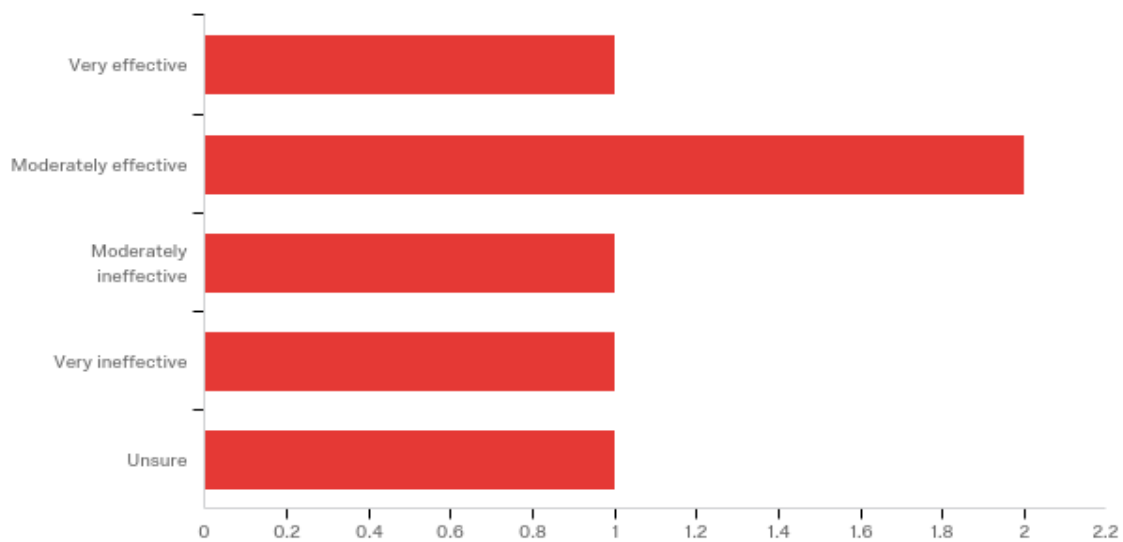


BD6 - Please share any other feedback on the Participatory Budgeting Budget Delegate and Facilitation Process. Are there any barriers to participation in this or future cycles that have not been mentioned?

PS1 - How effective were communications with City Staff?



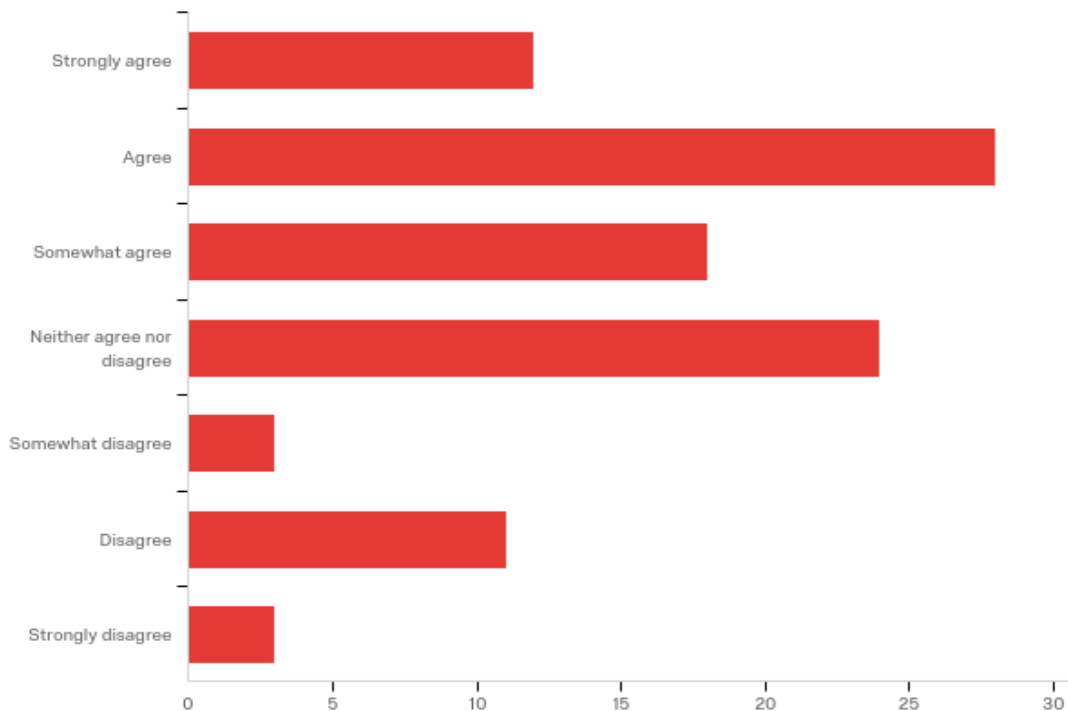
PS2 - How effective were communications with Facilitators?



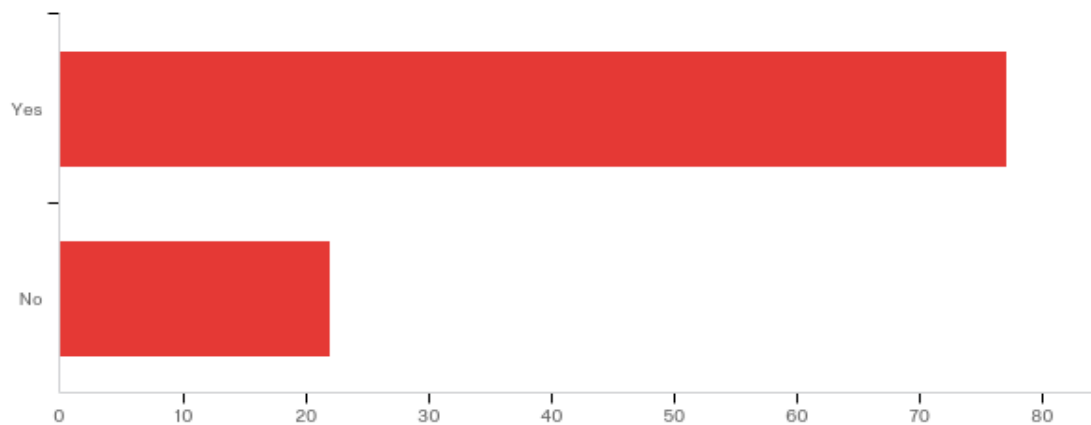
PS3 - Please share any feedback on the Participatory Budgeting process as a Project Sponsor.

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)?

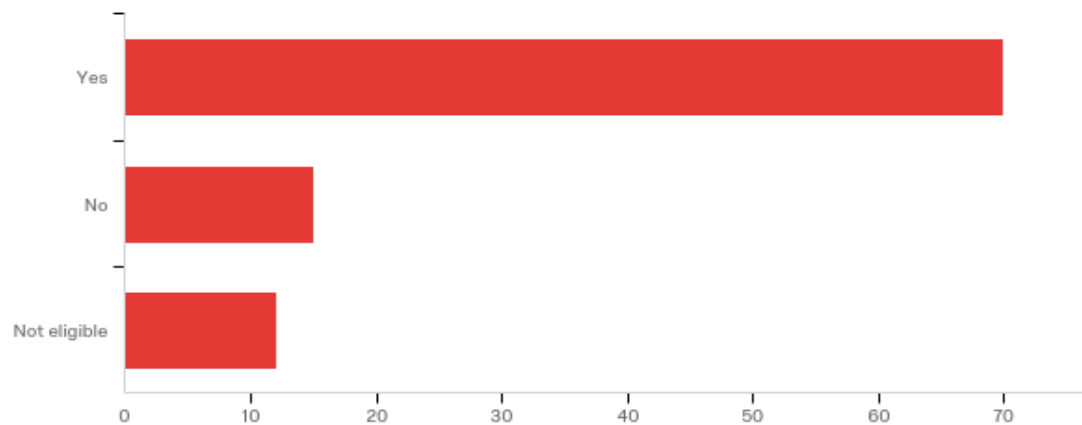
Q41 - To what extent do you agree you understand city processes better after the participatory budgeting process?



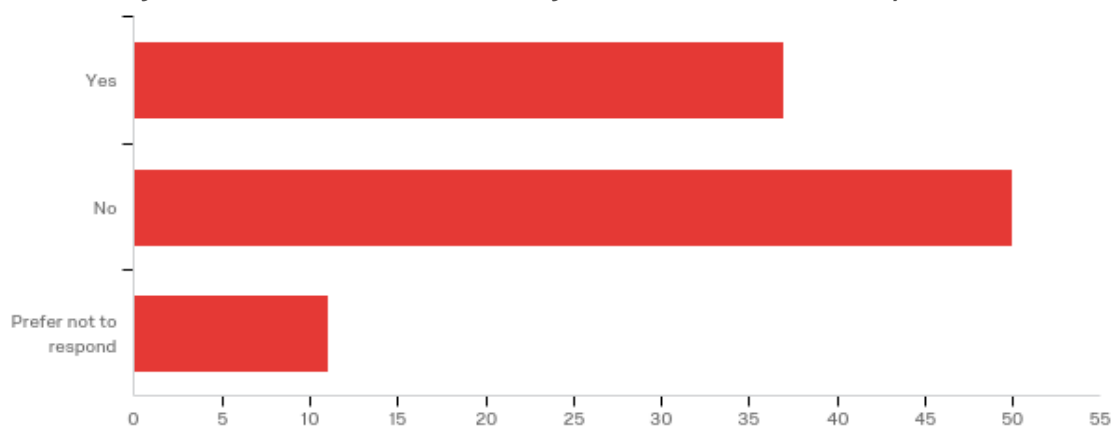
D1 - Did you vote in the 2019 PB process?



D2 - Did you vote in the 2019 Municipal Elections?

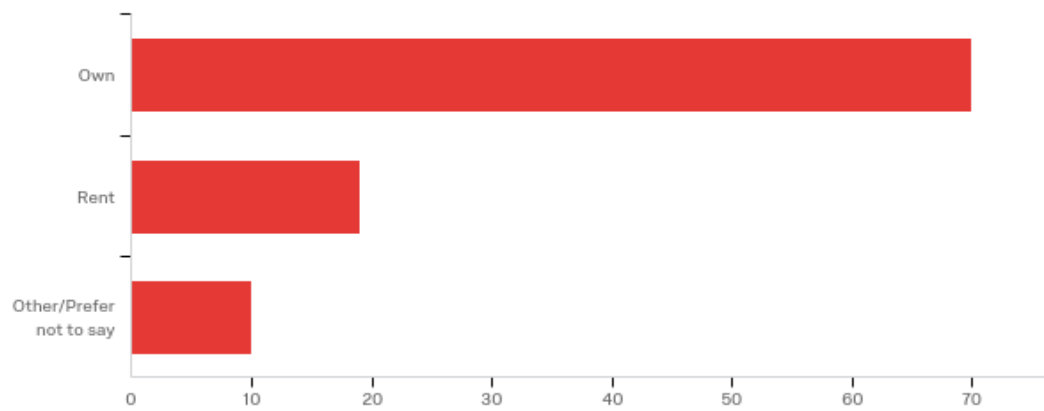


D3 - Do you identify as a member of a marginalized group (e.g. racial/ethnic group, gender identity, sexual orientation, disability, or other characteristic)?

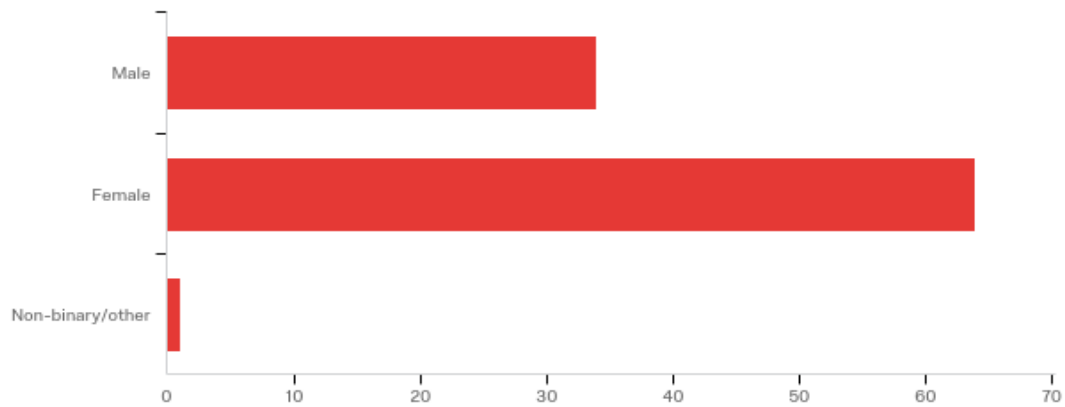


D4 - Approximately how many years have you lived in Durham?

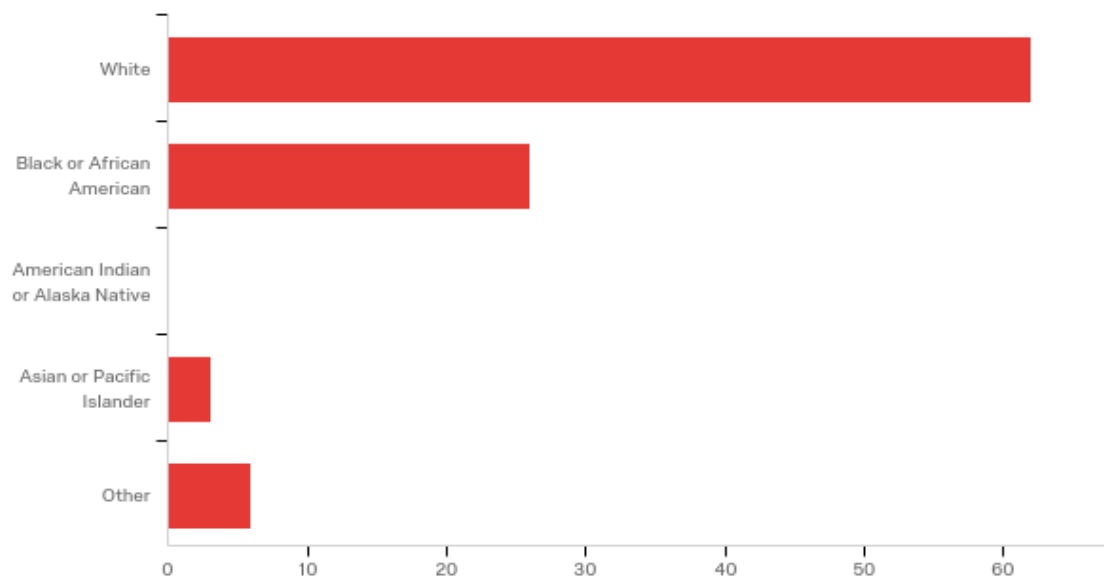
D5 - Do you own or rent your current residence?



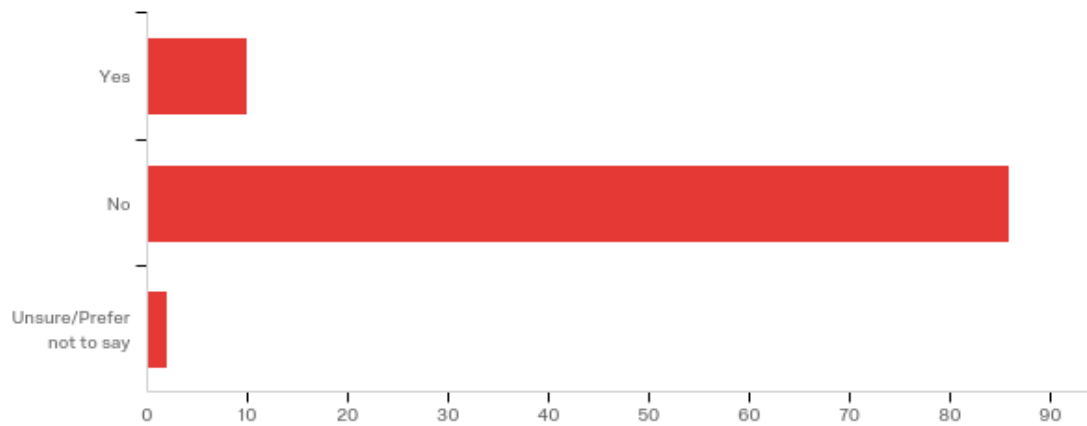
D6 - What is your gender?



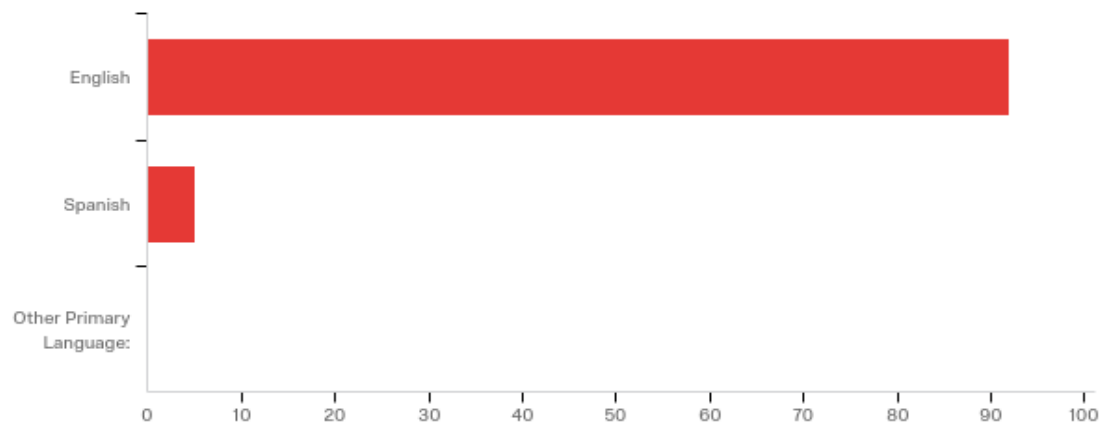
D7 - What best describes your race/ethnicity [Check all that apply.]



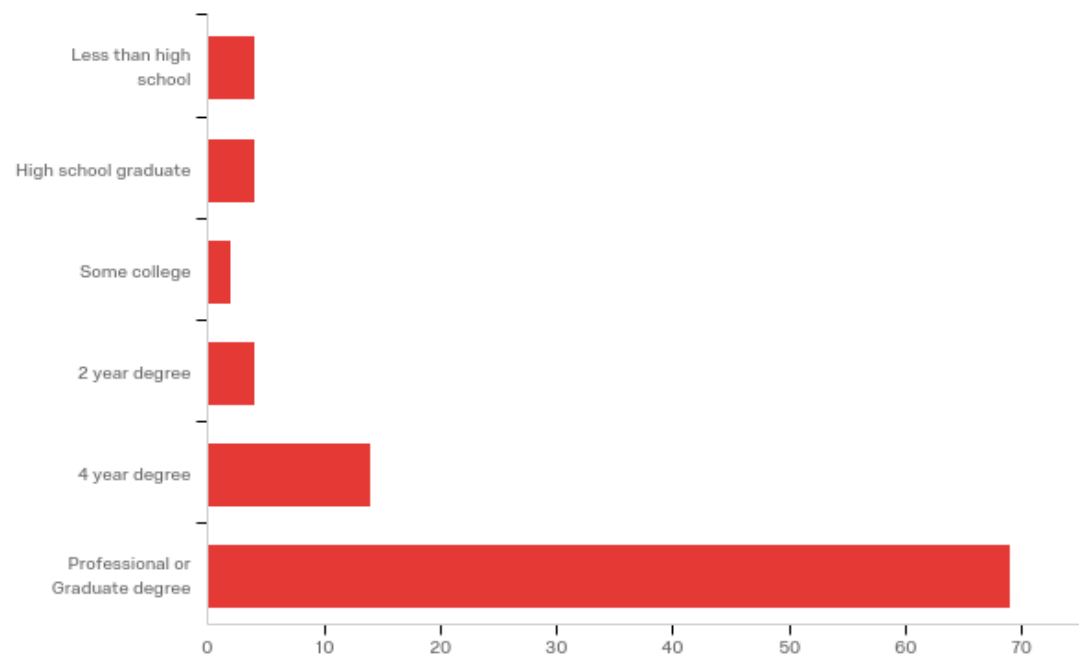
D8 - Are you of Hispanic, Latino, or other Spanish ancestry?



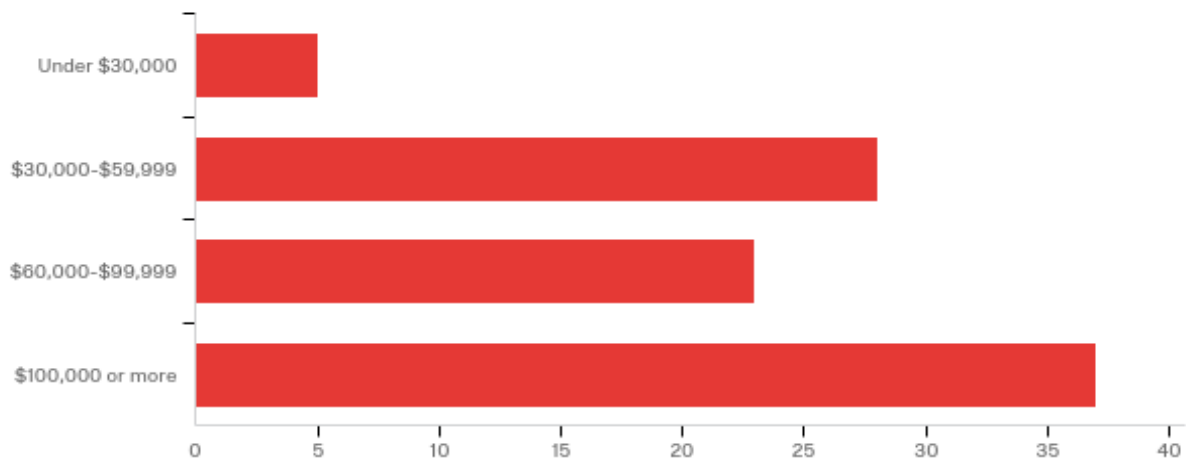
D9 - What is the primary language used in your household?



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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