



WE DECIDE DETROIT



PARTICIPATORY BUDGETING IN THE NEIGHBORHOOD SURROUNDING CLARK PARK, SOUTHWEST DETROIT

PROCESS AND OUTCOME EVALUATION
November 2018 Report

AN INITIATIVE OF
Invest Detroit

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INVEST  DETROIT



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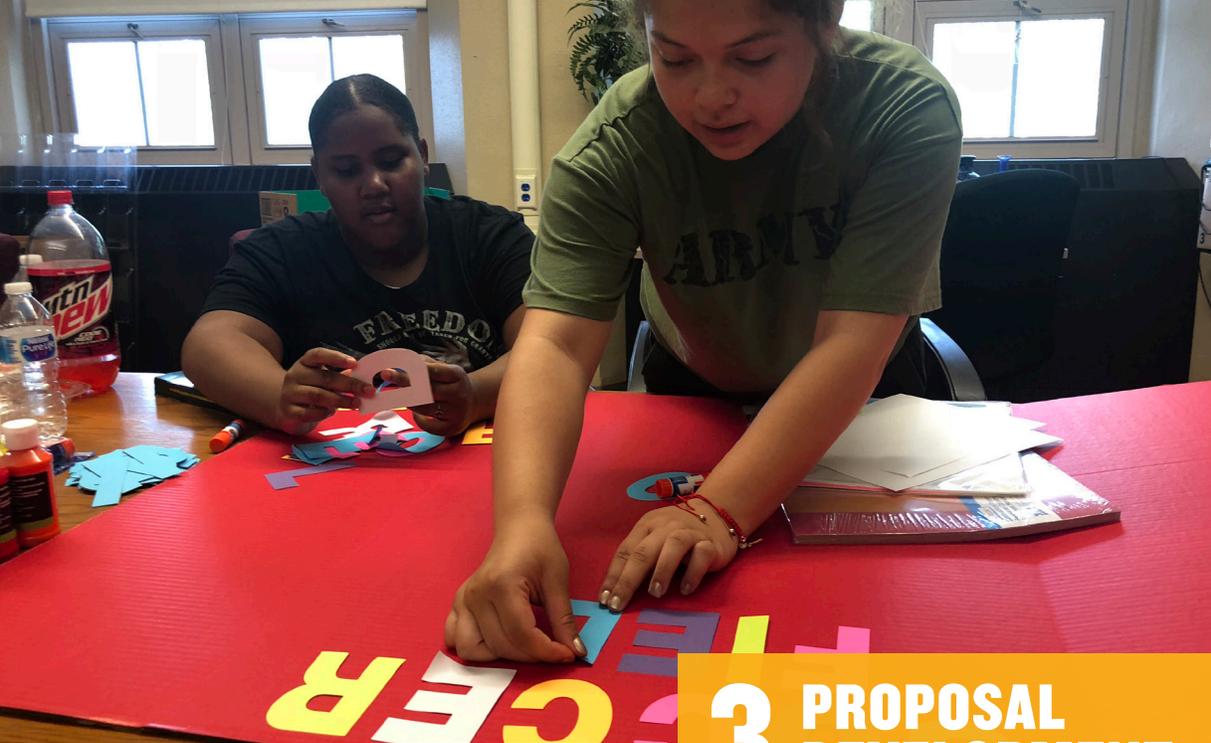
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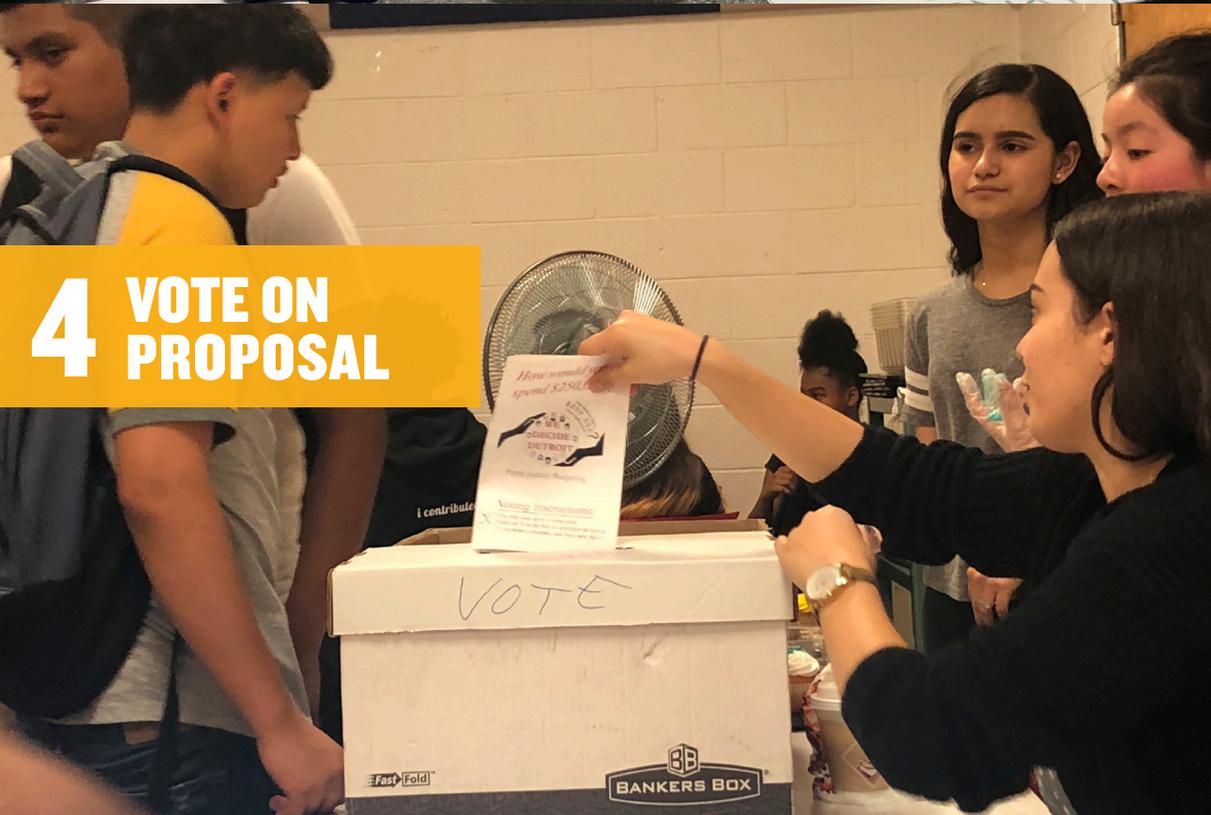
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DETROIT**

**THE
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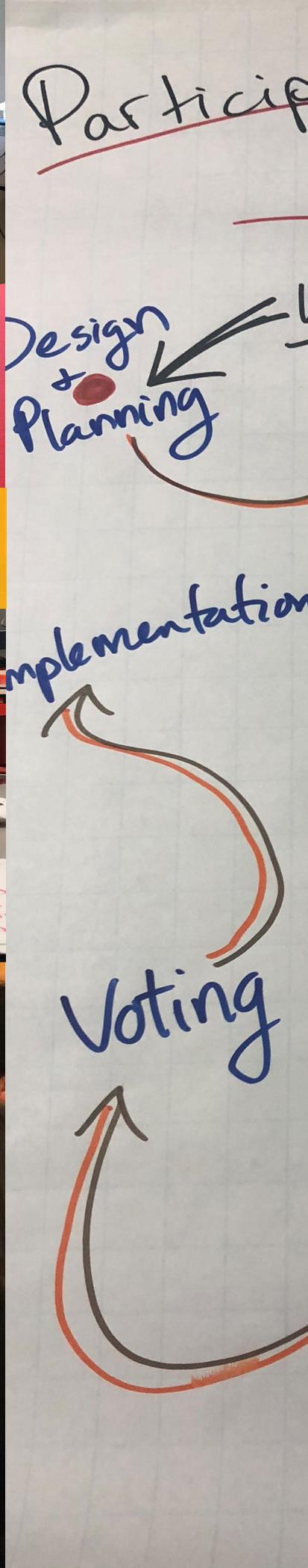




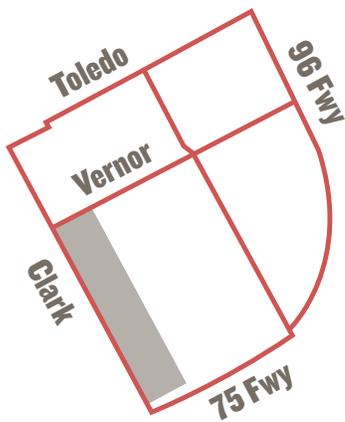
3 PROPOSAL DEVELOPMENT



4 VOTE ON PROPOSAL



PROJECT BACKGROUND



MAJOR THEMES FROM THIS PROCESS

1. Building Trust
2. Communication & Expectations
3. People Power
4. City Involvement
5. Equity
6. Civic & Political Engagement

PARTICIPATORY BUDGETING (PB) IS AN INNOVATIVE DEMOCRATIC PROCESS IN WHICH RESIDENTS DIRECTLY DECIDE HOW TO SPEND PART OF A PUBLIC BUDGET.

In partnership with the City of Detroit, Invest Detroit houses the Strategic Neighborhood Fund to support the revitalization of Detroit neighborhoods. In 2018, Detroit launched a pilot PB process with \$250,000 in funds to spend on public infrastructure projects in the neighborhood surround Clark Park. This report is a collective effort to lift the voices of the residents, youth, and community stakeholders as they piloted the Participatory Budgeting (PB) process in Detroit, Michigan. This process and outcome evaluation builds resident capacity and ownership in its participative design to create a “new way” of decision making by giving residents power and intentionally creating equity among stakeholders. A key element in this evaluation is making residents’ voices heard, so the report includes residents’ quotes throughout the report to reflect the intentionality of inclusion and equity. This scope of the report does not cover the implementation phase.

KEY FINDINGS

The anticipated outcomes of the PB project were thriving neighborhoods and inclusion. Resident feedback and common themes that emerged include: building trust, communications and expectations, people power, city involvement, equity, and civic and political engagement.

BUILDING TRUST

This PB process brought resident and interested parties (stakeholders) together to collaborate on issues that impacted all of them. Invest Detroit made an intentional effort (i.e. meeting location, independent facilitators) from the beginning to build trust among residents, local businesses, community organizations, and the city.

COMMUNICATION & EXPECTATIONS

Consistent and clear communication was an ongoing challenge. Leadership should provide greater explanation of PB process specifications (i.e. why boundaries were selected) and expectations of volunteers, as well as more regular communication during the process.

PEOPLE POWER

The steering committee had 42 members, with 10 to 12 regularly coming to meetings. While 17% of all residents participated in some way, the process needed more volunteers at every phase.

CITY INVOLVEMENT

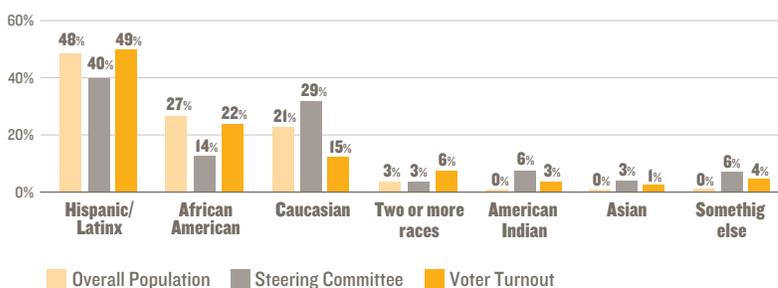
Involving a trusted elected official who understands grassroots, resident-led processes was highly beneficial to this PB process because of her ability to engage the city departments. For example, she could leverage her office's resources to support the project and quickly engage other relevant city departments.

EQUITY

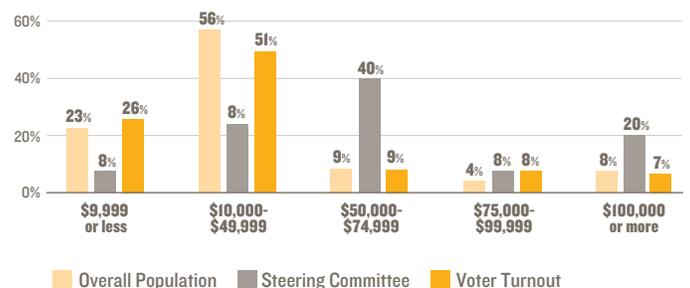
The steering committee made an intentional effort (by discussing data on disparities) in every phase of the process to be inclusive of underrepresented groups and to ensure the community was accurately represented. The steering committee and evaluator tracked demographic data throughout the process to compare it to the catchment area's population demographics (using U.S. Census data) and identify underrepresented groups. They observed African Americans, youth, and low income individuals were disproportionately underrepresented in the early phases of the process and in the steering committee. The intentional outreach efforts resulted in high voter turnout among these underrepresented groups who were not originally involved earlier in the process.

The outreach methods attracting the most participants included holding meetings and voting where people already naturally gathered (school, church, library), word of mouth, and going door to door. Among voters, 30% knew about voting because of the school, 20% because someone came to their door, and 19% because of a friend or family member. Strategically selecting meeting and voting locations ("mobile" voting stations) in areas that target specific populations contributed to greater turnout from underrepresented groups.

Race/Ethnicity



Household Income



NEARLY HALF (47%) OF PB PARTICIPANT VOTERS WERE NOT INVOLVED IN ANY CIVIC ENGAGEMENT IN THE PAST 12 MONTHS. THUS, THE PB PROCESS HELPED ENGAGE RESIDENTS WHO DO NOT NORMALLY ENGAGE WITH OTHER PEOPLE IN THEIR NEIGHBORHOOD TO IMPROVE CONDITIONS IN THEIR COMMUNITY.

CIVIC & POLITICAL ENGAGEMENT

This PB process attracted otherwise less civically engaged residents. Residents answered the question, “In the past 12 months, have you worked with other people in your neighborhood to fix a problem or improve a condition in your community, not including work you may have done related to participatory budgeting?” Nearly half had not. The PB process engaged residents who do not participate in the mainstream political process. Among all of those eligible to vote in the 2017 mayoral election, nearly a third (31%) did not vote in the mayoral election but voted in the PB process. PB also engaged individuals typically excluded from standard forms of political participation because of age, immigration status, or other reasons—15% indicated they are not eligible to vote in local elections. The number of resident voters was nearly identical to the number of student voters—49% of voters were youth from Western High School. The overall voting rate was 11% among the population, compared with 7% voting in the 2017 mayoral election in precinct 45.

PB PARTICIPANT VOTER TURNOUT RATES

	Total Population in Catchment Area	Total Who Voted	Voting Rate
Residents	3,798*	335	9%
Students	1,985**	320	16%
Overall	5,783	655	11%
2017 Mayor Election	2,265***	148****	7%

*US Census Bureau: 2012-2016 five-year estimates

**State of Michigan: 2017-18 student count for Western High School

***US Census Bureau: 2012-2016 five-year estimates (eligible voters in Census Tract 5234)

****Wayne County: 2017 Official Election Results (total voters in Precinct 45)

This report investigated other PB processes that occurred in U.S. cities. This pilot PB process in Detroit exceeded all other PB cities' voter turnout rate for first cycle PB processes (see reference page for all city evaluation report citations).

PB FIRST CYCLE VOTER TURNOUT RATES IN OTHER CITIES

City	Voting Rate
Detroit, Michigan	9%
Vallejo, California	3%
Cambridge, Massachusetts	2%
New York City, New York	2%
Chicago, Illinois	1%

MORE PEOPLE IN THE CATCHMENT AREA VOTED IN THIS PB PROCESS (11%) COMPARED WITH THE 2017 MAYORAL ELECTION (7%) IN THE PROJECT'S CATCHMENT AREA.

Clark Park will house the three winning projects:

1. Sit, Sip, Eat, Listen

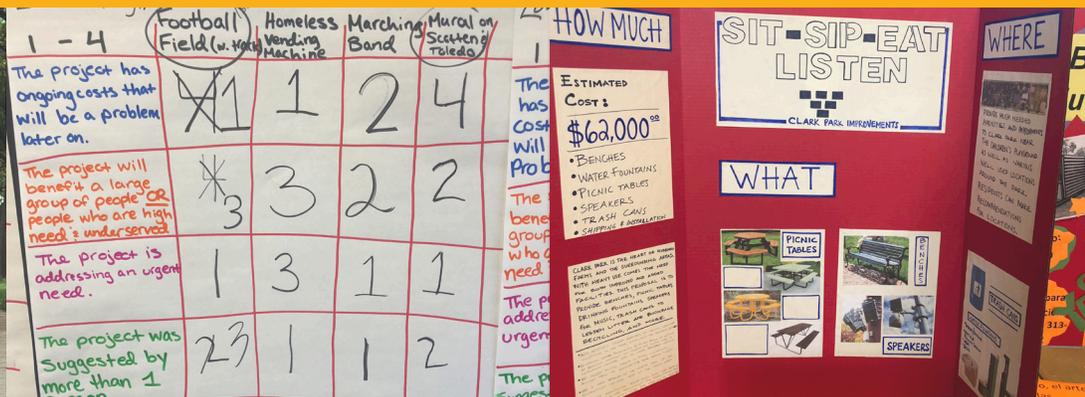
(\$72,000): Benches, picnic tables, trash cans, drinking fountains and speakers to play music around the Clark Park Rec Center.

2. The Chill Zone

(\$50,000): Repair the gazebo directly across from Western and design it for youth to use as a hangout spot after school.

3. ADA (Americans with Disabilities Act) Play Park

(\$139,000): Build a playground that is accessible and inclusive for children with multiple and diverse abilities.



KEY RECOMMENDATIONS

BUILDING TRUST

- > Determine if residents can provide input earlier in the process before the city/funder determines target area, or physical infrastructure restriction.
- > Ensure there is follow through and the lead agency/city complete the winning projects.

COMMUNICATION & EXPECTATIONS

- > Communicate the project's specifications and details thoroughly and from the very beginning, such as setting the project boundaries and the funder's desired outcomes.
- > Define what equity and success would look like in terms of votes and participation from the beginning and train people on how to use it.
- > Increase communication throughout the process—be intentional, visible, clearer, and consistent.

PEOPLE POWER

- > Increase the number of volunteers at every phase by offering a variety of ways to become involved (one time or extended opportunities).
- > Continue the successful practice of honoring and justly compensating resident and nonprofit volunteers to do door knocking for outreach.
- > Have one main point person to consistently update all communication efforts, manage volunteers, and follow-up between meetings and events.
- > Pay to have 1.5 full-time employees (staff, interns and/or part-time assistance) for administrative help.

CITY INVOLVEMENT

- > Involve a highly trusted elected official known for their grassroots connections earlier in the process—at the work table or prior.
- > Involve the city sooner. Engage the city prior to establishing the steering committee (depending on which city employee) to discuss timeline,

amount of money, geographic boundaries, funder requirements, and desired outcomes. Care should be taken to ensure City employees respect a resident-led process and respect their expertise.

EQUITY

- > As a respectful and anti-oppressive approach, compensate organizations and their employees, students (youth), and residents that commit their time to value their work to recognize residents for their institutional and expert knowledge of their communities.
- > Be intentional to include marginalized populations in the entire process so the entire community is proportionally represented and have equitable decisions in creating a community of highly invested residents to preserve the projects and their own neighborhoods.
- > Customize outreach methods for the community. Use a variety of methods, especially mobile efforts.

CIVIC & POLITICAL ENGAGEMENT

- > Increase involvement of more resident-led organizations in the future.
- > Extend voting period (2-3 months) so residents are more aware of the vote opportunity (recommendation based on successful PB projects in other cities with high voter turnout rates and requested by involved steering committee members).
- > Share results with other city council members so that other parts of the City Council might participate in a pilot project in other City of Detroit council precincts to increase voter rates and civic involvement.
- > Commit to a second cycle. Use and build upon the previous process, including infrastructure and the key people involved in the pilot process to ensure **1**) residents continue to get involved in neighborhood activities, **2**) the infrastructure projects are maintained, and **3**) increase voting in city elections.

ACKNOWLEDGMENTS

INVEST DETROIT ACKNOWLEDGES

Christina de Roos, the president, and **Elizabeth Luther**, the secretary of the Hubbard Farm Neighborhood Association, who initially invited Invest Detroit to pilot Participatory Budgeting in the Hubbard Farms, and **Maria Hadden** (Our City, Our Voice), who served as the national PB consultant. Invest Detroit would also like to recognize the following people for their help with the process: **Jacqueline Alvarez** from Life Directions; the two school counselors at Western International High School—**Felicia Starks** and **Melissa Ponce**; Western High School staff **Angel Garcia**, **Ted Jones**; Detroit Public Schools Community District (DPSCD) and Communities in Schools coordinator **Adriana Alvarez** and the resident engagement staff, **Mayte Penman** of Southwest Solutions. **Mary Carmen Muñoz** (La Sed), **Elizabeth Luther**, and **Marangelis Rosado** also supported this process.

STEERING COMMITTEE MEMBERS

Jacqueline Alvarez	Janet Ray
Aaron Appel	Gloria Rocha
Arelí Bartolo	Robert Rodriguez
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Ninfa Cancel	Maria Salinas
Fernando Carbajal	Ramel Townsend
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Erminia (Mini) Ramirez	

PARTNER AGENCIES

- Build On
- Clark Park Coalition
- Congress of Communities
- Detroit LISC
- Hubbard Farms Neighborhood Association
- Life Directions
- Southwest Detroit Business Association
- Southwest Solutions
- Vista Partnership
- Western International High School

About this report

MAJOR THEMES FROM THIS PROCESS

1. Building Trust
2. Communication & Expectations
3. People power
4. City Involvement
5. Equity
6. Civic & Political Engagement

This report is a collective effort to lift the voices of the residents, youth, and community stakeholders as they piloted the Participatory Budgeting (PB) process in Detroit, Michigan. This process (measuring activity levels) and outcome evaluation (measuring the impact on people's lives) builds resident capacity and ownership in its participative design to create a "new way" of decision making. A key element in this evaluation is making residents' voices heard, so the report includes residents' quotes to reflect the intentionality of inclusion and equity.

The findings section includes two anticipated outcomes: thriving neighborhoods and inclusivity. The findings, discussion, and recommendation sections consist of the six major themes of this process: 1) building trust and 2) communication and expectations (themes under thriving neighborhoods outcome); 3) people power, 4) city involvement, 5) equity, and 6) civic and political engagement (themes under inclusivity outcome). Three icons highlight especially notable information and findings throughout this report.



SUCCESS

Positive accomplishments and outcomes



CHALLENGE

Difficulties and disruptions to the process



SOLUTIONS

Useful tips, suggestions, and lessons learned

AGENCY BACKGROUND

Invest Detroit is a mission-driven lender, investor, and partner that supports business and real estate projects that will ignite economic growth in Detroit. Our goal is to increase density and job opportunities in a way that is strategic and inclusive. We want an improved quality of life for all Detroiters – inclusive housing, safe and livable neighborhoods, and equal opportunities for jobs and business growth.

Invest Detroit houses the Strategic Neighborhood Fund – a partnership with the City of Detroit to thoughtfully focus our real estate and small business programs with a commitment to community engagement, inclusivity and partnership with other agencies. The Strategic Neighborhood Fund is targeting three areas over the next five years (2018 to 2022): Hubbard Farms, West Village, and Livernois-McNichols, bringing public, private, and philanthropic partners into underserved Detroit neighborhoods.

THIS IS THE FIRST TIME DETROIT HAS IMPLEMENTED A PARTICIPATORY BUDGETING PROCESS.

PROJECT BACKGROUND

Participatory budgeting (PB) is an innovative, national, democratic process in which residents directly decide how to spend part of a public budget; PB began in Brazil in 1989, and now over 1,500 municipalities worldwide practice it. In 2018, Detroit launched a pilot PB process after Invest Detroit approached Hubbard Farms Neighborhood Association Chairperson, Christina de Roos, asking her how to spend money from the Strategic Neighborhood Fund in the Hubbard Farms area. She requested that Invest Detroit use Participatory Budgeting, so residents could decide how to use funding for physical, capital infrastructure investments like sidewalks, streetscapes, and murals.

Invest Detroit’s Vice President of Neighborhoods, Mike Smith, attended a presentation on the PB process, conducted by the Participatory Budgeting Project consultant Maria Hadden, at TechTown in 2016. Thus, Invest Detroit pursued this process as a way to distribute some of its funds as opposed to its traditional pattern of meeting with community partners to identify neighborhood needs in line with the organization’s mission (*Figure 1*). Invest Detroit set brackets on the process to ensure it aligned with the organization’s mission while also giving autonomy to people to discover their own ideas. Maureen Anway began working as the Neighborhood Associate for this project in April 2017. Invest Detroit had \$250,000 in funds to allocate for public infrastructure in Southwest Detroit.

figure 1.
Concentric Circles



OVERVIEW OF THIS PB PROCESS

PROJECT REQUIREMENTS

In addition to hiring a PB expert, this process required that: 1) funds must go towards a physical infrastructure project, 2) leadership should reach people who would benefit most from the projects, and 3) the projects must fall within the boundaries set forth by Invest Detroit: Toledo on north, I-75 Freeway on south, Clark Street and alley on west, and 96 Freeway on east (Figure 2).

PROPOSED OUTCOMES

With the smaller amount of money this PB process had (\$250,000) and the shorter timeframe (six months), the anticipated outcomes from this project were inclusion and thriving neighborhoods.

ADOPTING THE MODEL.

Invest Detroit hired Maria Hadden, a Participatory Budgeting Project affiliate and PB expert, to provide training and help Invest Detroit adopt the PB process. Figure 3 shows the PB process used in Detroit.

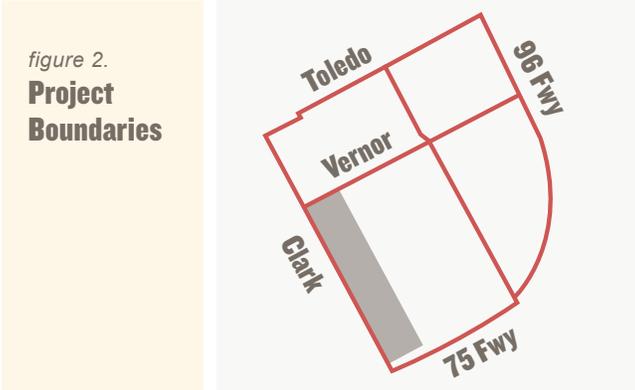
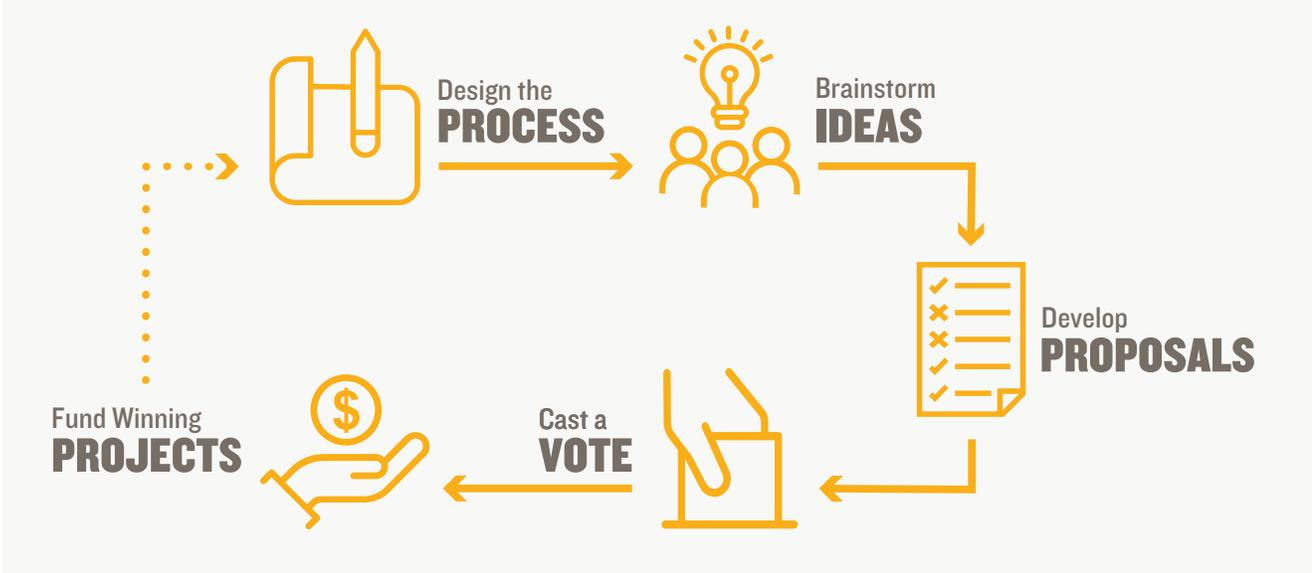


figure 2. Project Boundaries

figure 3
The Participatory Budgeting Process
 Source:
 Participatory Budgeting Project





DESIGN THE PROCESS

The planning and design phase consisted of:

Work Table: To build confidence and trust among residents and community organizations, Invest Detroit identified a short list of partners who worked in the area to create a work group. The work group, consisting of residents and six key organizations (including one HFNA representative), met biweekly with a plan to transition into a steering committee. The work group was responsible for: creating an operating budget, selecting an external evaluator, approving catchment area boundaries, generating a list of who to invite to steering committee meeting, and helping plan the introductory PB meeting.

Intro to PB Meeting: Maria Hadden trained attendees on the PB process during an information session on January 27, 2018. Outreach included posting flyers around the community, sending emails, and posting the event on the HFNA website.

Steering Committee: The neighborhood associate and work table established the steering committee, who was responsible for developing a rulebook that included the criteria for who can participate and guidelines for voting and submitting ideas. This report used U.S. census data to develop a demographic profile of the catchment area, so Invest Detroit could track if participants were representative of the area's resident population and decide on outreach strategies based on these results.

BRAINSTORM IDEAS



The idea collection phase consisted of:

Eligibility: The steering committee decided that anyone who lived, worked, or went to school in Southwest Detroit was eligible to submit an idea.

Outreach: The steering committee informed the public to submit ideas via online media strategies and by posting flyers in public spaces, local businesses, and community / religious organizations to encourage broad participation.

Strategies: The steering committee collected ideas through a variety of strategies to obtain as many ideas as possible.

In Person Strategies

- > Canvassing door-to-door
- > Setting up at pop-up locations / sites / events
- > Visiting Western High School

Online Strategies

- > Sending emails via neighborhood listserv
- > Hubbard Farms Nextdoor website
- > Posting on HFNA website
- > Posting on We Decide Detroit Facebook page
- > Posting on We Decide Detroit website

Students on the youth steering committee collected ideas from their classmates during their lunch period via a paper idea submission form to encourage youth participation.

DEVELOP PROPOSALS

The proposal development phase consisted of:



Eligibility: To promote greater voice, power and agency for residents and youth, the steering committee decided that only residents or students attending a school in the neighborhood surrounding Clark Park could be a budget delegate. Thus, area nonprofit agency personnel did not participate in the proposal development process.

Budget Delegates: Residents volunteered to be budget delegates and assisted with: 1) reviewing all the ideas; 2) categorizing all the ideas into committees; 3) identifying the ideas most frequently requested; 4) determining the top ideas in each committee (category), and 5) researching information for proposals (included asking vendors and city government); and 6) developing and receiving written proposals (poster boards) that include location, cost, and description.

Facilitators: Resident facilitators helped ensure the proposal process stayed on track, ran the committee meetings to ensure full participation, and engaged city of Detroit departments when they needed more information. They also focused on creating an inclusive and equitable environment for everyone involved so no one felt isolated or that they did not want to continue in the process.

Idea Ranking: There were four initial subcommittees: streetscapes; health, safety, and environment; parks and recreation; and youth. Each group planned to work as a team to select up to five ideas. The steering committee decided to only allow residents who lived in the boundaries to participate as a budget delegate, so they would have more agency and voice. As a result of that decision there was a reduction in the number of potential volunteers. After two weeks of meeting, the committees chose to consolidate into one committee after determining there were not enough volunteers. The committee used the Idea Ranking Tool from the PB Project, which asked residents to rate project ideas based on three criteria: **need, feasibility, and equity**, in order to make their selections.

To assess need, the tool asked these questions:

- > Is there a high need for this project (determined by a committee's own research)?
- > How many times was the project proposed (the higher number indicates strength of community support)?
- > Does it provide a resource missing from the community?
- > Does it benefit a larger number of people.

Feasibility questions included:

- > Have similar projects been implemented before?
- > Has the appropriate city department stated this project is feasible?
- > Are there any legal barriers?
- > How much time and money will be required for maintenance?

Equity asks the questions:

- > Will this project most benefit high-need communities?
- > Is the project's location in a low-income area (i.e. area with high enrollment in public assistance)?
- > Would this project direct resources towards underserved people (i.e. low-income communities, public housing residents, immigrants, people with disabilities)?



CAST A VOTE

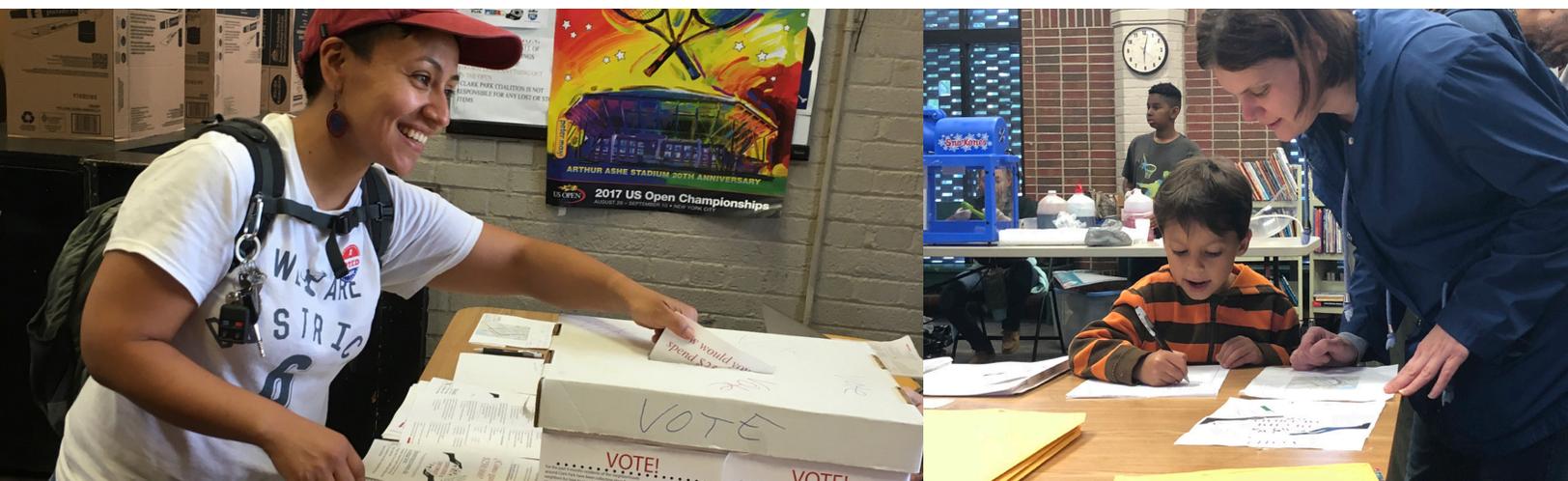
The voting phase consisted of:

Eligibility: The steering committee decided the only criteria to vote would be living or going to school in the catchment area. The voting criteria was not limited by age. Voters were not required to show proof of residency, such as a driver's license. Not having a restriction on either of these was a new concept for the PB process in regard to eligibility requirements – this was the first PB process in the United States that did not have an age restriction or require voters to present proof of their residence. Not having an identification/address check or age limit was intentionally decided so the process would be more inclusive and promote participation.

Voting Rules: There were three rules for completing a ballot:

- > Only vote once – one ballot per resident or student
- > Each voter could vote for up to four projects on the ballot
- > Each voter could cast one vote per project (casting multiple votes for a single project was not allowed)

Voters had the option to pick up a ballot, fill it out at a separate time, and bring it back in to submit at the voting station. Modeled after a traditional election provisional ballot, voters were not required to submit their own ballot and could give their filled-out ballot to someone else to submit at the voting station.



Outreach: Volunteers passed out flyers in Hubbard Farms, Hubbard Richard, and at local businesses to promote voter turnout. Voting was also publicized online on the HFNA website, Facebook, and the We Decide Detroit website. Invest Detroit shared it digitally on the Facebook page, Instagram account, and Hubbard Farms Next Door webpage, and to the Hubbard Farms Listserv. Students, the Councilperson, and residents also canvassed the community doing door knocking on most of the blocks. The Southwest Solutions tenant organizer visited all the Southwest Solutions apartment buildings and townhouses and explained the ballots to renters. Western International High School students could vote afterschool and during the lunch periods. Invest Detroit coordinated a school voting station, which Western High School students promoted beforehand and were in charge of the voting station and ballot box for all voting done at the school. Pizza was offered afterschool and cupcakes during lunch as incentives. While the steering committee coordinated the voting, it was the students who promoted the voting at the school and were in charge of the voting station there.

Mobile Voting: Since equity was a main focus, the committee spent a lot of time determining the best ways to encourage voter turnout from underrepresented and marginalized areas and populations. This is another way that the PB process was set up differently than municipal election—in addition to voters having to come to a place to vote, the voting also came to them. Volunteers, including students from Western International High School, went door to door to obtain more votes, prioritizing

underrepresented areas. “Pop up” voting locations occurred at various times, including mornings, afternoons, and evenings, and at various locations: Bowen Public Library, Delray Senior Housing, and Western International High School.

Voting Process: Residents could see the project poster boards at Clark Park Recreation Center, a central location that residents can access. The Center displayed the poster boards for nine days, so people could learn more about the projects as well as vote. The voting station had written instructions with four steps for anyone voting since volunteers were not at the voting booth during the day.

The steps included: **1)** review the catchment area map to confirm the person lived or went to school within the boundaries; **2)** sign in (to make sure no one votes more than once); **3)** fill out and submit a ballot; and **4)** complete a demographics survey.

Length of Voting Period: Voting lasted two weeks, as opposed to just one day like a traditional, municipal election, to give residents time to consider all of the different projects. During the two weeks, residents could view the poster boards online on the Facebook page and in-person at the Clark Park Recreation Center, Bowen Library or Delray Senior Housing.

Final Voting Day: The final voting day was June 23, 2018, held at the Clark Park Recreation Center as part of the HFNA picnic (opportunity to get more voters). Invest Detroit announced the results after voting ended.

INVEST DETROIT'S TIMELINE

The entire process took six months to complete, starting from the initial information session (January 27, 2018) until the final voting day (June 23, 2018). The following page includes a timeline outlining the PB process with respective phases. A timeline extension occurred during each phase except the design process.

THE PB PROCESS 2018 TIMELINE

DESIGN PROCESS	JANUARY	Held informatin session for residents to learn about the process. Residents sign up to be on the steering committee
	FEBRUARY	Steering Committee designs the PB process and finalizes events
COLLECT IDEAS	FEBRUARY	Idea collection trainings for facilitators and volunteers
	MARCH	Outreach via door-to-door canvassing, community meetings, local businesses, and online methods
DEVELOP PROPOSALS	APRIL	Committees met to develop their proposals
	MAY	Finalized projects for the ballot
VOTE ON PROJECTS	JUNE	Expo held at Western International High School and voting begins
	JUNE	Voting ends and winning proposals announced



COMPLETING THE PB PROCESS WITHIN THE ORIGINAL 3-MONTH TIMELINE WAS DIFFICULT. EXTENDING THE PROCESS WAS EXTENDED TO SPEND MORE TIME DOING OUTREACH TO REACH UNDERREPRESENTED POPULATIONS AND DEVELOPING THE PROPOSALS.

Findings: Thriving Neighborhoods



DEVELOPMENT ORGANIZATIONS HAVE NOT BEEN TRUSTWORTHY PARTNERS BASED ON RESIDENT EXPERIENCES IN THE PAST. SOME RESIDENT STEERING COMMITTEE MEMBERS WANTED TO LIMIT THEIR VOICE IN THE DISCUSSION PROCESS DUE TO PAST EXPERIENCES.

BUILDING TRUST

PLANNING PHASE

Invest Detroit intentionally committed the extensive time needed to build community among key stakeholders—residents, local businesses, communities and organizations, and the city. The time it took for planning and trust building was equal in duration and importance to the project’s implementation time. To successfully organize in a new community, Invest Detroit was:

- 1. COLLABORATIVE** supported where needed but allowed residents and nonprofits to drive the process.
- 2. RESPONSIVE** responded to community needs, texts, and emails, and completed tasks on time.
- 3. TRANSPARENT** provided full access to budgeting, decision-making, organizational goals, and purposes.

For full transparency, the neighborhood associate disclosed she was new to the area and spent seven months building relationships and trust in the area. This needed to occur to alleviate potential resident concerns that developers were intruding or imposing in the neighborhood. Development in this neighborhood is already a major concern among residents since developers who have been coming to the area are not approaching residents for their ideas and input on development plans.

VOTING

Some residents were concerned that students would feel peer pressure to vote for certain projects. Instead, school staff observed students advocating for their projects (or “lobbying” in traditional voting process) up until it was time to vote. Once at the voting station, students were not trying to sway their peers.

POST VOTING

To promote accountability and transparency, the neighborhood associate informed residents of the winning projects and results via mailing residents, including the area north of Vernor, as well as announcing results online via the Facebook page, We Decide Detroit website and Instagram, HFNA listserv, and Next Door website.

COMMUNICATION & EXPECTATIONS

DEFINING BOUNDARIES

Invest Detroit selected the catchment area that would be part of the PB process, which was important for creating appropriate expectations among resident and local organizations. The work table was then able to choose the boundaries they wanted within this catchment area. They approved the entire area that was allowable rather than choosing to reduce it.

PROJECT TIMELINE

The neighborhood associate made intentional effort to involve residents in every aspect of the process and listen to their advice. Specifically, residents advised her to slow down the process since they felt it was being rushed with too quick of a timeline. She listened and extended the project's timeline, which ended up being a tension point throughout the process—to keep the momentum going among residents (and keeping with the original 3-month timeline) versus slowing it down to ensure the process is more equitable and inclusive. The neighborhood associate struggled in balancing the need to follow the timeline and get tasks done while also ensuring there is necessary follow-up—determining how much the staff person should do and how much space they should allow for residents to do.

RESIDENT VOLUNTEERING

Residents did not necessarily stand up to take ownership for tasks in this process because the neighborhood associate wanted to get tasks done quickly and push the process forward. In the future, leadership should be more intentional in offering opportunities to residents and letting them know, “This is a real opportunity to step forward and own this.” Residents struggled to step up because they did not fully understand what they were committing to.

Residents will experience more ownership in future processes after this pilot year because residents are now more familiar with and understand the process for continued involvement. Having the tasks written down, including a detailed explanation of the responsibilities, deadline, and person responsible would assist in this understanding. This did not exist in this first PB process because Invest Detroit was still learning the process themselves. If implementation occurs in another Detroit neighborhood, Invest Detroit can create this written task list.



RESIDENTS WILL EXPERIENCE MORE OWNERSHIP IN FUTURE PROCESSES AFTER THIS PILOT YEAR BECAUSE RESIDENTS ARE NOW MORE FAMILIAR WITH AND UNDERSTAND THE PROCESS FOR CONTINUED INVOLVEMENT.





CREATING A PUBLICLY AVAILABLE LIST OF IDEA COLLECTION LOCATIONS WOULD HELP VOLUNTEERS BE AWARE OF OPPORTUNITIES SO THEY CAN SIGN UP. SINCE THIS INFORMATION WOULD BE PUBLICLY AVAILABLE, THE MAIN POINT PERSON COULD FOLLOW UP WITH EACH VOLUNTEER TO CONFIRM THE DETAILS AND THEIR COMMITMENT TO FOLLOWING THROUGH.

WEBSITE

Instead of having professionals develop a website, students volunteered with developing the We Decide Detroit website to encourage grassroots, stakeholder-driven work. This meant that the website would not necessarily look like a professional website or follow the same timeline. The youth were initially enthused about doing it, but later discovered it was harder and took more time than originally believed—they needed more support than anticipated and even though a steering committee member consistently met with them, the website would not work. This led to residents being disappointed because there was not a working website.

IDEA COLLECTION

There was an incongruence with the number of places the steering committee wanted to collect ideas as compared with the reality of how much time it would take. Clear expectations were not set forth regarding what was actually part of this idea collection process, so it was not fully understood what they were signing up for. After doing this process, now there is a much better understanding of what the idea collection phase entails. Creating a publicly available list of idea collection locations would help volunteers be aware of opportunities so they can sign up. Since this information would be publicly available, the main point person could follow up with each volunteer to confirm the details and their commitment to following through.

Findings: Inclusivity

PEOPLE POWER

PLANNING PHASE

A total of 42 people came to at least one steering committee meeting and 10 to 12 people consistently attended the meetings (two to three of them were students). Finding a consistent time that all participants could attend was challenging, and the time commitment involved made it difficult to have higher participation levels – these challenges created a lack of people power the process needed. Additionally, Invest Detroit did not allocate sufficient staff time for the PB process to meet the needs of the residents for logistic and communication support. Invest Detroit did not originally anticipate that staffing would be an issue.

IDEA COLLECTION

There was not enough effort and time spent creating opportunities for the neighborhood to volunteer. Rather than having one volunteer at idea collection locations, having at least three or four would have been ideal so people can engage with the process more. Also having one main point person would have improved the process—a volunteer to consistently update all communication efforts (generating new content constantly via flyers, social media, the website, etc.), manage volunteers and their tasks, and follow-up between steering committee meetings and idea collection events. The neighborhood associate noted, “I think ideally there would be one person constantly pushing the process forward from meeting to meeting in the way that I was doing.” This would help ensure volunteers followed through on tasks for which they signed up.

BUDGET DELEGATES

Proposal development was a tool to lift resident voices, so only residents and students going to school in the area could be a budget delegate. While the goal of doing this was important, it posed a challenge—there were not enough budget delegate volunteers. There may have been more volunteers had organizations in the area been able to participate, but this could have negated resident voices. This was a tradeoff since it gave residents agency and ensured organizations did not overpower the process, but it eliminated potential people power—those who worked in the catchment area could have otherwise volunteered. Nonetheless, Invest Detroit needed more volunteers, whether residents and/or local organizations.



THE THREE PROPOSAL COMMITTEES COMBINED INTO ONE BECAUSE OF THE INSUFFICIENT NUMBER OF VOLUNTEERS FROM THE COMMUNITY—THERE WAS NOT ENOUGH PEOPLE POWER IN THE PROPOSAL DEVELOPMENT PHASE.

DEVELOPING PROPOSALS

Once the committee decided on the ideas, budget delegates began to develop the proposals. Since there were not enough volunteers to be budget delegates, the three proposal committees combined into one to write all of the proposals. Having too few people and too many subcommittee groups was a challenge, and the subcommittees consolidated into one group at the time they should have been halfway through the proposal development process. Even with the challenges faced regarding the lack of volunteers, the process still went well because of the people involved.

The neighborhood associate noted, “What did go well was that the people who were there were incredibly committed and made it work, and we had very strong facilitators.” The proposals consisted of a poster board with photos and project specifications.

CITY INVOLVEMENT

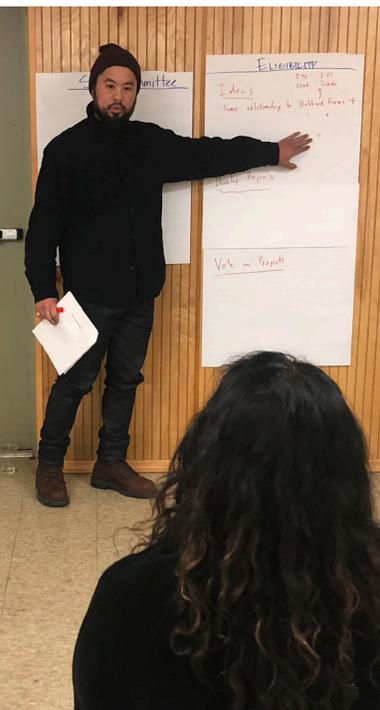
PLANNING PHASE

The City Council member of Detroit District 6, Raquel Castaneda-Lopez, first became involved when she attended the initial information session. Having her involved early on was helpful, although it would have been more beneficial if she had worked on the process even earlier, such as during the work table. Her involvement supported the entire process by interfacing with city government and constituents.

PROPOSAL DEVELOPMENT

Since city departments face heavy workloads and have multiple demands from residents, it would have been difficult to engage them in answering proposal development questions without an elected official's involvement in the process. An employee from the City's General Service Department attended a proposal development meeting because the City of Detroit Council member, Raquel Castañeda-Lopez, invited them to attend in order to answer questions regarding cost, local ordinances, and city procedures regarding building or modifying structures on public land. Residents greatly appreciated this opportunity to speak directly to the city departments.

Having an elected official be part of the process and serve as a proposal development facilitator was highly beneficial because she had the power to urge these city departments to attend the PB meetings—the city prioritized this request to meet during the proposal development phase. She used her staffing and reputation to get responses from the city departments, so the process was timelier, and responses came in weeks rather than taking months. **And, while it took her initial help to engage the city, they were completely engaged with residents once they were present at the meetings.** They were open to the process, which was a major success, especially in thinking about PB processes in the future—the city is developing relationships with residents, and they are at the table now.



“I don’t think we could have gotten through the process without having that convening power [an elected government official] at the table.” -Neighborhood Associate

EQUITY

INTENTIONAL RECRUITMENT.

The work table and neighborhood associate identified who should be on the steering committee. After reviewing the first list of 60 names, they realized there were not many residents identified; a community organization leader, Maria Salinas, and the HFNA president, Christina de Roos, created a second list that included residents available for the process. This proved to be a valuable step since people from this list showed up at various phases of the process. To further promote resident voice and agency, the steering committee decided that neighborhood organizations could be on the steering committee and give ideas, but they could not write the proposals (phase 3) or vote (phase 4).

DEVELOPING A RULEBOOK

Part of the Participatory Budgeting model is having the steering committee develop a rulebook to guide the rest of the phases, with equity being a major focus in its development. There will be a greater chance of inclusion and equity in the process if the planning stage, including the creation of a rulebook, consists of a diverse and representative group. Specifically, it was important to have students involved in the rulebook creation because it is likely that since students were present, the rest of the group was much more open to having students participate in the process. The neighborhood associate noted, “It’s much easier to say we don’t want to include a group of individuals if you don’t have to say it to their face. It’s like the quote—if you’re not at the table you become the meal.” Having youth present at the rulebook creation ensure they were able to be more involved throughout the process (i.e. voting criteria age). During the rulebook creation, the steering committee came up with the name, We Decide Detroit, for the group moving forward to signify their aspiration for agency over their communities and lives.



RECRUITING PARTICIPANTS REPRESENTATIVE OF THE COMMUNITY PROVED TO BE DIFFICULT. MANY PARTICIPANTS WERE CAUCASIAN, COLLEGE-EDUCATED, AND OWNED THEIR HOME. THIS IS CONTRARY TO THE AREA, WHERE THE MAJORITY OF RESIDENTS ARE HISPANIC / LATINX, HAVE A LOW EDUCATION LEVEL (HIGH SCHOOL DEGREE OR LESS), AND RENT THEIR HOME.

INVEST DETROIT’S NEIGHBORHOOD TARGET AREA INCLUDED 3 NEIGHBORHOODS IN THE NEIGHBORHOOD PROFILE: HUBBARD RICHARD, HUBBARD FARMS AND NORTH OF VERNOR, YET PUBLICLY THE AREA WAS CALLED THE AREA SURROUNDING CLARK PARK. THIS CAUSED CONFUSION BECAUSE WEST OF CLARK PARK WAS NOT INCLUDED.

THE PROJECT TARGETED UNDERREPRESENTED GROUPS, INCLUDING HOME RENTERS, AFRICAN AMERICANS, LOW-INCOME RESIDENTS, SENIOR CITIZENS, YOUTH, AND RESIDENTS WITH LOW EDUCATIONAL ATTAINMENT.

SURVEY DESIGN

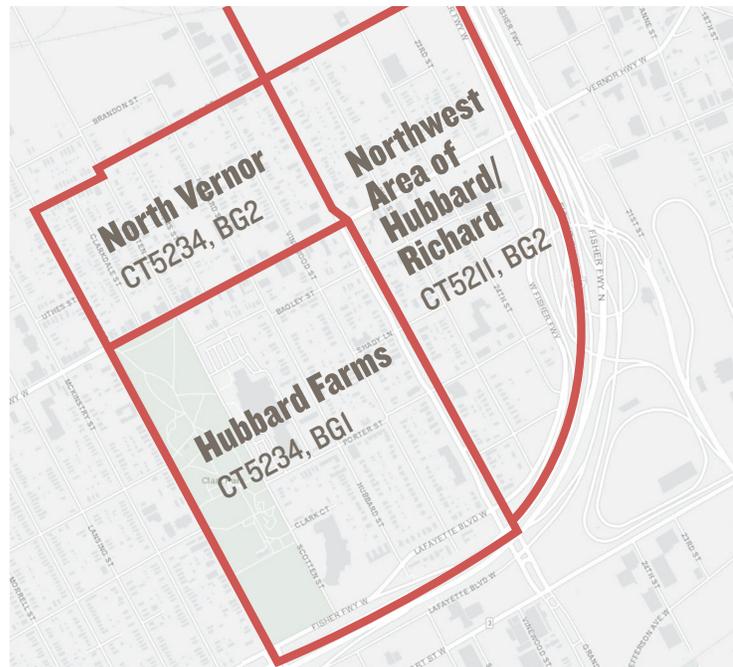
The wording and language on demographic surveys can be “othering” or make people feel singled out, so the steering committee decided to have surveys that used intentional language for inclusivity. On the evaluation survey tools, questions had an option “something else” instead of the traditional “other” category and each demographic question gave the option, “prefer not to say”.

TRACKING DEMOGRAPHIC DATA

The steering committee compared data from the neighborhood profile (demographics of the catchment area using U.S. census data) with the demographic data collected from the initial information session (29 attendees) and initial steering committee (28 attendees at the steering committee design process meetings) to identify gaps and shortfalls. When the steering committee reviewed the results, they identified underrepresented groups, so they could strategize how to reach them and where to allocate funds throughout the PB process in order to involve them going forward. This process gave residents agency because they could make decisions based on findings. Underrepresented groups included renters (67% of residents in the area rent their home), African Americans (27% of residents are African American), low income residents (65% have an annual household income of less than \$30,000), low educational attainment (64% have a high school degree or less), and senior citizens (8% are 70 and older) and youth (21% are 17 or younger). There were three neighborhood / geographic areas included in the neighborhood profile since residents in all three areas were part of the participatory budgeting process. This includes: Hubbard Farms neighborhood, which lies within Census Tract (CT) 5234, Block Group 1; North Vernor, which lies within CT 5234, Block Group 2; and the Northwest Area of Hubbard / Richard, which falls within CT 5211, Block Group 2.



figure 4.
Areas Included in the Demographic Profile





TO PROMOTE INVOLVEMENT FROM AN UNDERREPRESENTED GROUP (YOUTH), THE STEERING COMMITTEE MOVED THE MEETINGS WHERE THIS GROUP NATURALLY CONGREGATES. MOVING THE STEERING COMMITTEE MEETING TO A LOCAL HIGH SCHOOL INCLUDED MORE YOUTH IN THE PROCESS.

The table below shows the total population for each region. Since the actual block groups do not fall exactly over each region, the evaluator obtained the population according to the census for each geographic block group and then changed the population based on the actual neighborhood boundaries. Total population according to US Census Bureau was 1,232 for CT 5234, BG 1. Hubbard Farms Neighborhood includes the East side of W Grand Blvd, West side of 25th St, and North side of Fort Street that is outside the census block. Mission Lift included the resident count on streets outside of the Census block via physical observation while driving by, counting the houses and house type (apartment, single family unit, multi-family unit). Mission Lift counted apartment units as one person and a family unit as three people since that is the average household size and family size in CT 5234, BG 1 according to the US Census Bureau.

NUMBER OF RESIDENTS IN PROJECT AREA	
Region	Population
Hubbard Farms	1,552
Hubbard/Richard	960
North Vernor	1,286
TOTAL	3,798

MEETING LOCATIONS

Another strategy to include underrepresented residents was to locate key meetings where underrepresented groups naturally congregate. To involve youth in the steering committee, the group moved the meetings to Western International High School. More youth participated, and youth could have a space to lead themselves. Since not all youth are able to stay after school, the neighborhood associate met with the school social worker and Life Direction to set up a parallel process during the school's lunch period so all youth at the school had the opportunity to get involved. This resulted in a youth steering committee meeting every Thursday during students' lunch hour with the neighborhood associate and a steering committee member, in addition to the regular steering committee monthly meetings held onsite after school.

PARTICIPATION AT MEETINGS

To ensure full participation at the steering committee meetings for people of privilege and oppression (talkers vs. non-talkers, youth vs. adult, etc.), the evaluator tracked the frequency of participation. During one of the first meetings, the evaluators mapped out each member's seat around the table and recorded the frequency of participation – how often they contributed to the group discussion. Some members talked 18 times in an hour while other participants spoke only once or twice.



HAVING A CONSCIOUSNESS BUILDING EXERCISE HELPED PEOPLE OF PRIVILEGE REALIZE THEIR OWN PRIVILEGE. AS A RESULT OF THE EXERCISE, THEY BECAME CONSCIOUSLY AWARE NOT TO DOMINATE A MEETING OR SPACE.

figure 5.
Seating Chart with Frequency of Participation



key: The letter represents an individual and their seat around the table. The number is the amount of times the individual spoke.

Bringing this seating chart graphic and frequency counts to subsequent meetings helped build awareness to think about how to create space for people who are shyer or quieter, either from being a minority or because they have more difficulty participating in group discussions.

Another technique to promote inclusion and equity was the use of speaker cards at meetings. After doing the previous seating chart exercise, a way to check the privilege and dominance of more outspoken members was to give everyone around the table three pieces of paper. These signified that each person had three opportunities to weigh in for each point discussed – each person put their card in the middle when they wanted to speak. If a member used all three cards, he or she could still participate by passing the response to the facilitator to read. After doing this at only one meeting, the more outspoken members realized their privilege and dominance and were much more conscious about it, so they refrained from talking to give others the opportunity to speak. The group only used this exercise, which built consciousness around privilege and inclusivity, at one meeting because it was so effective. Once they realized the dynamics, the group as a whole started to urge the quieter members, like the youth, to voice their opinions.

TRANSLATING

Since the area has many residents with limited English skills, residents usually do not participate in neighborhood events since language is a barrier. To address this, the steering committee recruited bilingual speakers to translate communitywide event and meeting materials and evaluation tools.

BUDGETING

The steering committee developed the operating budget and allowed residents to decide what to spend money on for community engagement, such as food, translators, and childcare. The steering committee recognized that since it is a low-income area, many residents may have limitations to participation related to time and finances—residents cannot take the time away from working to participate. To address this, they decided to offer a participation stipend to residents in the underrepresented groups for compensating them to do specific tasks, including designing the rules and developing project proposals, canvassing door to door, and translating PB materials. Funds for childcare were also allocated to promote inclusion among residents, although, funds for child care and translating were underspent because the large community assemblies did not occur, nor did residents needing translation or child care attend smaller meetings. Necessary items not listed in the budget include additional paid staff members, funds for communication, and stipends for key community organizations involved.

ITEM		UNITS	TOTAL BUDGETED
Design of Info Materials, Publicity, Materials & Ballots	655		\$3,000
Translation of Materials	\$20.00	50	\$1,000
Printing			\$2,100.00
Office Supplies	\$500.00		\$500.00
Engagement			\$10,400.00
People power			\$3,000
Opening & Closing Block Party	\$1,500	2	\$3,000
Robo phone calls	\$500.00		\$500
Website & Tech tools	\$500.00		\$500
Interpretation (per event)	\$100.00	8	\$800
Childcare supplies	\$200.00	8	\$1,600
Refreshments			\$1,000
Budgeted			\$20,000
TOTAL			\$17,000
Difference			\$3,000



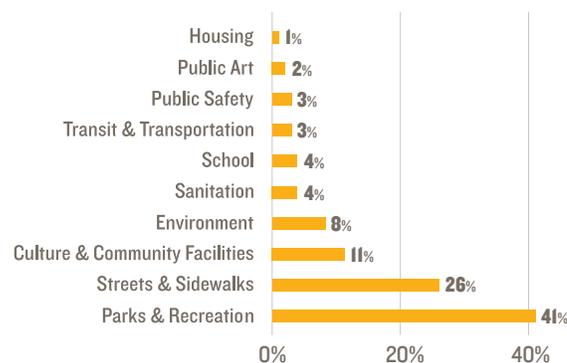
DETROIT WAS THE FIRST PARTICIPATORY BUDGETING CITY THAT DID NOT REQUIRE VOTER ADDRESS VERIFICATION OR HAVE A VOTER AGE LIMIT. THE STEERING COMMITTEE WANTED TO BE MORE INCLUSIVE, ESPECIALLY WITH THE IMMIGRANT POPULATION AND THE CURRENT POLITICAL CLIMATE WITH IMMIGRATION. THEY WANTED TO DEVELOP A CULTURE OF CIVIC ENGAGEMENT THAT ENCOURAGED EVERYONE TO PARTICIPATE.

IDEA RANKING

Using the assessment criteria (need, feasibility, and equity) for idea ranking, the committee formed proposals for 16 ideas from the 360 eligible ideas. Ideas were also chosen based on their categories—since most of the ideas fell into the parks and recreation category, the budget delegates chose more of these ideas than in any other category. Although, the proposal development committee tried to include at least one project from each category.

A common project idea was fixing potholes (nearly half of all projects falling in the streets and sidewalks category were fixing potholes). The steering committee decided, however, that the city should handle this. So, fixing potholes was not included as one of the 16 ideas even though it was commonly requested.

figure 6.
**Eligible Ideas
by Category**



VOTING ELIGIBILITY

Having no age limit as part of the voting criteria promoted civic engagement and trust; youth could vote and be proud of their decision-making power. Having young voters helps change the narrative that youth are apathetic to voting. Another inclusive voter eligibility criterion was not requiring individuals to show identification, so those without a form of identification or immigration status could participate.

Some residents expressed concern about voter fraud and wanted to have verification checks during voting to confirm voters lived in the catchment area. In managing expectations among residents, the facilitator explained that this was not displaying inclusivity. Thus, the steering committee decided that participation and inclusion were more important than the potential for voter fraud. In a political era with I.C.E. separating immigrant families and where it has become normalized to show identification, the steering committee wanted residents to go through this process with that in mind, “Instead, we are going to actively trust each other and trust what people say. This is our community and our culture.”

Not to mention, Michigan is one of the worst gerrymandered states, which legislators have done with racial intent, to minimize the voices of people of color. The neighborhood associate noted, “I think what the steering committee decided was incredibly radical, and I mean that in the best possible way.”

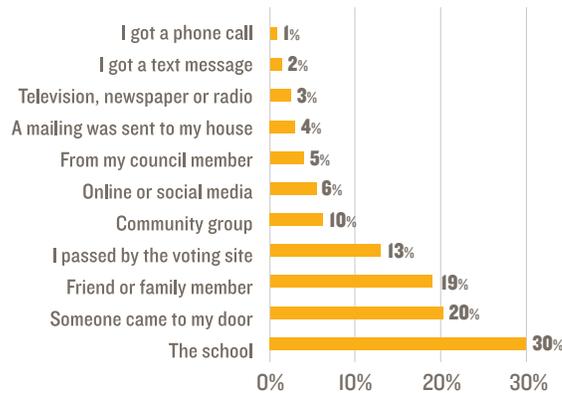


THE STEERING COMMITTEE COMMITTED TO USING A VARIETY OF OUTREACH METHODS TO REACH AS MANY RESIDENTS AS POSSIBLE—THEIR EFFORTS WORKED. MOBILE EFFORTS IN THE COMMUNITY—GOING TO THE HIGH SCHOOL AND GOING DOOR-TO-DOOR TO HOMES AND LOW INCOME RENTAL BUILDINGS ACCOUNTED FOR MORE THAN HALF OF ALL VOTERS.

OUTREACH

Besides students hearing about voting at the school, the most common outreach methods were through word of mouth—a friend or family member, or because someone came to their door. These results highlight the success of meeting voters where they are—coming to their place or residence or the school where they attend daily accounted for at least half of the voters.

figure 7.
How did you hear about voting?



The strategies with the youth were most effective for voter turnout for a number of reasons: 1) the voting came to them—students voted on school grounds, 2) Invest Detroit offered incentives, and 3) students were reaching out to other students. Specifically, Western International High School students had the opportunity to vote afterschool (voting located at the entryway of the school) and during their lunch periods in the cafeteria. Invest Detroit promoted the school vote with pizza after school and cupcakes during lunch. For the after school event, it helped to have a table during the day to let students know about it, and student volunteers passed out a bilingual flyer, so they could take something to remember it.

The most effective part was students talking to other students, which was very successful. While students' outgoingness was important, **what made it effective was students feeling comfortable talking to their classmates—students were more likely to listen to each other than they were to an adult they did not know.** The incentives helped to first get them there, but it was students encouraging other students that promoted voter turnout. The neighborhood associate noted, "I don't think it would have been nearly as successful if it had been adults."



VOTING METHODS

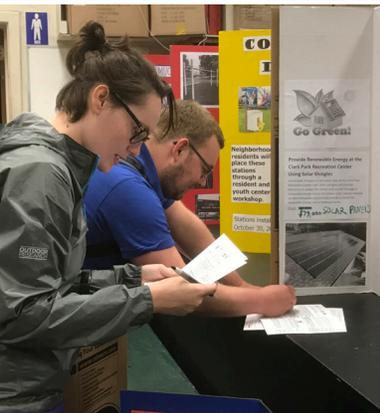
The steering committee recognized not everyone had the privilege or time to review the proposals as thoroughly as others since many residents have competing priorities (i.e. two or three jobs, children, and other daily life obligations). Thus, they wanted voters to be able to participate at the level they could, so the steering committee provided multiple pathways for voting to occur. This process made voting more accessible compared to traditional voting because the voting came to residents, rather than expecting them to come to a stationary voting site. There are many reasons residents may not come to the voting station, whether it be not knowing the process and voting are happening, they do not feel welcome to come vote, or they may have a disability.

This PB process did door-to-door canvassing at apartment buildings—specifically, a Southwest Solutions employee canvassed the Southwest Solutions apartments, where some tenants had a low to moderate income level or had a disability. An employee did the canvassing, so residents could interact with someone familiar to them, making them feel comfortable and more likely to engage, resulting in 16% of voters being home renters (versus home owners). **The Southwest Solutions canvasser noted, “these residents felt included by this process because often their voice is not heard – they were excited they were even asked.”** Door knocking also occurred in both Hubbard Richard and North Toledo neighborhoods because their representation in this process had been consistently poor. The neighborhood associate noted, “One of the things that was most effective for us in turning out the vote for marginalized communities was going out to their door.”

Aside from voting occurring at pop up locations and door to door, there was a voting station at Clark Park where voters could come by at any time of the day to vote. During the day Invest Detroit left the voting open but unmanned, which allowed for greater participation, but it was a challenge because not all residents followed the written instructions entirely. There were some voters who did not sign in, so there is a risk they could have double voted. Having an unstaffed voting station also posed the challenge that voters may not have realized there were projects on the back side (during staffed times, voters needed prompting to view the projects on the back page of the ballot). There is a chance that some residents who filled out a ballot during the day may have missed the projects listed on the back. The vote tallier counted these ballots last and the data showed those ballots did not affect the prioritization of ballots. In the future, consideration should be given to allowing unstaffed voting stations.

DEMOGRAPHIC REPRESENTATION

This report used key metrics from the Participatory Budgeting Project to assess the impact this PB process had on inclusion and equity among residents. First, the evaluation team compared the demographics of the PB process participants to the overall demographics of the catchment area. This metric indicates PB’s potential to engage marginalized communities in the traditional political process and to what extent PB participants adequately represented the community. Initially, steering committee members’ demographics were not representative of the catchment area population, according to the census. With the use of intentional strategies to involve groups that were not initially represented (i.e. youth, seniors, African Americans, and low-income persons), efforts were highly successful, and the voter demographics were highly representative of the catchment area population.





The steering committee extended the project timeline to take more time for these strategies to have deeper and more representative community engagement. Specifically, the age, race, household income, and education changed significantly from the initial start of the PB process with steering committee members and the January 2018 initial information session to the final voter turnout. There were many more African Americans, youth, and low-income individuals that voted than participated in the steering committee. Gender identity remained consistent throughout the process—41% of the steering committee was male, compared with 40% of voters being male; 56% were female, compared with 59% of voters; 3% were a different gender identity, compared with 0% of voters; and 0% were transgender, compared with 1% of voters. The overall population consists of 53% male and 47% female, so there was a slight discrepancy of gender identity in the catchment area. With intentional effort to include youth, the steering committee was 9% youth, while youth made up nearly half of all voters by the end of the process—one of the largest changes in participant demographics.

“I think the number of ideas [is what went really well]. It was a fantastic number. I was just over the moon. I thought we’d get maybe 150. So, it exceeded my cynicism. The fact that somebody made the effort. I was just pleased.”

- Neighborhood Associate

The process struggled to involve and include African Americans in the area. The steering committee began with only 14% African American members, which decreased to 8% since only one African American steering committee member was regularly involved. This is in comparison to 22% of voters being African American. This was a large improvement, considering 27% of the catchment area is African American. The voter turnout was much more representative of the area regarding race and ethnicity.

In regard to educational attainment, the steering committee had a very high representation of members with a post-secondary degree (85%), which was in contrast to the area, where 64% have a high school degree or less. Intentional efforts (moving meetings to the school and canvassing apartment buildings) resulted in a more accurate representation of the population, with 50% of voters having a high school degree or less (voters age 17 or younger removed for this statistic).

ACCESSIBILITY

Having a variety of outreach methods increased the accessibility of the project. Idea collection occurred at meetings, pop ups locations, and online via a Google form. There was no online voting and voting lasted for nine days. There were many outreach methods conducted for submitting ideas and voting: email, social media, flyering, door knocking, neighborhood websites, phone calls, text messaging, the school, family member or friend, community group, passing by the idea collection site, and mailings sent out. The only other ways that were not utilized include using a city/district website, television, newspaper or radio. Thus, the steering committee increased accessibility by using multiple avenues for outreach and using mobile idea collection and voting locations (i.e. volunteers obtained votes more easily at the school and through door knocking). If voting was only done at the regular voting site (Clark Park Recreation Center), there would have been a much lower voter turnout.

Figure 8.
Participants Age

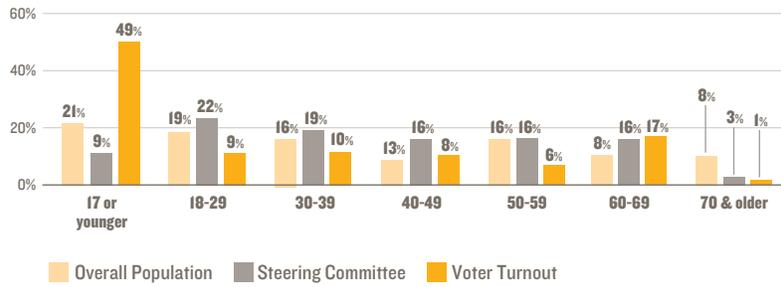


Figure 9.
Race/Ethnicity

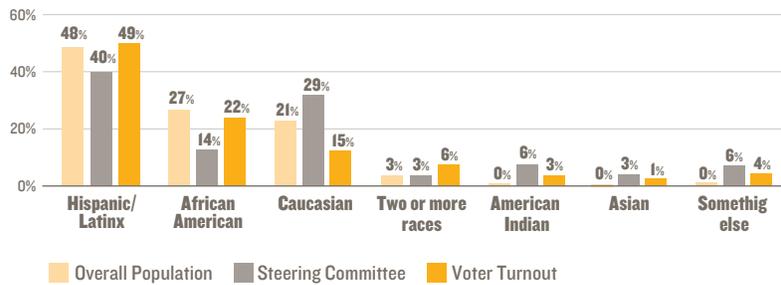


figure 10.
Educational Attainment

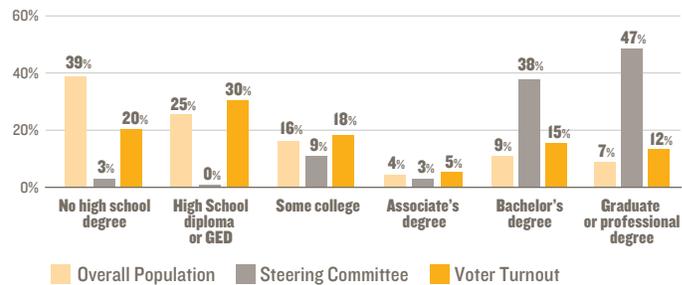
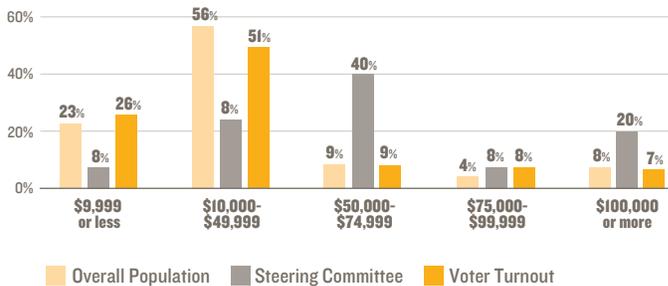


figure 11.
Household Income



CIVIC & POLITICAL ENGAGEMENT

IDEA COLLECTION OUTREACH

To collect ideas, door knocking occurred in Hubbard Farms, Hubbard Richard, and North Toledo, covering most streets in the catchment area. Pop ups occurred at a church, library, restaurants, police department, school Parent Teacher Association (PTA) meeting, nonprofit agencies, and community festival.

IDEAS COLLECTED

Using the multitude of online and in-person outreach strategies, including a variety of pop up locations, resulted in a high number of ideas. There was a total of 543 ideas, with 67 online submissions. There were 230 verified individuals who submitted an idea, although 132 of the 543 ideas did not have a name associated with them so there is the potential that there were 132 more individuals submitting an idea, assuming each “unknown” individual submitted only one idea. The neighborhood associate eliminated ineligible ideas because they did not meet the criteria: 1) must be a physical structure, 2) be in budget, and 3) be in the boundaries. She also recorded any ineligible ones that could become eligible with changes (i.e. changing the location or cost). After this process, there were 183 ideas determined ineligible and 360 determined eligible.

IDEAS COLLECTED

Number of ideas submitted	543
Number of people submitting idea(s) with a name associated with the idea	>230

YOUTH ENGAGEMENT IN PROPOSAL DEVELOPMENT

Youth did an exercise where they identified community needs and during this exercise they had a realization: “This is the data around our neighborhood – things like high school diplomas and how many people ride the bus.” Their realizations were profound and guided them as they sorted through ideas and identified the biggest needs in the neighborhood. An example of this was the desire to have a basketball court. Youth chose what they thought were the community’s top three biggest needs. After all youth indicated their choices, they looked at how they prioritized those needs and scored the ideas as a group.

For example, the student considered a marching band for the high school. They had a lot of conversations about if it was addressing a need in the neighborhood. They realized a marching band, and many other ideas, were not actually addressing a need in the neighborhood. Youth noted, “Well a soccer field would maybe help students stay in school and give them motivation to stay, but it’s not the same thing as creating a workforce program or a tutoring program.” The conversations even led students to discuss why students in the area do not graduate high school at the same rate as they do in the suburbs. Reaching these topics in conversation was a breakthrough in regard to the impact of the PB process—**it gave participants agency about their own reality.**

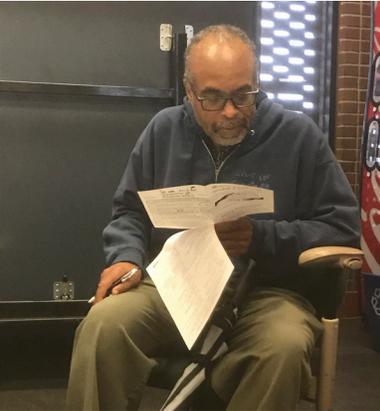


“PEOPLE REALLY TAPPED INTO THEIR NETWORKS, AND I THINK THAT’S A CREDIT TO THEM. WE GOT A TON OF IDEAS AND I THINK THAT CAME FROM PEOPLE REALLY REACHING INTO WHERE THEY WERE CURRENTLY GOING. TO ME WHAT WENT WELL IS THAT WE HAD THE RIGHT PEOPLE AT THE TABLE.”

-NEIGHBORHOOD ASSOCIATE

VOTING TURNOUT

Among the 655 voters, 30 ballots were ineligible, usually, because they voted for more than four projects on their ballot.



VOTER TURNOUT

Total number of voters	655
Number of eligible ballots	625
Number of eligible voting residents	312
Number of eligible voting students	313

There were a variety of factors that promoted the voter turnout, but also barriers that prevented the voter turnout from being even higher.

VOTING INCENTIVES

- > Door to door canvassing
- > Mobile pop up locations
- > Extended period of voting
- > Convenient and flexible times for voting
- > Ballot written in English and Spanish

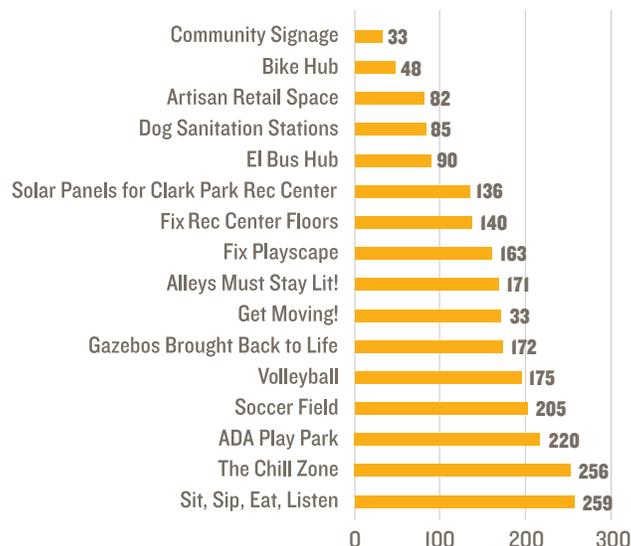
VOTING BARRIERS

- > No online voting options
- > No mass communication and outreach via newspaper, radio, or TV
- > Timing in academic year (end of school year was a distraction)

VOTING RESULTS

There were 16 project proposals listed on the voting ballot. Residents could vote for up to three of the 16 projects on the ballot.

figure 12.
Total Number of Votes by Project



Clark Park will house the three winning projects:

1. Sit, Sip, Eat, Listen

(\$72,000): Benches, picnic tables, trash cans, drinking fountains and speakers to play music around the Clark Park Rec Center.

2. The Chill Zone

(\$50,000): Repair the gazebo directly across from Western and design it for youth to use as a hangout spot after school.

3. ADA (Americans with Disabilities Act) Play Park

(\$139,000): Build a playground that is accessible and inclusive for children with multiple and diverse abilities.



ENGAGING RESIDENTS

The evaluator tracked participation rates compared to the number of residents in the catchment area to assess PB’s reach and ability to engage the targeted population. The number of residents involved increased at nearly every phase—starting with the initial information session then idea collection and lastly, voting. Proposal development had a decrease, with only six budget delegates to write proposals.

The evaluator also tracked the number of nongovernmental and community-based organizations involved to assess PB’s engagement with the neighborhoods—10 partner organizations participated in the process. According to those who completed a voter survey, the majority of voters were not involved in the process except for participating in the final vote— 77% of all participants only voted, without any further involvement. Moreover, 17% of the entire catchment area population participated in the PB process either by voting or in some other way.

WAYS PB PARTICIPANTS ENGAGED

City elected official	1
Initial information session attendees	27
Steering committee participants	42
Participants submitting an idea	230
Budget delegates	6
Voting participants	655
TOTAL (contains duplicates)	961

RESIDENTS’ RATE OF CIVIC ENGAGEMENT

Total number of residents involved*	648
Resident population in target area**	3,798
Percent of resident involvement	17%

*Subtracted the students who voted (313) from the 961 total to more accurately reflect the number of residents involved
 **Includes entire population, regardless of age



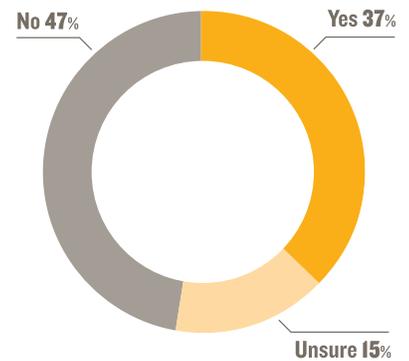
In regard to the PB process, voting participants were mostly one-time participants (only participation was voting) and were more concerned about which projects would win. The participants involved in more than voting were more interested in the process and the community building that occurred than what projects actually won. The evaluator assessed PB’s potential to attract otherwise less civically engaged residents by asking, “In the past 12 months, have you worked with other people in your neighborhood to fix a problem or improve a condition in your community, not including work you may have done related to participatory budgeting?” Nearly half had not. When removing voters 17 or younger, results were almost identical—38% indicated that they had worked with others, 55% indicated that they had not, and 9% were not sure.

The number of resident voters was nearly identical to the number of student voters—half of voters were youth from Western International High School. The overall voting rate was 11% among the population, compared with 7% voting in the 2017 mayoral election for precinct 45.

WAYS PB PARTICIPANTS ENGAGED

City elected official	1
Initial information session attendees	27
Steering committee participants	42
Participants submitting an idea	230
Budget delegates	6
Voting participants	655
TOTAL (contains duplicates)	961

figure 13.
Any civic engagement in the past 12 months?



“Nearly half (47%) of the PB participant voters were not involved in any civic engagement in the past 12 months. Thus, the PB process helped engage residents who do not normally engage with other people in their neighborhood to improve conditions in their community.”

- Neighborhood Associate



THIS PB PROCESS HAD A HIGHER VOTER TURNOUT RATE (11%) AMONG RESIDENTS COMPARED WITH THE 2017 MAYORAL ELECTION OF 7%.

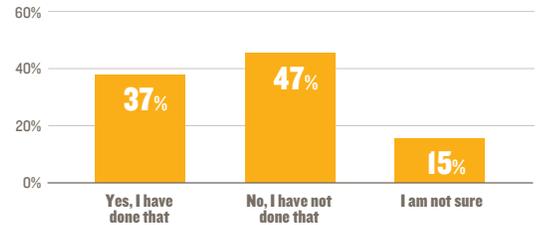
The evaluator assessed PB’s potential to engage residents who do not participate in the mainstream political process by asking voters if they are eligible to vote but did not vote in the most recent local election. There were 23% of people who indicated they did not vote even though they are eligible to vote (excluding voters 17 and younger). Among all of those eligible to vote in the mayoral election, nearly a third (31%) did not vote in the mayoral election but voted in the PB process. PB has potential to engage people typically excluded from standard forms of political participation because of age, immigration status or other reasons—15% indicated they are not eligible to vote in local elections.

The number of resident voters was nearly identical to the number of student voters—half of voters were youth from Western International High School. The overall voting rate was 11% among the population, compared with 7% voting in the 2017 mayoral election for precinct 45.

This report investigated other PB processes that occurred in U.S. cities. This pilot PB process in Detroit exceeded all other PB cities’ voter turnout rate for first cycle PB processes.

figure 14.

Did you vote in the Detroit 2017 mayoral election?



PB PARTICIPANT VOTER TURNOUT RATES

	Total Population in Catchment Area	Total Who Voted	Voting Rate
Residents	3,798*	335	9%
Students	1,985**	320	16%
Overall	5,783	655	11%
2017 Mayor Election	2,265***	148****	7%

*US Census Bureau: 2012-2016 five-year estimates
 **State of Michigan: 2017-18 student count for Western High School
 ***US Census Bureau: 2012-2016 five-year estimates (eligible voters in Census Tract 5234)
 ****Wayne County: 2017 Official Election Results (total voters in Precinct 45)

PB FIRST CYCLE VOTER TURNOUT RATES IN OTHER CITIES

City	Voting Rate
Detroit, Michigan	9%
Vallejo, California	3%
Cambridge, Massachusetts	2%
New York City, New York	2%
Chicago, Illinois	1%



Discussion

THE FOLLOWING SECTION DISCUSSES THE MAJOR THEMES FROM THE PROCESS IN GREATER DETAIL.

BUILDING TRUST

This process helped to build social capital—individuals strengthened and created personal relationships. Community groups that, before the PB process, struggled to be in the same room, were able to come together and collaborate effectively. There is agency growth of some participating nonprofit organizations—they know the residents better and they know each other better.

Some participants noted that the process truly was participatory, even in its formation—it allowed people to work through setting up the process, criteria, and evaluation of proposals based on their own experience and perception of priorities. There was a respect for community voice, which built capacity among residents. One community member noted that it is not “Invest Detroit” but instead, “Highly Invested Detroit.”

Invest Detroit spent a lot of time trying to bring people together and not just build relationships for the organization but build relationships between communities. One of the biggest challenges for Invest Detroit in their real estate work is, not only getting people to trust them as an organization, but also people’s ability to trust each other. This process helped build that trust.

“I think in the city of Detroit, trust is probably one of the most fundamental challenges we as a city face. And I think this is a process that could help put us on a path toward trusting each other more.”

- Neighborhood Associate



“YOU ALSO IMPLICITLY MAKE THE POINT THAT THERE ARE THINGS YOU ONLY LEARN FROM DOING OR BEING IN THE MIDST, AND ADAPTABILITY IN THE PROCESS IS ESSENTIAL. IT SOUNDS LIKE SOME CHANGES OCCURRED, BUT NOT OUT OF CAPRICE; MORE, THERE WAS A LOT OF PARTICIPATION AND MOVING PARTS WHICH HAD TO BE ACCOMMODATED TO KEEP ALIGNED WITH INCLUSION. I CELEBRATE THAT THE PROCESS DIDN’T FORSAKE THE MORE IMPORTANT GOALS (EQUITY) IN ORDER TO RETAIN FEELING IN CONTROL BY ADHERING TO THE PRE-PLAN IN SPITE OF NEW VARIABLES.”

- COMMUNITY MEMBER

PEOPLE DID NOT SEE EYE TO EYE ORIGINALLY IN THE WORK GROUP BUT ARE NOW WORKING COLLABORATIVELY AND EFFECTIVELY. THUS, GROUPS THAT DID NOT LIKE TO BE IN THE SAME ROOM TOGETHER ARE NOW SITTING AROUND THE COMMON TABLE FINDING SOLUTIONS.

COMMUNICATION & EXPECTATIONS

Volunteers struggled with time management because they were not informed of the realistic time commitment of specific tasks prior to volunteering. Consistent and regular communication was also lacking throughout the process, which was difficult because there were not enough staff / volunteers. Residents did not always know what the process was, or the time commitment involved. The neighborhood listserv, for instance, only allows for small-sized documents (the listserv prohibited some attachments) and goes to a limited number of people. Communication between steering committee meetings could also have been clearer. A community member noted, “The deliverables from each steering committee meeting were not clear at times, so a follow up meeting with the neighborhood associate could have helped with this.” Managing expectations among residents was difficult because certain infrastructure limitations were not conveyed to them, resulting in unrealistic expectations and a lack of understanding of the project’s realities. For instance, the neighborhood associate was not full-time on this PB project, although many people thought she was or believed she could put in the amount of work that a full-time position would. More explanation and clarity regarding PB process details and logistics would help manage expectations among participants and help establish a greater understanding of what each person involved can commit to.



“There was more engagement initially for the steering committee and more people coming. It felt more diverse. At the end, there were very few people coming, the same 5 or 6. Participation declined. Trying to figure out how to keep people engaged and do more prep work with the steering committee members [needs to occur].” – Community Member

Managing residents’ expectations regarding a balance between professional delivery and community involvement proved to be a challenge. The steering committee delegated some tasks to PB participants rather than using a professional (i.e. We Decide Detroit website). This promoted agency among participants, but at the expense of the quality and timeframe of completion. There was not enough communication prior to developing the website so residents could have a chance to weigh out the tradeoffs and decide. One resident expressed confusion regarding the discrepancy between the catchment boundaries selected and

the location of the 15 final projects on the ballot. Because many of the projects on the ballot were in Clark Park, the resident expressed that all streets surrounding Clark Park should be able to vote since it is their public space as well—the project boundaries should not exclude the West side of Clark Park. This was an unintended discrepancy that occurred in the process—the dispersion of projects compared to boundaries is an oversight, and Invest Detroit did not predict this would occur. In future processes, leadership and residents should complete a neighborhood assessment collaboratively to map out the area’s high-traffic spaces to help foresee possible project locations.

PEOPLE POWER

One of the main challenges that impacted the process was the lack of people power—Invest Detroit needed more volunteers at every phase of the process. The lack of volunteers negatively impacted the main staff person from Invest Detroit (neighborhood associate) because she had to try to fill in the gaps and complete the tasks that a volunteer should have completed. The neighborhood associate was only part-time on this project, although her position would have ideally been full-time, and she needed more administrative help, whether staff or interns. Implementation of future processes would benefit from more time commitments from both staff and volunteers. Moreover, for the involved residents, their participation grew, and their skills deepened—they learned the process, which will be helpful when doing it again in the future. They learned how to interact with and contact city government. Their prior involvement in this process will contribute to future processes.

CITY INVOLVEMENT

The involvement of an elected government official that is trusted by residents and understands progressive causes was highly beneficial and fundamental to this PB process. The process would not have progressed the way it did without her participation in each phase. Her involvement was also beneficial in planning for future processes. She wants the PB process to occur in different departments and is going to have a meeting with the planning department to talk about how to incorporate the processes. Her involvement and insight will help with implementing new processes, especially because of the knowledge she gained from having been so involved in the pilot PB process. The main issues she foresees are staffing (people power) and awareness—understanding what it is and how it could work for them.

“I like that although it was logistically challenging, you stuck with the intention to include youth who have a stake in the area. Inconvenient logistics often make groups dump components because it’s more expedient. I appreciate that you didn’t.” - Community Member





EQUITY

One community member noted, “There was not enough participation overall and not enough diverse voices in the space.” They noticed more Latinos participating early on and then not as many at the end, while only one African American male attended steering committee meetings sporadically and barely at all by the end. While voting turnout was closely representative of the catchment area, the steering committee was still lacking in its inclusion and equity of underrepresented groups. Community members expressed concern with the lack of intentionality toward including certain populations. Specifically, there should have been much greater emphasis on making bilingual materials and making sure the process was bilingual. The lack in that aspect hindered participation from non-English speakers. While the steering committee addressed some representation challenges at the beginning, there could certainly have been more done. The conversations at the beginning of the process about the census data were helpful, but there was a lack of follow through and not always time set aside to talk about it at meetings. Invest Detroit felt it was important to have these conversations to help with assumptions and biases of other groups in the neighborhood (i.e. some older residents expressed concern for the kind of young people who would use the basketball courts). By mapping it out in a different type of visual way, beyond bar charts and numbers, Invest Detroit showed who makes up the community and determine if these groups were at the table giving their input.

Compensating participants was a recurring theme in this process—the lead agency should compensate resident and community organization participants for the work they do on the PB process. This concept is not meant to incentivize them but rather to value them. The participants would likely participate regardless of the paid incentive, but it would be a symbolic gesture to acknowledge and show their work has value to the process. This is especially necessary for Community Development Organizations (CDO’s) and youth participants to help combat the culture of devaluation of CDO’s work and narrative with youth. Invest Detroit used funds to provide a small stipend to individuals (not organizations) who worked a lot on the PB process. Invest Detroit intended to help change the culture around nonprofit work by compensating participants—and change this narrative so that it would be part of intentionally changing the equity intentionality for which the project aimed. This will be an important feature in future PB processes.

“I really credit the steering committee for advocating for us to pay the students and advocating for us to compensate the residents and other organizations.”

- Neighborhood Associate



SOME OF THE REASONS RESIDENTS WANT TO STAY INVOLVED IS BECAUSE THIS EXPERIENCE GAVE THEM HOPE THAT A DIFFERENT REALITY, A REAL DEMOCRACY, IS POSSIBLE. WE LIVE IN A FALSE DEMOCRACY WITH LIMITED VOICE AND AGENCY. THIS PROCESS GIVES MORE AGENCY AND IS MORE HOPEFUL FOR A DEMOCRATIC PROCESS AND CIVIC ENGAGEMENT.” - COMMUNITY RESIDENT

CIVIC & POLITICAL ENGAGEMENT

Residents show concern about outside agendas and influence on neighborhood development since developers who come to the neighborhood do not approach residents for input. As a result of this process, residents are better able to engage the developers when Invest Detroit leaves. This was not an initial outcome but is definitely a success that has resulted from the PB process. Residents in Southwest Detroit were highly engaged with Invest Detroit and PB is a tool that shows this. There was a consistent stream of questions, advice, and pushbacks to Invest Detroit's PB process. Residents wanted to know why the boundaries were selected and whose priorities the PB process promoted. Some priorities residents had that did not align with the funder include homeownership instead of housing density, and having a broad geographic project catchment area compared to a smaller singular neighborhood. Moreover, when developers come to this neighborhood in the future, residents will be strong at voicing their opinions, exerting their rights, and holding developers accountable.



Recommendations



BUILDING TRUST

- > Determine if residents can provide input earlier in the process before the city/funder determines target area, or physical infrastructure restriction.
- > **Ensure there is follow through** and the lead agency/city complete the winning projects.



2

COMMUNICATION & EXPECTATIONS

- > Communicate the project’s specifications and details thoroughly and from the very beginning, such as setting the project boundaries and the funder’s desired outcomes.
- > **Define what equity and success would look like in terms of votes and participation** from the beginning and train people on how to use it.
- > Increase the level of communication throughout the process and be more intentional and visible with communication (i.e. **regular updates** emailed or and posted on the website)—communication should be clearer, more regular, and reach more people.
- > Designate one resident to a dedicated communication role. This person can create a communication plan for consistent communication and to track all communication outlets, including online, fliers, and phone calls. Participants and leaders should communicate in multiple ways and languages—social media, fliers, canvassing, and personal invite. Have the main point person follow up with each volunteer to confirm the details and their commitment to following through, to increase awareness of the project within the catchment boundaries.
- > **Create a written task list with all volunteer opportunities** and tasks written down, including a detailed explanation of the responsibilities, deadlines and person responsible who would assist in this understanding. Disclose all volunteer opportunities in detail at the start of the PB process to help with time management, including the time commitments and if it is a short-term, long-term or one-time opportunity. **Before starting a task, implementors need to communicate the amount of time required to complete that task.**
- > For accountability, be sure all volunteers report out on their progress at steering committee meetings. Participants communicate with staff between steering committee meetings for more clarity between meetings.
- > Ensure stakeholders know the tradeoff between their expectation of professional delivery and products, versus a less professional product and delivery that involved a process of resident learning and being resident-driven (i.e. youth participants versus a professional making the website).



- > Create a publicly available list of idea collection locations so volunteers are aware of opportunities for which they can sign up.
- > Be more intentional about offering opportunities and tasks to residents. Be clearer and more direct when explaining opportunities and the expectations. Give more clarity so residents will have a greater understanding of what they are signing up and be more likely to take responsibility of tasks.
- > Set aside two weeks to set up the rules portion and get all the logistics in place. Use the next two weeks cultivating relationships to ensure people show up.
- > Make sure to utilize all our relationships established in this pilot PB process (i.e. Western International High School). For Western International High School to be part of the second cycle, there needs to be intentional outreach again.
- > Increase marketing and media coverage efforts. Raise awareness about the project citywide but also put in local newspapers and church papers at the beginning before the idea collection and proposal development even start.
- > Determine how often to hold meetings. One community member suggested it would be better to have meetings every three weeks.
- > **Ensure complete buy-in from the local school** (if applicable)—make sure school leadership fully supports the process.
- > Consider an academic calendar when working with youth based at a local school. Schedule / align meetings, events, and the voting process with the academic calendar.
- > **Consider having voting eligibility include those under 18 years old** and allowing youth to demonstrate responsibility with incremental money decisions and community involvement to **provide real agency and normalizing the value of voting for youth.**
- > Make use of the local newspaper (El Central) in order to get the word out at the beginning and along the way to residents so they are aware of key steps in the process.



3

PEOPLE POWER

- > Designate one main point person to consistently update all communication efforts (generating new content constantly via flyers, social media, the website, etc.), manage volunteers and their tasks, and follow-up between steering committee meetings and idea collection events.
- > Provide sample presentations prior to developing proposals as part of preparation and training (i.e. a workshop to prepare for it).
- > **Increase the number of volunteers at every phase:** have at least three or four volunteers for each idea collection event and at least two people for each project during proposal development phase.
- > Increase the number of volunteers at every phase by offering a variety of ways to become involved (one time or extended).
- > Determine availability of volunteers in the beginning of the process and have them block out all the dates on their calendar so they will be present up until the end of the process.
- > **Continue the successful practice of honoring and justly compensating resident and nonprofit volunteers to do door knocking for outreach.**
- > Train door knockers if using this process in other neighborhoods.
- > Acknowledge volunteers for their time and dedication—recognize them for their work and express that their work has value.
- > Pay to have 1.5 full-time employees (staff, interns and/or part-time assistance) for administrative help.
- > **Respect people for their time and compensate residents with market rate wages for their local expertise.**



4

CITY INVOLVEMENT

- > Involve the city sooner to answer questions while budget delegates / steering committee members are researching the proposal ideas to ensure all ballot options are approved by the City of Detroit General Services Department (or related city department pertaining to the project) for safety, ongoing staffing, and code compliance.
- > **Engage the resident-trusted city officials** and funder prior to establishing the steering committee to hold open and transparent discussions on timeline, amount of money, geographic boundaries, funder requirements, and desired outcomes. Conducting trust building exercises could help foster teamwork and cohesion among residents, nonprofits, and city officials. Care should be taken to ensure City employees respect a resident-led process and respect their expertise.
- > **Involve a highly trusted elected official** known for their grassroots connections earlier in the process—at the work table or prior.
- > Meet with the administration, the planning department, someone from the mayor's office, public works, general services, and transportation to talk about how to incorporate the processes (some of them).
- > Share results with other city council members so that other parts of the City Council might participate in a pilot project in other City of Detroit council precincts to increase voter rates and civic involvement.
- > Commit to a second cycle. Use and build upon the previous process, including infrastructure and the key people involved in the pilot process to ensure 1) residents continue to get involved in neighborhood activities, 2) the infrastructure projects are maintained, and 3) increase voting in city elections.



5

EQUITY

- > **Customize outreach methods** for the community. Use a variety of methods, especially mobile and personal efforts.
- > Continue to be intentional to **include under-represented populations in the entire process**.
- > Conduct additional preliminary research on how to create opportunity for everyone, regardless of resources, to spend time learning about the projects and considering all proposals, since low voter turnout is a major challenge that elections face.
- > Compensate Community Development Organizations and nonprofits. Provide a stipend to organizations that send their employees to the steering committee meetings regularly and to the budget delegate portion regularly. Providing a stipend would help to show value to their work and contribution.
- > As a respectful and anti-oppressive approach, offer students (youth) and residents compensation for their work to show their value and to recognize residents for their institutional and expert knowledge of their communities.
- > Do an equity check-in to make sure the committee continues including people at the table. Assess the neighborhood profile throughout the process—not just at the beginning of the process. Set time aside to review and discuss participation levels at each steering committee meeting to assess representation.
- > Create youth participation processes that balance youth voice and decision-making with resident participation. Possible voting modification of “student choice” projects or “run off” voting (top two projects could have second run of voting) of top projects could balance the lifting of one underrepresented group over another.
- > **Be intentional to include marginalized populations** in the entire process so the entire community is proportionally represented and have equitable decisions in creating a community of highly invested residents to preserve the projects and their own neighborhoods.
- > Customize outreach methods for the community. Use a variety of methods, especially mobile efforts.



6

CIVIC & POLITICAL ENGAGEMENT

- > Commit to a **second cycle** since there was concentrated effort to build capacity among residents, **whether the city of Detroit, another organization, or Invest Detroit leads it.**
- > Use and build upon the previous infrastructure, website and key people who have had their skills built from the pilot process—do not “start from scratch”.
- > Determine if the lead agency should increase the boundaries (instead of a pilot location in Hubbard Farms/neighborhoods surrounding Clark Park, expand to a Southwest Detroit or City Council precinct).
- > Have funder share openly with residents why a boundary is selected.
- > Take the time to share results with other city council members so that other parts of the City Council might participate in a pilot project in other City of Detroit council precincts.
- > Increase involvement of more resident-led organizations in the future.
- > Increase lead time and an extended voting period so more people can vote. Spread greater awareness of the vote.
- > Include more pictures of the projects on the proposals / poster boards. Have photos of the potential projects for door knockers to better define the project and at meetings and pop-ups.
- > Create a video to explain the projects so voters can view them online before voting.
- > **Extend voting period** (2-3 months) so residents are more aware of the vote opportunity (recommendation based on successful PB projects in other cities with high voter turnout rates and requested by involved steering committee members).

Evaluation Methodology

EVALUATION DESIGN

An external evaluator conducted a formative process and outcome evaluation to:

- 1) study the adaptation and implementation of the PB process in Southwest Detroit,
- 2) determine the feasibility of using the PB process city-wide or in other areas of Detroit,
- 3) assess how receptive community members are to the process, and
- 4) measure the extent to which the process was inclusive and equitable and engaged the community (civic and political life).

The evaluator used a mixed methods approach during all phases of the evaluation project. The evaluator conducted ongoing monitoring at every phase with weekly discussions between the external evaluator and neighborhood associate to review observations at steering committee, training, and budget delegate meetings. The evaluator used the national model's (Participatory Budgeting Project) toolkit of quantitative and qualitative instruments (i.e. surveys and observation checklists), with customization of materials when necessary, to fit the steering committee's decisions and intentionality towards equity and inclusion.

QUALITATIVE TOOLS

Meeting observation survey: This tool tracked meeting participation levels, monitored the progress of the PB process, gauged the effectiveness of the meeting facilitation, documented characteristics and important discussion points, and improved future meetings. The evaluator completed this observation tool at each meeting.

Key stakeholder interviews: Thirty minute one-on-one interviews helped the evaluator gain a more in-depth understanding of participants' experience with the PB process. Interviews probed opinions on the process, what worked well, improvements to make, changes they observed on a personal and community level, and if they have interest participating in the future.

QUANTITATIVE TOOLS

Neighborhood profile: The evaluator researched the demographics of the catchment area using U.S. census data to develop a neighborhood demographic profile. This allowed the evaluator to track if participants were representative of the entire resident population in the area. The evaluator obtained the following data from the U.S. Census Bureau's 2012-2016 American Community Survey 5-Year Estimate: the race / ethnicity, household income, education status, age, home ownership status, gender / gender expression, and birth country (primary language spoken at home) of the target area population and the PB process participants.

Steering committee demographic survey: The evaluator collected demographic indicators for this leadership and decision making body, including race / ethnicity, income, education, age, home ownership, gender, and birth country to compare with the US Census data and participants' demographic data. The evaluator used these results throughout the process to find disparities in community representation.

Idea collection event survey: The idea collector completed this survey to track the demographics of participants who submitted an idea. Each idea collector completed a survey to estimate the demographics of all locations (whether place, event, or street name) where they collected ideas.

Budget delegate pre and post assessments: Since budget delegates were most deeply involved in the process, this assessment measured changes in civic participation, communication, and community building skills.

Voter survey: Residents completed the voter survey after voting to measure the following quantitative indicators:

- > How they heard about the voting
- > Prior civic engagement
- > Prior voting in participatory budgeting
- > Voting or not in most recent local election
- > Demographic data (race/ethnicity, age, gender, income, and education level)

Process Monitoring Questionnaire: The process questionnaire tracked key issues to gauge the level of outreach and inclusion of all sectors in target area. The evaluator tracked the following metrics:

Idea Collection Indicators:

- > Number and types of idea collection events that took place (mobile and online)
- > Number of participants / attendees (in person and online); outreach methods used
- > List of community-based organizations (CBOs) that helped with outreach
- > Number of participatory budgeting-eligible residents per voting area.

Voting Indicators:

- > Voting eligibility criteria for the process

EVALUATOR QUALIFICATIONS

Mission Lift, LLC served as an external evaluator of the PB process. Mission Lift has been a woman-owned consulting firm located in the City of Detroit in the Hubbard Farms neighborhood since its founding in 2008. The president, Janet Ray, has been a home owner in Hubbard Farms for 28 years. Ray has 21 years of experience working in schools and Detroit communities and has served as the external evaluator for 75 evaluation projects involving Detroit schools and other Southwest Detroit nonprofit organizations. There were three team members who supported the evaluation project, two were Hubbard Farms residents and one nonresident. Two members were female of European descent and one male member of Filipino descent. Two members are fluent in Spanish and English. The team members observed and accompanied the various meetings and events, trying to refrain from participating in discussions except to prompt the Invest Detroit staff and PB steering committee on issues of equity and inclusion. Invest Detroit and the steering committee reviewed the final report to mitigate bias and add explanation and ownership to the findings. The evaluator roles, background, privilege, and oppression are being stated here to disclose any conflict of interest and potential bias.

DATA COLLECTION

The evaluator collected the following data:

- > 8 interviews with steering committee members, budget delegates, neighborhood associate, city councilperson, and school personnel
- > 34 steering committee surveys
- > 6 idea collection event surveys
- > 6 budget delegate pre-assessments and 4 post-assessments
- > 639 voter surveys

Evaluation Limitations

The evaluation consisted of the following limitations:

- > A demographic survey was not used at all phases, so the evaluator did not obtain all participant demographic data for every phase.
- > Due to a small sample size for the budget delegate pre and post knowledge and attitude survey, the evaluator was unable to measure gains in this area.
- > The evaluator used a non-exact comparison group since the precinct election boundaries are different than Invest Detroit catchment area boundaries.
- > Inclusion of youth voters increased participation rates but required estimation for the voter turnout comparison because in traditional elections those 17 and younger are unable to vote.
- > The comparison of participants to census track data is a non-exact comparison groups since the majority of participants 17 and younger come from Western International High School, so they attend school in the census track but do not live in this census track.
- > There was a budget delegate assessment administered before they were in this role and at the end of voting, which measured gains in knowledge, skills, and attitudes related to civic involvement. Only two residents completed the pre and post knowledge survey; there were not enough people to measure changes in the pre and post data, so the results were not included in this report.
- > It was too soon to measure density and jobs and real estate. An evaluator could potentially measure these in the implementation phase or in future PB processes in the area.
- > The idea collectors completed the idea collection event survey, asking them to estimate the demographics of the areas they visited. Surveying each idea collection participant was not used because of the short timeframe of getting materials out to residents. Data from this tool was not included in the report because there were not very many of these surveys completed and there was hesitation to use this data because they were vague estimates.

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