



City of
Peterborough

To: **Members of the Committee of the Whole**

From: **Sandra Clancy, Director of Corporate Services**
Ken Doherty, Director of Community Services

Meeting Date: **June 19, 2017**

Subject: **Report CPFS17-035**
Participatory Budgeting – Evaluation Report

Purpose

A report to provide the 2016 Participatory Budgeting Pilot project evaluation results.

Recommendations

That Council approve the recommendations outlined in report CPFS17-035, dated June 19, 2017, of the Director of Corporate Services and Director of Community Services as follows:

- a) That the 2016 Participatory Budgeting Pilot project evaluation results, attached as Appendix A, be received;
- b) That staff reassess initiating a Participatory Budgeting program, pending the outcome of the Civic Engagement component of the Community Well Being process, as outlined in Option 2 of this report.

Budget and Financial Implications

There is no budget or financial implications to receiving this report at this time. In the 2016 Capital Budget, Council dedicated up to \$20,000 per ward, for a total of \$100,000 towards funding a Participatory Budgeting Pilot.

Background

During the 2015 budget process, Council expressed support for an increased level of public engagement in the budget process. Council approved Report CPFS15-019 Participatory Budgeting, dated May 11, 2015, which established the framework of the PB pilot program for the 2016 calendar year. Report CPFS15-002 dated January 25, 2016 recommended the launch of the My Peterborough Participatory Budget 2016 Pilot, establishing guidelines including goals, timelines, rules, roles and responsibilities.

There were no dedicated staff resources to administer the pilot program, rather it was treated as a special project and divvied up among existing staff. One staff was assigned to help facilitate the pilot in each Ward and be the consistent contact for both Ward Citizens and Councillors. Staff realized at the outset that such an approach may result in inconsistent results throughout the city, but in reality, without dedicated staff resources, there were no other options.

The My Peterborough PB process was kicked off on February 17, 2016 with a public education session. In the following months, Councillors held ward specific community brainstorming meetings which were followed up by some informal community meetings. Project ideas were generated resulting in 52 registered projects.

Each Project Leader worked with City staff to learn about City plans and policies that could affect the project. Once the project detail was determined, a project cost estimate was developed. This combined information helped determine the project's eligibility.

Ultimately, 21 projects were considered eligible to advance to the vote. Through Report CPFS16-024 dated July 25, 2016, Council approved 10 projects for implementation.

The Evaluation Report

The detailed Evaluation Report is attached as Appendix A. The Evaluation Report provides answers to some key questions:

1. Did the PB process achieve the stated goals?
2. Were PB participants any more likely to engage in community or municipal activities after the PB process?
3. Did the PB process engage people that had not been involved in other municipal or community activities in the last year?
4. How was participatory budgeting (PB) implemented in Peterborough? What are the opportunities for improvement?
5. What was the staff resource requirement? What would be the future requirement?

6. Who participated in PB? What was the demographic profile?
7. How successful was the process at engaging groups that are often marginalized from the political process?
8. What got funded? What made it to the ballot? What types of project won?

Key findings from the Evaluation

Data

- 901 votes
- 51 project ideas
- 21 eligible projects
- Cost 1,120 hours of staff time and \$4,782 administrative budget. Staff hours were allocated from within existing complement.

Strengths

- My Peterborough Participatory Budgeting engaged residents that do not normally engage in municipal processes.
- Participants reported that the best part of PB was the opportunity to have a voice/choice.
- Online voting – 98.7% of the votes were submitted online.
- Positive interaction with City staff – new way of engaging residents.
- Residents and City staff learned more about how the City works.

Opportunities for Improvement

- Review the voting process – number of ballots, ward vs city-wide voting, tie votes.
- Staff were challenged to maintain their normal job responsibilities while implementing this pilot.
- Timing of the process could be improved. Line it up better with municipal budget process and school semesters.
- Develop a complaint or appeal process including the ability to express concerns about a project.
- PB is a great opportunity to engage youth in a municipal process but there was low youth participation. Find ways to engage more youth.

Lessons learned

- Develop new tools to explain the types of projects that may be eligible and how to develop costs for those projects.
- Ensure that staff can allocate sufficient time to dedicate to the process.

Staffing

The PB pilot project required many hours of planning and effort for a relatively small portion of the City's budget. Although the administrative costs were very low, 1,120 hours of staff time equates to 160 days or 0.6 FTE. The reality is that for the staff directly involved, existing approved work plans and priorities were delayed or postponed to make room for the PB process and/or NU staff worked longer hours than they already do to accomplish their regular jobs. Even with this level of staff involvement, it was generally felt that the pilot was not adequately resourced.

Other Municipal Models

The fact that Peterborough has implemented a PB pilot project is something to be celebrated. Very few municipalities have taken on this challenge and most are much larger municipalities with larger budgets and more staff resources. It is helpful to see how PB is being implemented in some of the other municipalities as Peterborough considers its options.

According to PUBLIC AGENDA - **Public Spending, By The People: Participatory Budgeting in the United States and Canada in 2014-2015** in their analysis of 46 jurisdictions across 13 cities that undertook PB programs, found that there was not a one-size fits all approach to PB. PB is a locally grounded democratic process that, by definition, should adopt and reflect local needs. As such, communities varied in the way they implemented it, including the amount of money allocated, the resources they made available to implement it, the way residents were invited to participate and the number of events and voting opportunities. Most shared some common goals, such as increased civic engagement, and making government more transparent and building better relations between residents and elected officials. There were also commonalities in approach:

- 83% of PB processes had a steering committee to guide the process;
- 100% of communities allowed under 18 year-olds to vote for projects;
- Most held neighbourhood meetings to brainstorm project ideas;
- Only four communities offered remote online voting, citing concerns of a lack of technical resources needed to build websites that allows for verification of voters' identities and addresses and protects multiple voting. Some felt that online voting undermined the goal for PB to be a visible community event that brings together diverse residents or disproportionally reach populations of higher socioeconomic status;
- The average amount spent on projects was \$1 million, ranging from \$61,000 to \$3 million;
- The average number of days that the vote was open was seven;

- The average number of winning projects was five. In some communities, only one project was allocated funds.

Update on Implementation

In September 2016, work began on the community projects that were selected through the My Peterborough: 2016 Participatory Budgeting Pilot Project. Site meetings for most of the 10 approved projects took place and a good amount of site preparation was completed while weather permitted. As soon as weather permitted in the spring of 2017, work resumed.

Community WellBeing

Since the My Peterborough Participatory Budgeting pilot was launched in 2016 the City has also started a Community Wellbeing Planning process. This process focuses on planning across eight different areas related to wellbeing, one of which is democratic engagement. Within this planning process, democratic engagement includes how citizens can freely participate in political activities, express their political views and share political knowledge. It is about governments building relationships of trust, encouraging citizen participation and where democratic values are promoted by citizens, civic organizations and all levels of government.

The democratic engagement components of the Community Wellbeing Plan are very closely aligned to the goals of the participatory budgeting pilot. The purpose of the Community Wellbeing Planning process is to provide the community with a say in the municipal priorities related to wellbeing. The City has limited resources, as illustrated in the PB pilot, and must make strategic decisions related to the most important areas of focus.

The Community Wellbeing Plan provides an opportunity to look at the bigger picture and determine municipal priorities related to wellbeing and including democratic engagement. This process may identify other ways to meet the goals of the PB process, it may identify PB as a priority process or it may identify other community priorities. Given the resource constraints, it may be worth completing the Community Wellbeing Plan through 2017 and 2018 to determine the overall wellbeing priorities prior to assigning resources to any specific actions. The community engagement strategy related to the planning process will, in itself, help to improve democratic engagement.

Options

If the decision to continue PB using the same process as the pilot rested solely on the basis of the financial efficiency of how to spend \$100,000 of the City's capital budget, the decision would be not to continue due to the high requirement of staff time. The City's pilot program was, however, not so much about financial efficiency as it was about engaging the community: opening up government, expanding civic engagement, developing new community leaders and building community. And to that end, it was moderately successful with room for improvement. Some would like to think that it was

an agent of accountability, helping to demystify the City's budget and turn voters into active contributors and informed monitors of spending at City Hall but it was too small in the big scheme of the City's overall budget to accomplish that. It did, however, serve as a gateway for those residents who were involved to engage with staff at City Hall, learn more about the City process and help to direct how some of the City's capital budget was spent.

With this in mind, staff have explored other options in how PB could be implemented.

Option 1 – Continue with City Lead PB Program

If Council wishes to continue with participatory budgeting using a model similar to the pilot program, there are some recommendations that could improve the process:

1. Establish a Steering committee, consisting of some Council representation, key organizational stakeholders and community members to jointly address process issues such as:
 - Voting process (online, number of ballots, ward vs city voting, tie votes).
 - Youth engagement and age of voters.
 - Timing of the process to build greater flexibility and to line up better with school semesters and municipal budget processes. A compressed timeline was a challenge identified by City staff and participants.
 - Develop a complaint or appeal process including the ability to express concerns about a project

This same Steering Committee would then be active during PB to advise and help guide the process, hear any appeals or complaints and make decisions that come up that must be made along the way.

2. Identify the necessary City staff resource(s) that would be dedicated to administering the PB program. This will result in at least one dedicated resource, or perhaps more than one for a portion of the year. A conservative estimate of the cost of staff resources that should be anticipated would be \$75,000 per year.
3. Further clarify the delineation of roles, for City staff, Project Leaders and community members. Unclear roles lead to unmet expectations, poor communication and missed outreach opportunities.
4. Target demographic groups that are less likely to participate such as youth and newcomers to the community.
5. Do not increase the amount of Capital funds available for PB until the process has been further refined and appropriately resourced.

Option 2 – Defer until the Community WellBeing is Complete

Defer the continuation of the Participatory Budgeting process until the Community Wellbeing Plan is completed and use the information gathered from the Community Wellbeing Plan to determine municipal priorities related to democratic engagement.

Option 3 – Do Not Continue with Participatory Budgeting

Should Council not be supportive of a future PB program under any model of delivery, staff will not include the program in future budgets.

Submitted by,

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Attachments:

Appendix A: My Peterborough Participatory Budgeting 2016 Pilot – Evaluation Report

Appendix A

My Peterborough Participatory Budgeting 2016 Pilot – Evaluation Report

My Peterborough

2016 Participatory Budgeting

Evaluation Report

www.peterborough.ca/MyPTBO

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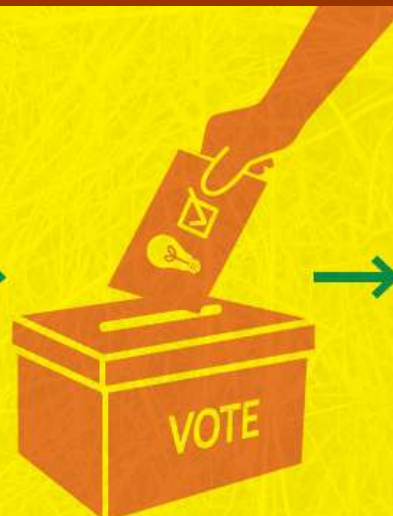
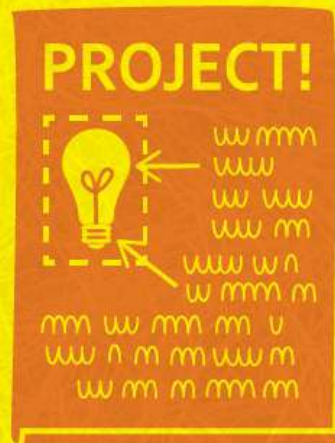
August 29, 2016

Brainstorm Ideas

Develop Proposals

Vote

Fund Projects



Acknowledgements

Thank you to the people of Peterborough who participated in the My Peterborough Participatory Budgeting pilot. Special appreciation goes to the community members who stepped up to be project leaders and helped to take ideas from the brainstorming stage to the vote and now, in many cases, on to implementation. This pilot would not be possible without the many dedicated volunteer hours from Peterborough residents.

A special thank you goes to the community residents who participated in the surveys, focus groups and meetings so that this evaluation could be completed.

In preparation of this document a number of key sources were utilized and should be acknowledged:

Public Agenda www.publicagenda.org

Participatory Budgeting Project www.participatorybudgeting.org

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Alternate formats of this document are available upon request.

Executive Summary

The City of Peterborough introduced a Participatory Budgeting (PB) Pilot in 2016. PB is a new way for community members to influence decisions about municipally funded projects in each of the five wards. Community members brainstorm ideas, develop proposals, vote on a project and then the City will implement the selected projects. In this pilot, each of the five wards had \$20,000 to spend on community improvement projects. This report is the evaluation of the outcomes and process up to the Council approval of the projects. The implementation phase is still to come.

Key Findings

Data

- 901 votes
- 51 project ideas
- 21 eligible projects
- Cost 1120 hours of staff time and \$4782 administrative budget. Staff hours were allocated from within existing complement.



Strengths

- My Peterborough Participatory Budgeting engaged residents that do not normally engage in municipal processes
- Participants reported that the best part of PB was the opportunity to have a voice/ choice.
- Online voting – 98.7% of the votes were submitted online.
- Positive interaction with City staff – new way of engaging residents
- Residents and City staff learned more about how the City works

Opportunities

- Based on staff and community input, there is room for improvement in the processes, mostly as it relates to communication and promotion, staff resourcing and voting processes.
- Review the voting process – number of ballots, ward vs City wide voting, tie votes
- Staff were challenged to maintain their normal job responsibilities while implementing this pilot.
- Timing of the process could be improved. Line it up better with municipal budget process and school semesters.
- Develop a complaint or appeal process including the ability to express concerns about a project.
- There was low youth participation but all income groups levels well represented. Find ways to engage more youth.

Lessons learned

- Developed new tools to explain the types of projects that may be eligible and how to develop costs for those projects.
- Ensure that staff can allocate sufficient time to dedicate to the process.
- Expect the unexpected and learn from the experiences.



89% of respondents to the survey wanted PB to continue

Introduction and Goals



My Peterborough Participatory Budgeting (PB) Pilot was first introduced in 2016. PB means community members brainstorm ideas, develop proposals, vote on a project and then the City will implement the selected projects. In this pilot, each of the five wards had \$20,000 to spend on community improvement projects. The pilot started in February 2016 with a public meeting. Ideas were developed and projects were submitted from March to May and voting was held from June 3rd to 15th. Council approved the selected projects in August. Implementation will take place between September 2016 and March 2018.

The Goals for this project were:

1. Open up Government
Allow community members to play a greater role in spending decisions and inspire greater transparency in municipal government.
2. Expand Civic Engagement
Engage more people in politics and the community through a new avenue that encourages participation.
3. Develop New Community Leaders
Build the skills, knowledge and capacity of community members.
4. Build Community
Inspire people to more deeply engage in our community and to create new networks and organizations.

This report serves as an evaluation of the PB pilot up to and including the Council approval of the projects. The implementation process is still to come.

The Evaluation



This evaluation is being completed to help make an informed decision related to the future of participatory budgeting in Peterborough; and, if it is decided that PB is to continue, to offer opportunities to improve the process.

Some of the questions to be addressed by this evaluation include:

1. Did the PB process achieve the stated goals?
2. Were PB participants any more likely to engage in community or municipal activities after the PB process?
3. Did the PB process engage people that had not been involved in other municipal or community activities in the last year?
4. How was participatory budgeting (PB) implemented in Peterborough?
5. What are the opportunities for improvement?
6. What was the staff resource requirement? What would be the future requirement?
7. Who participated in PB? What was the demographic profile?
8. How successful was the process at engaging groups that are often not involved in the political process?
9. What got funded? What made it to the ballot? What types of projects won?

The sources of data include:

1. My Peterborough Participatory Budgeting survey (available with online and paper ballots as well as on the City website for wards that did not have the opportunity to vote)
2. Community Evaluation focus group on June 28th, 2016
3. Staff evaluation focus groups held on July 19th, 2016
4. Individual and small group interviews, phone and email feedback
5. Social media and web site analytics

This is an interim evaluation report. The first PB process in Peterborough is not complete yet. The final phase, implementation of the projects, has not happened yet. Implementation will take place from September 2016 to March 2018. This evaluation is being prepared before the full process is complete to help make an informed decision related to the future of PB in Peterborough in a timely manner.

Findings



My Peterborough Participatory Budgeting



Empowering Communities & Deepening Democracy...a new pilot project!

4 Goals



56% of people engaged had not taken part in municipal projects in the last 12 months



901
Votes



13
Voting Days

51 project ideas
21 eligible projects

1120 hours of staff time



42 people participated in the City-wide meeting

5 wards held brainstorming meetings

157 people participated in idea generating meetings

50% of all respondents said "having a voice" was the best part of Participatory Budgeting!



2016 Pilot Project Timeline





Empowering Communities & Deepening Democracy...a new pilot project!



Would you like Participatory Budgeting to continue?



Strengths



Opportunities

- More promotion
- Changes to voting
- Simplify project process
- More money, more say

Thanks to all the people of Peterborough who participated in My Peterborough Participatory Budgeting Pilot!



My Peterborough
Participatory Budgeting

www.peterborough.ca/MyPTBO

MyPTBO@peterborough.ca

705-742-7777 ext. 1860



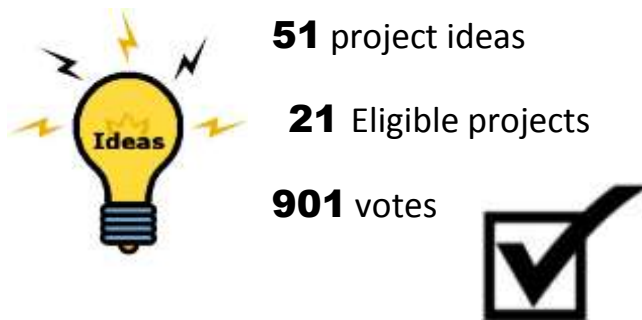
#MyPtbo

The Outcomes

1. Open up Government

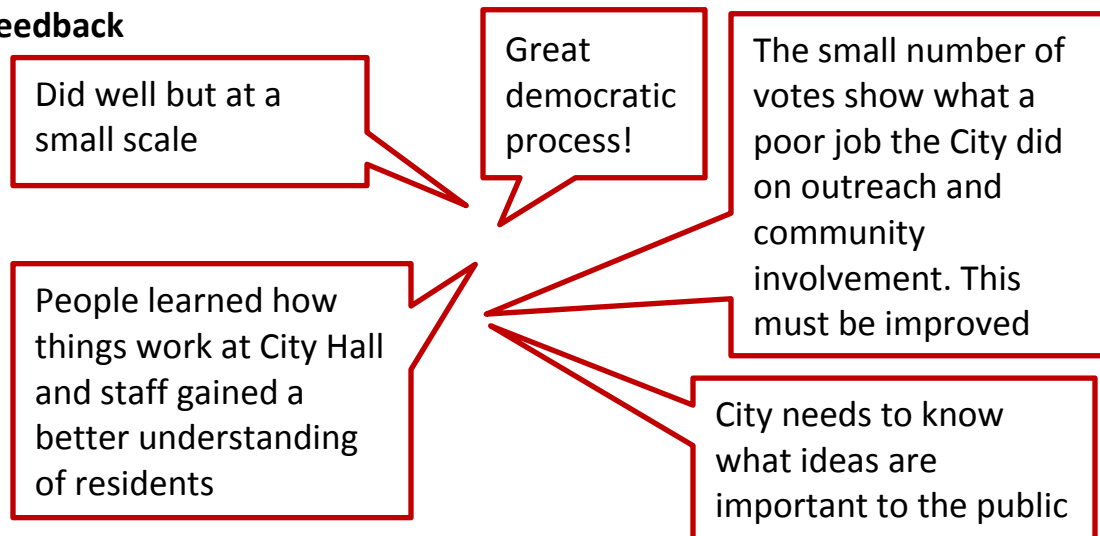
Allow community members to play a greater role in spending decisions and inspire greater transparency in municipal government.

By the numbers



50% of the survey respondents thought that having a voice/choice was the best part of participatory budgeting

Feedback

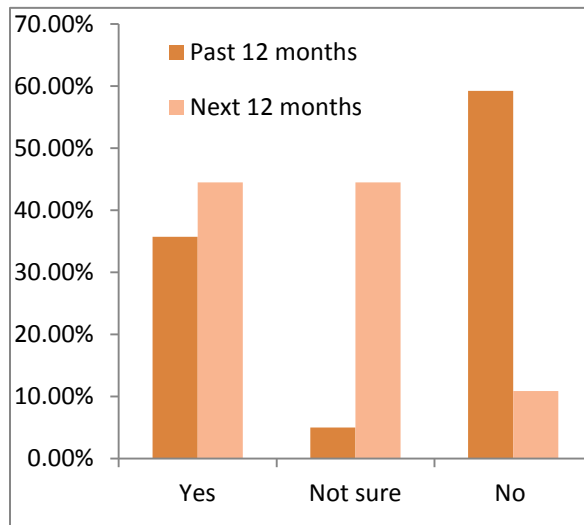


2. Expand Civic Engagement

Engage more people in politics and the community through a new avenue that encourages participation.

By the numbers

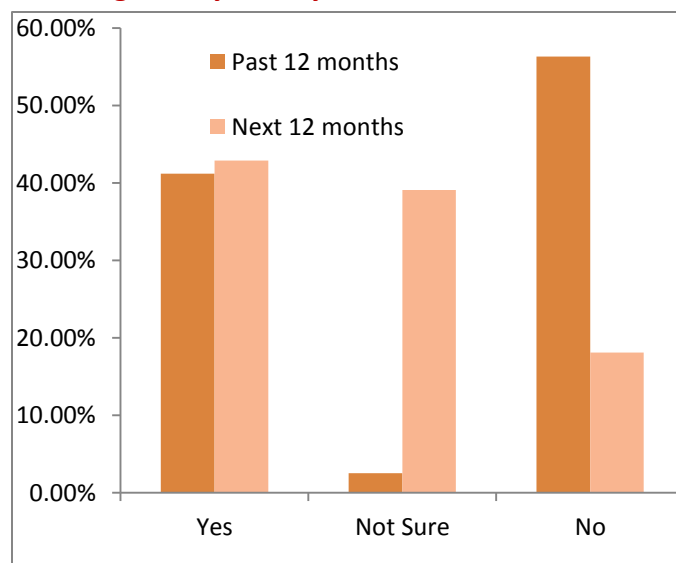
The survey asked participants about community engagement “Have you worked with other people in your neighbourhood to fix a problem or improve a condition in your community, not including work you may have done related to participatory budgeting?”



Approximately 36% of respondents had been involved in a community project in the last 12 months and almost 45% expect to be involved in the next 12 months. Almost 60% of the survey respondents had not been involved in a community project in the last 12 months but only 10% thought that they wouldn't be involved in a community project in the next 12 months.

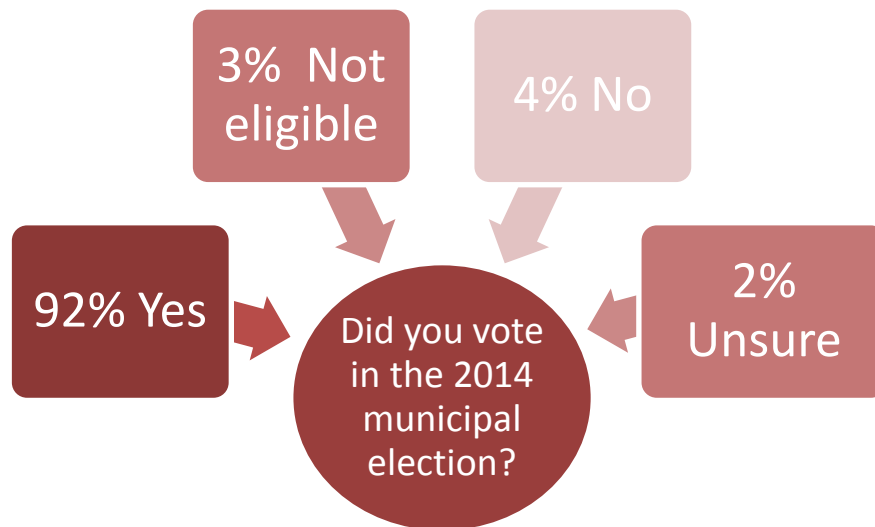
Have you participated in a municipal process, such as attending Council or Planning meetings or providing other input to the City, not including work you may have done related to participatory budgeting?

A similar trend was evident when the survey asked about involvement with municipal process. Over 56% of survey respondents had not been involved in a municipal process in the last 12 months but only 18% think they will not be involved in a municipal process in the next 12 months.



Survey respondents were asked:

Did you vote in the 2014 municipal election?



Most people (92%) who voted in PB also voted in the last municipal election. There were 7% of the PB voters who either didn't vote (4%) or were not eligible to vote (3%) in the last municipal election.

Feedback

There was a lot of interest from a small group of people.

I found the process exclusive for people with disabilities and ended up not continuing for that reason, although I found that the actual project was wonderful for community engagement and ward connectedness.

The city needs to do a better job of promoting the process.

The best part of the PB process was community involvement in planning and decision making.

This is a good first step in engaging citizens with how money is spent in the city. There needs to be more of an attempt to engage youth.

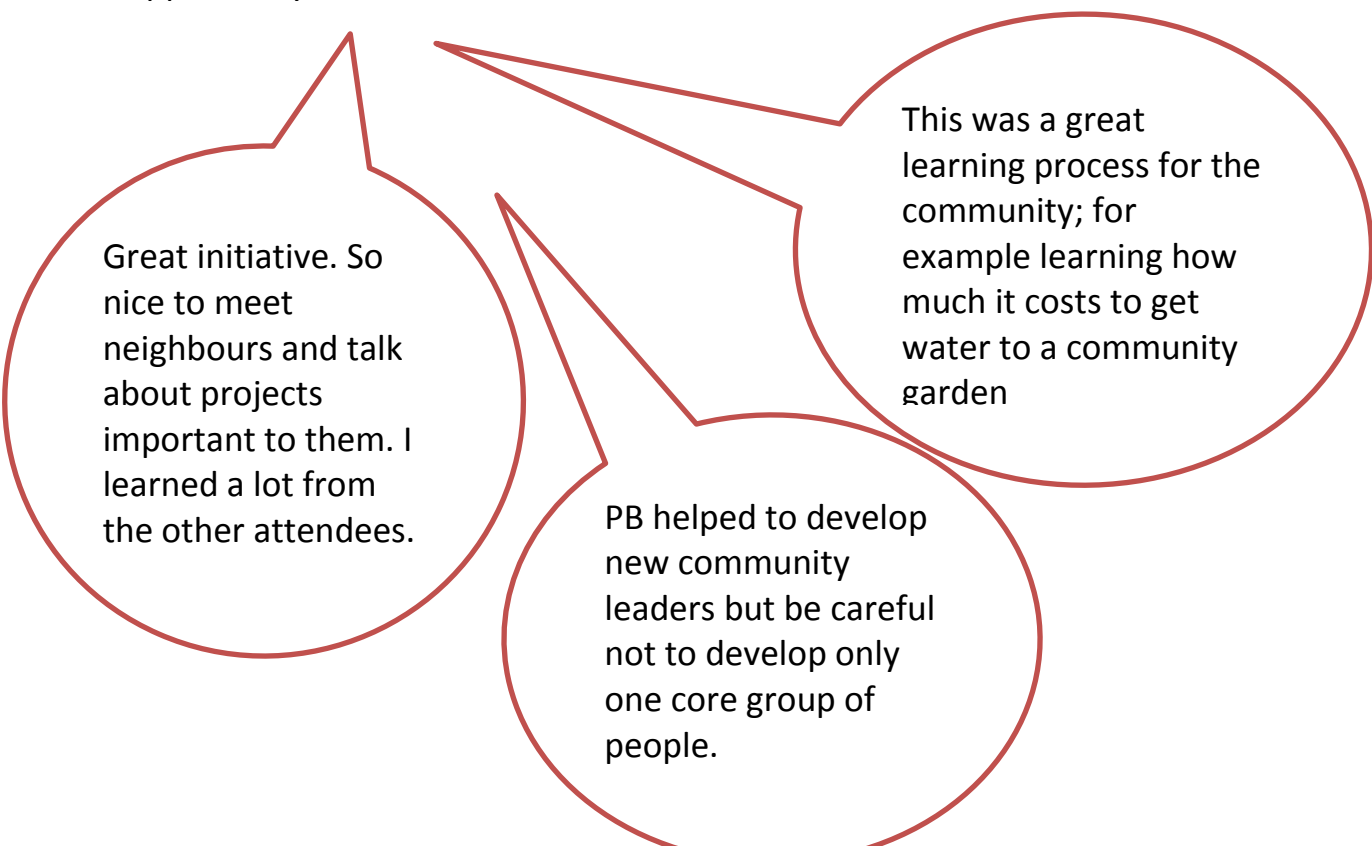
3. Develop New Community Leaders

Build the skills, knowledge and capacity of community members.

Feedback

The goal was to develop new community leaders. There were many people involved with participatory budgeting that had not been involved in municipal or community processes in the last year. Community members reported, in both the survey and focus groups, that they learned about City processes and standards and also learned from other community members.

An unexpected benefit of the PB process was the volume of knowledge development that occurred for City staff. City staff had an opportunity to work with other Divisions and develop a much better understanding of the Corporation and the work done by the City. City staff also had a great opportunity to interact with residents and learn from residents.



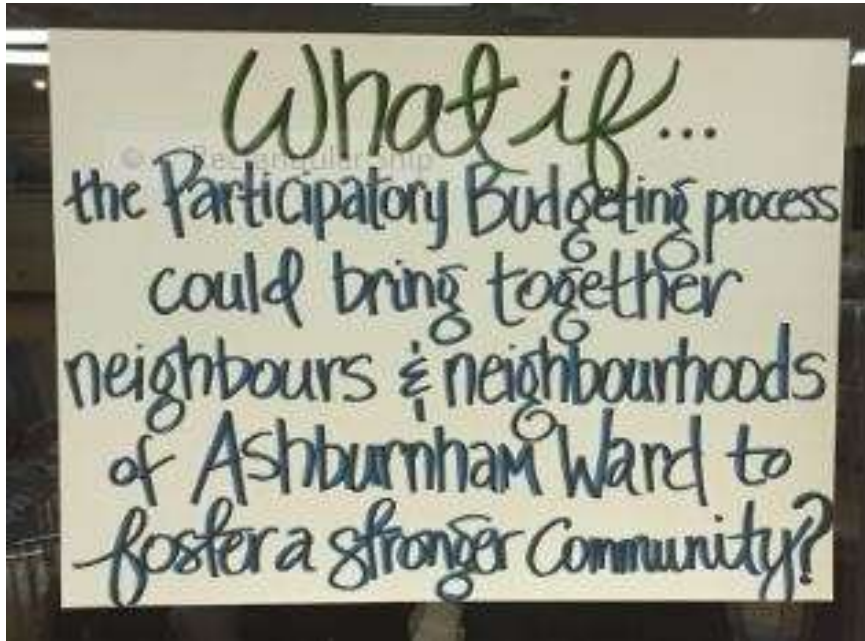
Great initiative. So nice to meet neighbours and talk about projects important to them. I learned a lot from the other attendees.

This was a great learning process for the community; for example learning how much it costs to get water to a community garden

PB helped to develop new community leaders but be careful not to develop only one core group of people.


4. Build Community

Inspire people to more deeply engage in our community and to create new networks and organizations.



Feedback

- Based on the community focus group, this was the outcome with the greatest success. One focus group participant gave it a score of 10 out of 5.
- Due to the networks created through their PB process even some ineligible projects may still be implemented but outside the PB process. For example the library project may be able to receive funds from a charitable organization because the costing is already done. The ground work is in place.



Biggest success
– but make it
bigger next
time

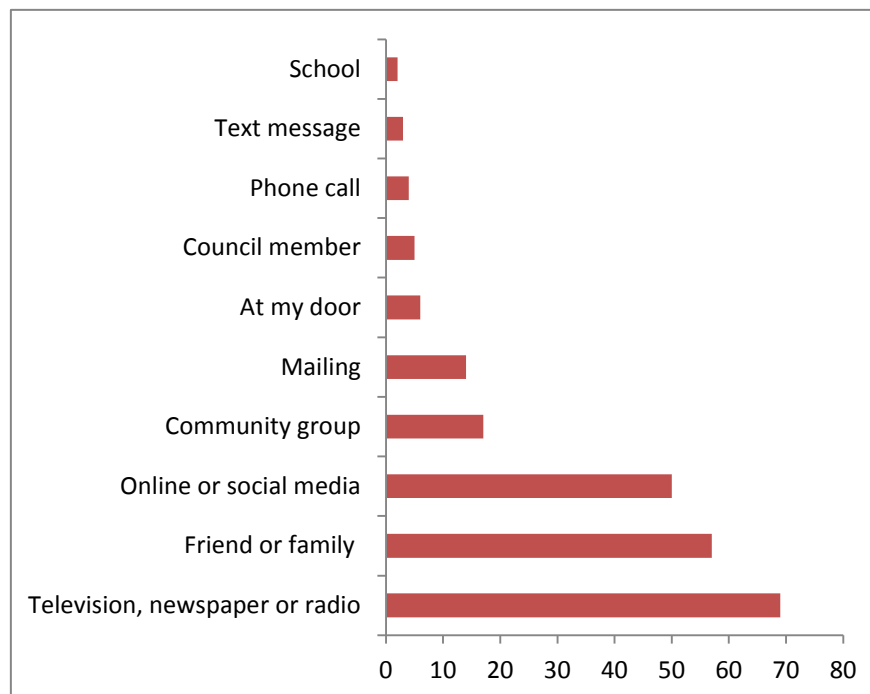
The Process

The PB pilot was designed with 10 stages. Each stage is described and analyzed based on the data on feedback from staff and the community through focus groups and surveys.

Stage 1 | PB Public Education

City Staff prepared a Guide Book and supplementary information specifically for Councillors and Project Leaders. All information was available online and at the initial public meeting held on February 17, 2016. Information was also shared through traditional and social media channels. One PB Assistant (City Staff) was assigned to each ward.

How did you hear about participatory budgeting?



The community groups talking about PB were:

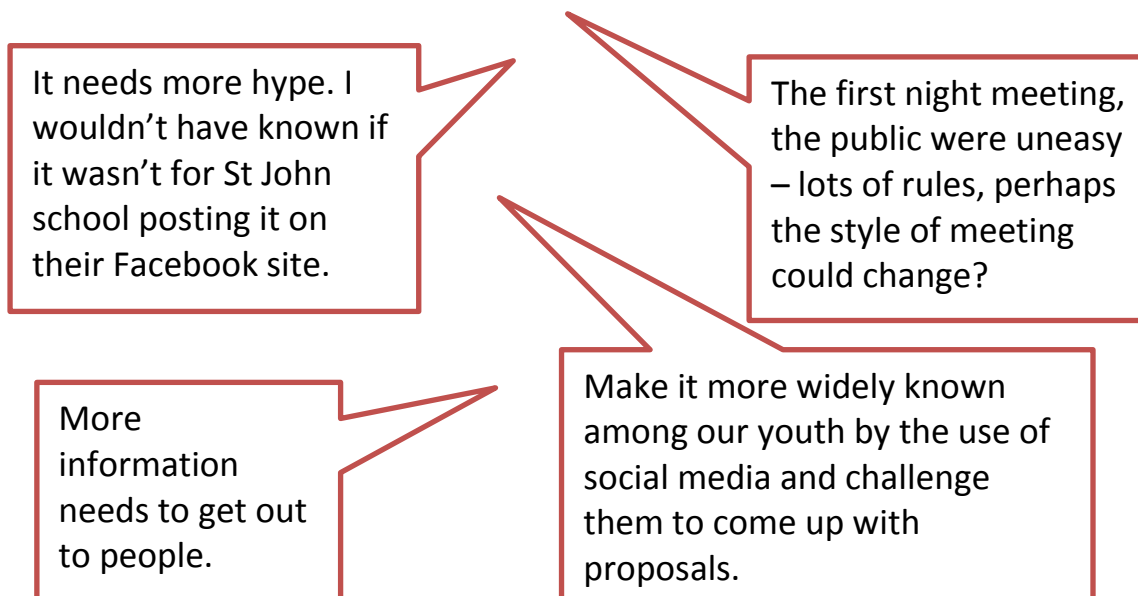
B!ke, Peterborough Dialogues and Peterborough Pollinators (all x3)
Condo board x2, neighbourhood committee, Downtown Business Association, and the Community Foundation.

By the numbers



Feedback

- Need a comprehensive communication plan
- Improve communications with better toolkits and Q and As
- Provide more examples of the types of projects that may be eligible and the costs
- Get creative and exciting with the communications – use social media and newsletters
- Strong communications needs to include all City staff as well as community



Stage 2 | Community Brainstorm Meetings

City Councillors organized at least one Community Brainstorm Meeting for each ward. Some wards chose to facilitate their own meetings and others engaged a dedicated meeting facilitator. Each ward approached the brainstorming meeting slightly differently but they all collected brainstorming ideas.

By the numbers

Ward	# of meetings	Approximate # of Participants
1 - Otonabee	2	26
2 - Monaghan	2	29
3 – Town	1	34
4 - Ashburnham	1	17
5 - Northcrest	1	51
Total	7	157

Feedback

- The first part of this exercise was to bring to attention projects that staff may not have thought of. This is clearly worthwhile in it's own right
- Overall the process was good but it was not consistent across all the wards
- Consider trained facilitators at all the ward meetings
- Try other mechanisms at different times with different voices
- Support the engagement with money for costs
- Consider City wide meetings instead of by ward to provide more options
- Participatory engagement activities are good but can be challenging for people with a sensory or mobility disability. Develop guidelines to make communications more inclusive so that an even a broader community engagement could be achieved
- Engage more community agencies from the beginning

Stage 3 | Develop Project Ideas and Register a Project

Project Registration forms were submitted either online or hard copy by April 7, 2016.

There were **51 project ideas** submitted. Two ideas were declined because they were late or inappropriate. Registration forms were distributed to the appropriate PB Assistant, who provided the Project leader with a Guide Book and began the process of developing and costing the project.



My Peterborough
Participatory Budgeting [2016 Pilot]

SAMPLE

Project Registration Form

Project Leaders complete this form to get started with a project. The form can be found at www.peterborough.ca/MyPTBO or at City Hall Reception.

A. Project Identification	
Project Title	New Community Garden
Project Ward	Ward 1: Otonabee (Lesley Parnell & Dan McWilliams)
Location Details	Sir Sandford Fleming Drive and Airport Road
B. Project Leader Contact Information	
Name	Peter Borough
Email	peter.borough@mail.com
Day Phone Number	705-742-7777
<input type="checkbox"/> I consent to release my contact information to Community Members and the media.	
C. Provide a Short Description of the Project (maximum 30 words)	
What is proposed?	A community garden featuring 8 ground level garden beds, 2 raised accessible garden beds, 4 compost bins, 1 bench, 1 sign and water service.

Feedback

There were some challenges with the electronic forms on the website but that was fixed

Develop a category for multi-ward project

paperwork is far, far, far, toooooo complex for "regular folks"

Provide a public list of all the ideas suggested

Stage 4 | Determine Project Details

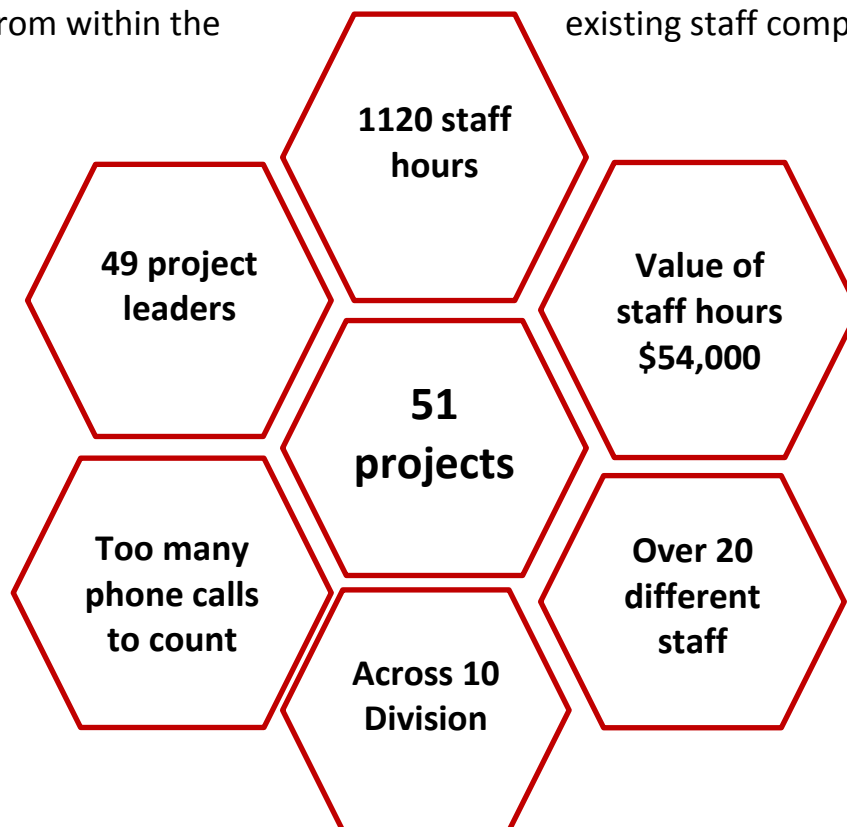
Once a project was registered, a Project Leader received feedback and background information from a PB Assistant. This was a very labour intensive component of the process for City staff and Project Leaders.

PB Assistants and Project Leaders learned about City plans, policies and by-laws impacting the project. PB Assistants needed to work with other staff experts to provide cost estimates for projects. Over a period of 7 weeks PB Assistants worked with the Project leader to develop the project ideas and then determine if the project was eligible and to provide a cost estimate. All wards had a pollinator garden or similar idea among the registered project so a Pollinator Garden meeting, attended by 14 community members, was held in the evening of April 28, 2016 to provide consistent information and respond to questions.

One of the community focus group participants stated, "Remember that democracy is a lot of work!"

By the numbers

Most of the staff work was involved in this stage of the project. Staff resources came from within the existing staff complement.



Feedback



My Peterborough
Participatory Budgeting [2016 Pilot]

Proposed Project Assessment

City Staff complete the Proposed Project Assessment noting relevant project information. This form will be provided back to the Project Leader to incorporate into their Detailed Project Submission Form

A. Project Identification	
Project Title	
Project Number	
Location Details	
B. This Project is:	
<input type="checkbox"/>	a Capital Project
<input type="checkbox"/>	on City land, building or asset
<input type="checkbox"/>	creates only minimal future financial impacts on the Operating Budget
<input type="checkbox"/>	ready to begin construction within 12 months and be completed within 18 months after Council approval
<input type="checkbox"/>	unique – does not duplicate another proposal, delay, cancel or supersede an existing Council approved capital project
C. Cost estimate (must be below \$20,000 and include all relevant costs (design, labour (including internal staff costs and overhead), materials, locates, etc.)	
D. Potential restrictions / considerations: Are there any policies, Council directions or implementation criteria that would affect the approval of this proposal (e.g. environmental, health or safety, accessibility, requires operating budget, minimum lifespan of 5 years)?	

For staff this stage was fast and furious, busy and then back to our regular jobs

Consider have the vote earlier in the process – choose the project and the cost and develop the idea

Try a dedicated resource – with one staff coordinating the costing

Provide a list of ideas and prices and more case studies

This was a learning process for the community, for example the cost of water service for gardens

Stage 5 | Detailed Project Submission

Once all the project details had been developed, a Project Leader completed a Detailed Project Submission Form. Due to a delay in confirming garden locations, the deadline for detailed project submissions for pollinator gardens was extended to May 19th, 2016.

All project leaders were informed if their project was eligible or not. There were 21 eligible projects, 13 withdrew and 17 projects were deemed ineligible. The Projects section of this report provides a further analysis of the number and types of projects and reasons for ineligibility.

Feedback

- Lots of work for project leaders before the vote
- Need to communicate City standards so people understand what will be required for a municipal capital project
- Some types of ideas didn't fit well with the PB process such as traffic ideas or other projects that require technical studies

Stage 6 | Promote Your Project

City Staff displayed all project submissions on the PB website based on information from the Detailed Project Submission Form. Project leaders promoted their projects.

Feedback

- The city should make money or other resources available to be used for promotion of the projects, i.e. flyers, advertisements
- Lots of work for project leaders to promote the projects
- Maybe the City could send out project information in the tax bills or a newsletter



Stage 7 | Project Expo (optional) and Community Vote

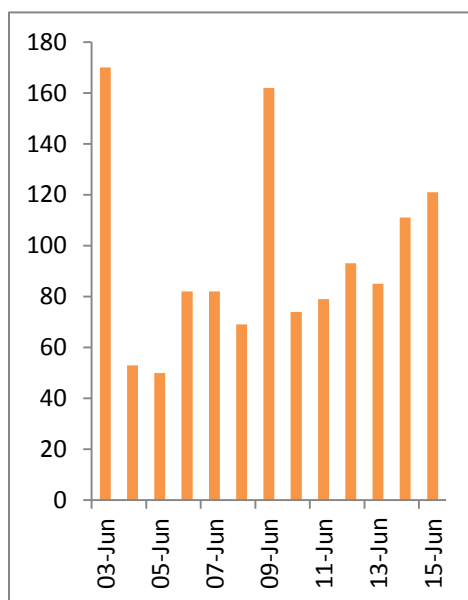
All residents, age 16 and up, could vote for one project in their ward. Residents could vote online or in person at City Hall during regular business hours. There was no project expo to showcase eligible projects. Voting took place between June 3 to June 15th.

There were 901 ballots cast (889 online and 12 in person).

By the numbers

- ❖ During the voting period traffic to the PB webpages accounted for over 5% of the City web traffic. It was the 4th most popular page on the City website – surpassed only by the front page, bus route schedules and City Hall careers page.
- ❖ 1231 people started electronic ballots, 243 were ineligible to vote, so 87 people dropped off during the electronic voting process without voting. Did we lose people or was this intentional – could we improve the survey design?

Electronic Voting trends



Feedback

- Online voting was very well received.
 - Some wanted a City wide vote rather than ward by ward. Consider a mix – one vote on a City wide idea and one vote at the ward level. A city wide project may need more funding and a higher donation limit.
 - Consider finding a way for voting to not be just for one project but for a group of one or more that total \$20,000 or less.
 - City needs to provide more promotion to increase the vote – maybe an insert in the tax bill would help.
- Consider if we really need in person voting – some people wanted to be able to vote by phone.
 - Develop a process for lodging an objection about a project or complaint/appeal.

Stage 8 | Council Approval

City Staff prepared a report to Council to recommend implementing the winning PB projects from each ward. There was a tied vote in one ward and staff recommended approving both projects using unspent administrative money. Council approved the staff recommendations on August 2, 2016.

Feedback

- This is a community process rather than a Council process but Council must approve the process – that doesn't make sense
- If there will not be a PB cycle in 2017 – consider putting the money aside and doubling it in 2018
- This is a significant shift and should move slowly. Get it well established before making it bigger
- \$20,000 doesn't buy much – consider a bigger project
- Need to develop a process for tied votes

Stage 9 | Project Implementation

City Staff will begin all projects within 12 months of Council Approval and complete them within 18 months of Council Approval unless unusual circumstances exist. City Staff will monitor and report on the status of projects during this stage. This stage will be completed and evaluated after this interim evaluation but there was some feedback provided about this phase at the focus group meetings.

Feedback

- Commitment may increase as projects are done
- Need progress updates as the projects get done

Stage 10 | Evaluate the PB 2016 Pilot

This report serves as the first, though substantial step in the evaluation of the PB 2016 Pilot.

Feedback

- There was some concern about asking demographic questions related to sex, age and household income. Staff need to do a better job at explaining that these questions are voluntary but important to ensure that all sectors of the population are included in the process.
- The evaluation can be used as an opportunity for further engagement.

The Participants

City Staff are employees of the City of Peterborough.

Community Member is a resident, age 16 and up, who can participate in the PB 2016 Pilot, even if they only come to one meeting or only vote.

Councillor is a member of Council elected to represent a ward.

Meeting Facilitator is a person who helps Community Members participate effectively in a Community Brainstorm Meeting. They are neutral parties that do not advocate for particular projects.

PB Assistant is a dedicated City Staff person who assists Project Leaders and Councillors in a specific ward.

Project Leader is a volunteer, age 16 and up, who represents Community Members on a PB project idea in the ward they live in.

We learned some things about the people who participated in the PB process in Peterborough and we were able to compare some local data to compiled data from across 47 jurisdictions that ran PB processes in Canada and the United States in 2014-15.

The demographic questions on the community survey were not available to all survey respondents. There were 277 responses to the survey but only 84 responses to the demographic questions. Due to the small sample set the data should be used with caution.

Voter turnout

The following table illustrates the voter turnout by ward. The 2014 voter list was used as an estimate for the ward elector count. These numbers may be slightly underrepresented because 16 and 17 year olds were eligible to vote in participatory budgeting but not in municipal elections. There are approximately 1510 sixteen and seventeen year olds across the City or approximately 300 per ward. This may shift the voter turnout by up to 0.2%¹

Ward	Ward Elector Count 2014*	PB voter count	PB voter turnout rate
1 Otonabee	11,246	236	2.1%
2 Monaghan	16,393	No vote	
3 Town	9,291	358	3.9%
4 Ashburnham	11,990	307	2.6%
5 Northcrest	12,910	No vote	
Total (for 3 voting wards)	33,447	901	2.7%

Comparing to other Participatory Budget processes

Based on the research of Public Agenda, who compiled the data from many PB processes across North America in 2014-15, the average voter turnout was 2.6% across the 33 processes measured. The range was from less than 1% to 14% turnout².

¹ Statistics Canada. 2012. *Peterborough, Ontario (Code 3515014) and Canada (Code 01) (table). Census Profile. 2011 Census.* Statistics Canada Catalogue no. 98-316-XWE. Ottawa. Released October 24, 2012. <http://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/index.cfm?Lang=E> (accessed July 18, 2016).

² Public Agenda. 2016 Public Spending, by the People: Participatory Budgeting in the United States and Canada in 2014-15 (pg 30) <http://www.publicagenda.org/pages/public-spending-by-the-people>

Demographics

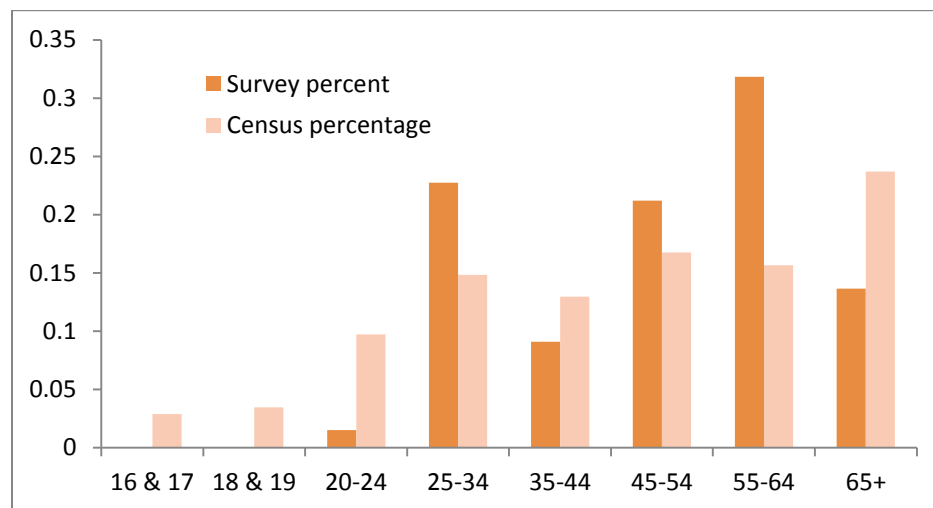
(Use with caution n=84)

Overall females were slightly overrepresented in the PB survey compared to the general population. Females represent 58% of the survey respondents but only 53% of the general population. Female overrepresentation is found in nearly all PB communities.³

In the Peterborough PB process youth were underrepresented compared to the general population and those over 55 were overrepresented compared to the general population. Older populations are often overrepresented in PB processes but youth are also often overrepresented. Many PB processes in North America specifically focus on youth.

The following chart represents the distribution of survey respondents by age (dark) compared to the distribution by age across the local population⁴ (light).

Distribution by age – PB survey compared to city population

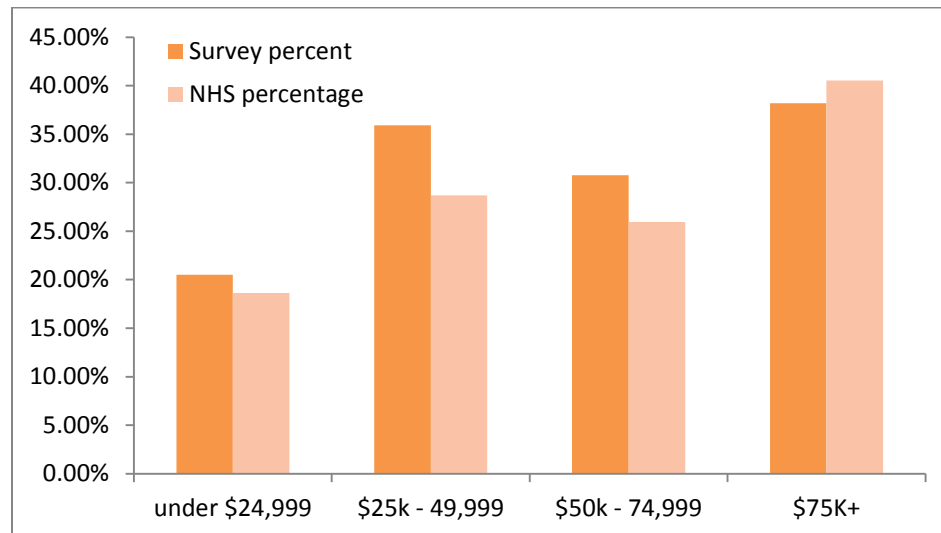


³ <http://www.publicagenda.org/media/pb-figure-20-22>

⁴ Statistics Canada. 2012. *Peterborough, Ontario (Code 3515014) and Canada (Code 01) (table). Census Profile. 2011 Census.* Statistics Canada Catalogue no. 98-316-XWE. Ottawa. Released October 24, 2012. <http://www12.statcan.gc.ca/census-recensement/2011/dp-pd/prof/index.cfm?Lang=E> (accessed July 18, 2016).

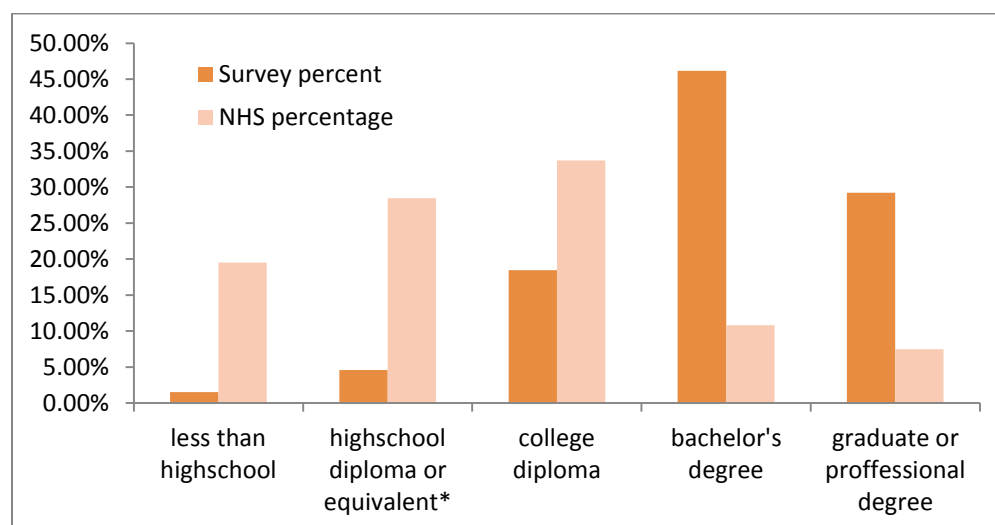
The distribution of survey respondents by household income was close to the distribution in the general population indicating that all income groups were reasonably well represented in the PB process.

Distribution by income – PB survey compared to City population



The distribution of survey respondents by education indicated that those with higher levels of education were over represented in the Peterborough PB process compared to the general population. This overrepresentation of higher levels of education is common across North American PB processes.⁵

Distribution by education – PB survey compared to City population

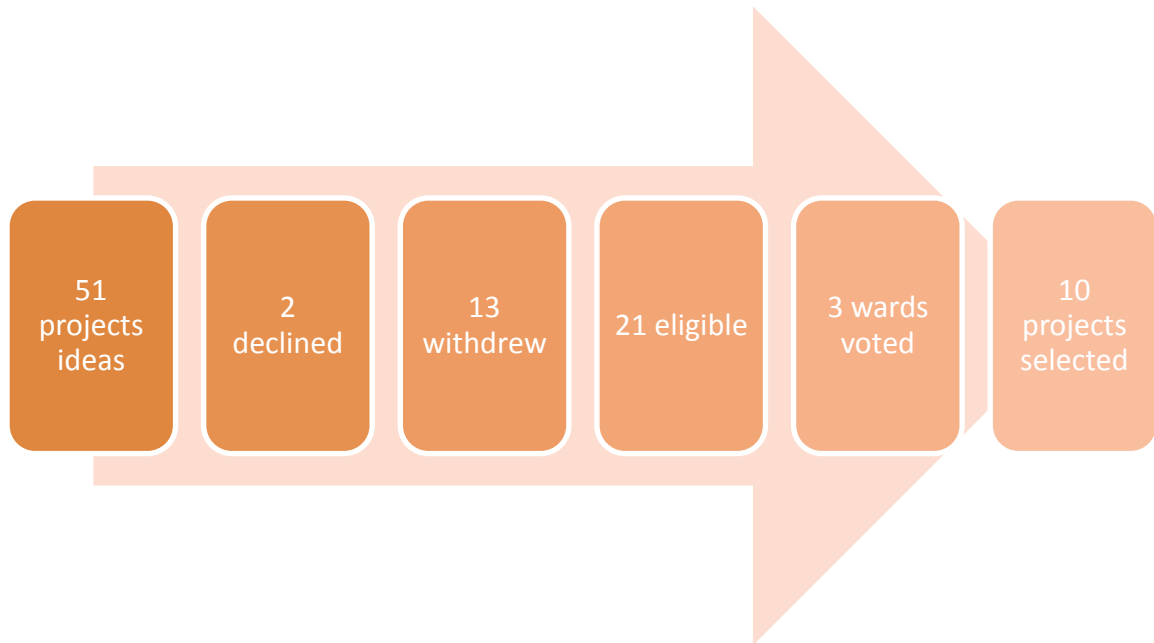


⁵ <http://www.publicagenda.org/media/pb-figure-17-19>

The Projects

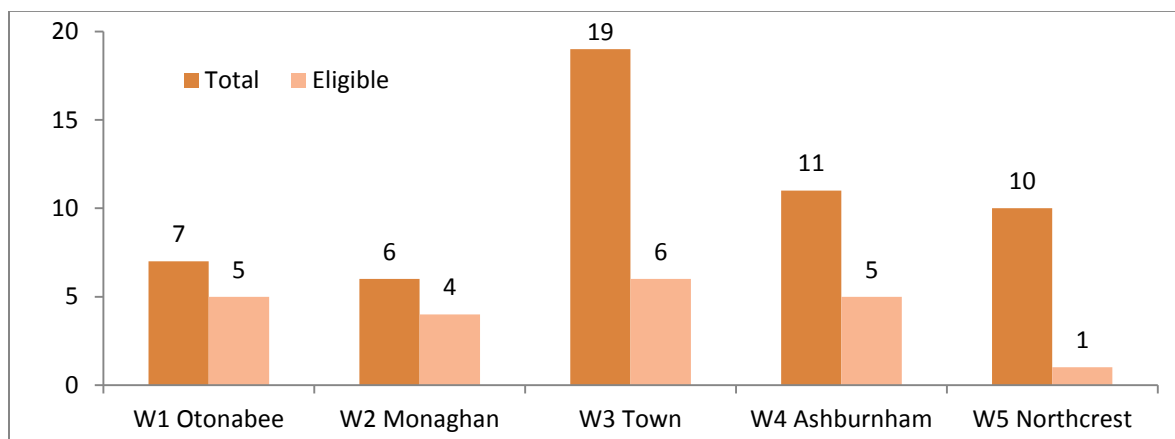


There were 51 projects ideas registered, 21 ideas made it to the ballot and 10 projects have been chosen for implementation



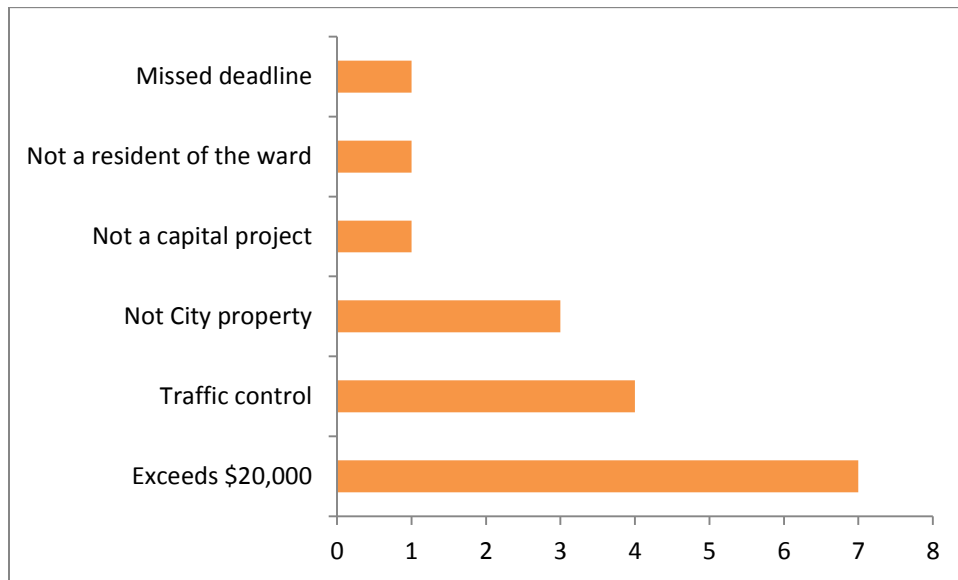
Every ward was unique and had a different number of project ideas registered. Some wards had more eligible projects than others as indicated by the following chart.

Total Project Ideas and Eligible Projects by ward



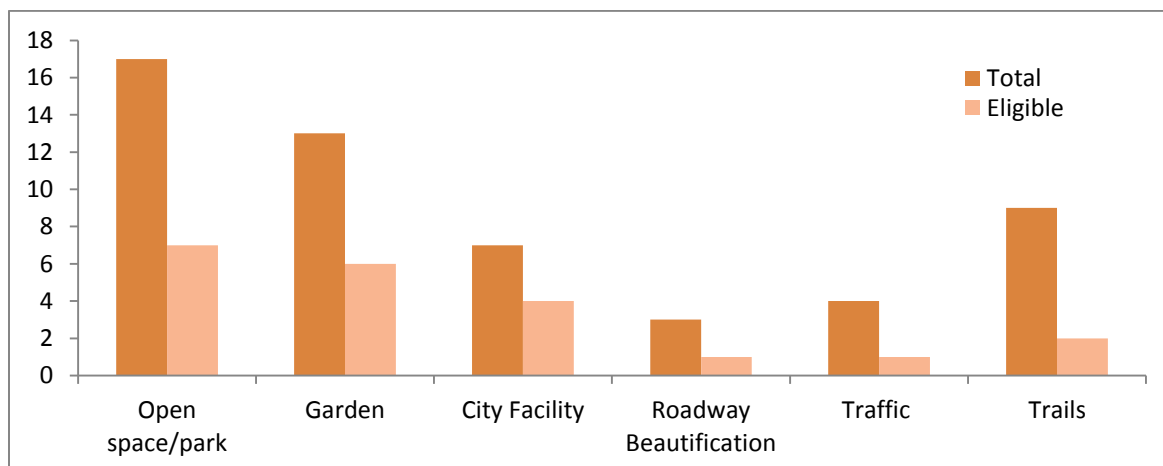
There were a number of reasons why projects were made ineligible during the process. The most common reason was that the project exceeded \$20,000. Many projects were more expensive than the Project Leaders anticipated, often due to the municipal standards for the work. Some projects could be scaled down but others could not.

Reasons for ineligible projects



There were certain types of projects that were better suited to the PB project and the \$20,000 limit. Projects that required technical studies or that were legislatively constrained were often ineligible. The following table illustrates the types of projects submitted (total and eligible).

Total submitted and eligible projects by type



The top project(s) from each ward up to the \$20,000 budget were recommended to Council for implementation.

Vote results

My Peterborough: 2016 Participatory Budgeting Voting Results			
Project Name	Cost	Total Votes	Recommended for Council Consideration
Ward 1 Otonabee			
Crawford Trail Extension	\$16,020	63	Yes *
Pollinator Gardens	\$6,541	63	Yes*
Improvements: De La Fosse Library Story Corner	\$6,080	59	No
De La Fosse Library - Curb Appeal	\$6,500	27	No
Harper Park Signage	\$2,500	24	No
Ward 3 Town			
Protected Bike Lane Demonstration Project	\$9,500	111	Yes
London Street Parkette Improvements	\$8,000	110	Yes
Skatepark Lighting	\$10,100	70	No
Goose Pond\Otonabee River View Enhancement	\$5,200	29	No
Highlighting Heritage on the Chemong Portage	\$10,060	26	No
Artistic Bike Racks	\$4,500	12	No
Ward 4 Ashburnham			
Pollinator Gardens: Nicholls Oval & Rotary Trail	\$19,956	99	Yes
James Stevenson Park Improvements	\$17,559	94	No
Chelsea Gardens/Farmcrest Park Improvements	\$19,990	74	No
Expanded Riverside Park	\$10,000	27	No
Walking route of Burnham Point	\$2,000	13	No

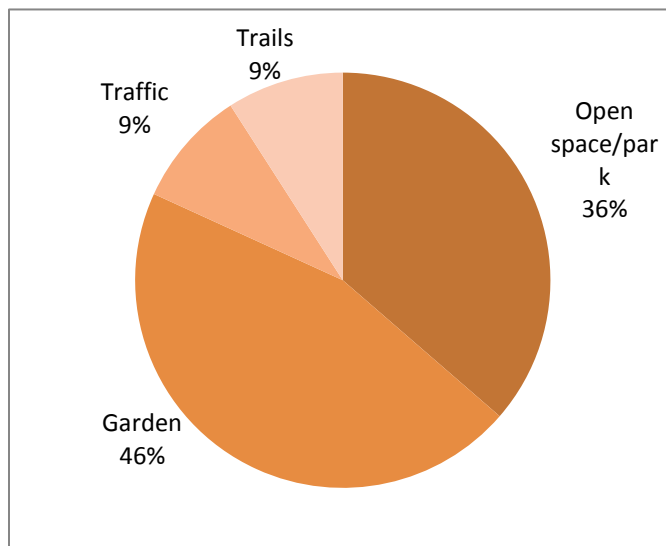
* The Otonabee Ward vote resulted in a tie for the first place project; Crawford Trail Extension and Pollinator Gardens each received 63 votes. The total for both is \$22,561 which is more than \$20,000. Staff recommended that both projects be funded and that the overage be funded with unspent funds that were allocated to cover administrative costs of the Participatory Budgeting Project.

A community vote was not required in two wards; Monaghan Ward, all 4 projects combined for a total of \$19,960; Northcrest Ward, only one project was deemed eligible, therefore they were acclaimed and proceeded for Council consideration.

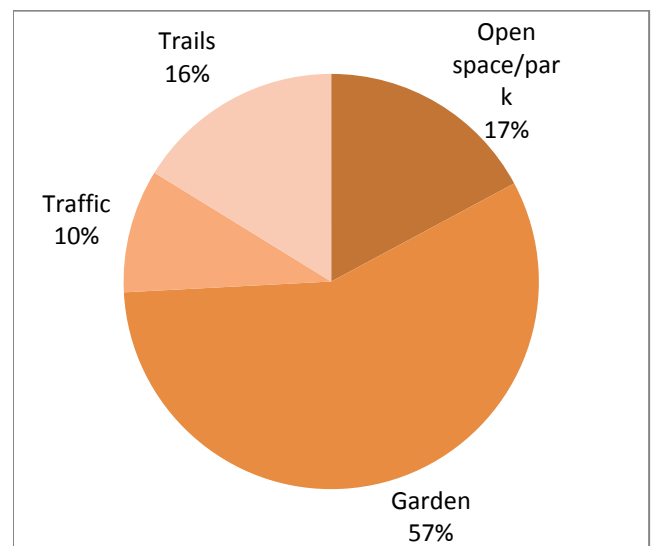
My Peterborough: 2016 Participatory Budgeting Acclaimed Projects			
Project Name	Cost	Total Votes	Recommended for Council Consideration
Ward 2 Monaghan			
Kawartha Heights Park - Sandbox	\$3,560	N/A	Yes
Hastings Park Improvements	\$8,000	N/A	Yes
Roper Park Improvements	\$5,400	N/A	Yes
Pollinating Gardens	\$3,000	N/A	Yes
Ward 5 Northcrest			
Pollinator Garden	\$18,820	N/A	Yes

There were 10 projects that were selected for implementation. Five projects were selected by vote over 3 wards and 5 projects were acclaimed, as there was less than \$20,000 worth of projects eligible in each of the 2 remaining wards. The following charts represent the percentage of projects selected by type and the money allocated by type of project.

Percentage of selected projects by type



Money allocated by type of project



In both the number and the value of the projects, open space/ parks and gardens were the most common selected project. The most common policy area for projects across North America is Parks and Recreation⁶ followed by schools, community and social services and culture, arts and libraries.

⁶ 6 Public Agenda. 2016 Public Spending, by the People: Participatory Budgeting in the United States and Canada in 2014-15 (pg 51) <http://www.publicagenda.org/pages/public-spending-by-the-people>

Strengths and Opportunities

The community survey asked respondents what they liked best about participatory budgeting, how it could be improved and if they wanted it to continue.

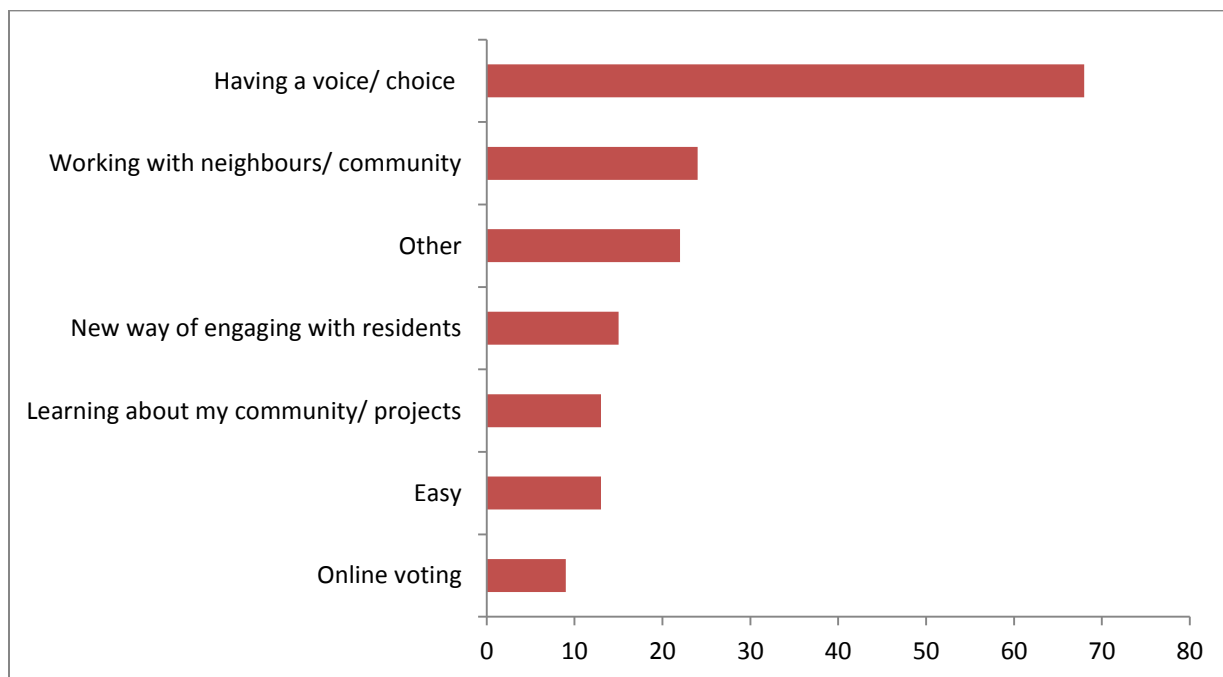
83% of respondents want PB to continue

3% do not want PB to continue

8% don't know

The answers to the questions about what people liked best about PB and how the process could be improved have been grouped by common themes. Many respondents identified more than one theme in their answers. The charts indicate the frequency of each theme and then a summary of each theme is explained below the chart.

What did you like best? (147 respondents)



Having a voice/ choice (68 comments)

Approximately half of the respondents thought that having a voice or a choice was the best thing about PB. People wrote that the best part of PB was being able to propose ideas to improve the community. People liked having input and a say about where money was allocated. They appreciated the ability to have a local impact and to let their opinions be known. One participant said that the best part was being asked for their opinion.

Working with neighbours/ community (24 comments)

People liked being able to work with neighbourhood groups to organize around issues that they found important. They liked meeting their neighbours and getting involved. One participant said "I thought it was great to meet with people in my ward to talk about potential projects, find out about other projects people are interested in." People mentioned that they liked working on the project and forming new friendships.

New Way of engaging with resident (15 comments)

Participants liked that the city actively invited residents to suggest ways to spend the budget. They liked that the process empowered people and was very inclusive. One participant said "I liked how it fostered the creative process to identify and develop the project, the support from staff, and the opportunity to directly help improve my part of the city. Sometimes it is frustrating working with city hall, but this project was very positive, constructive and rewarding."

Learning about my Community/ projects (13 comments)


People liked talking to their neighbours, learning about projects and learning from other people attending meetings. People liked being engaged in the process and learning more about how things work in the City and why. Several people stated that they liked hearing other people's ideas and learning from them.

Easy (12 comments) and Online voting (9 comments)

A number of people indicated that the process was easy, particularly the voting

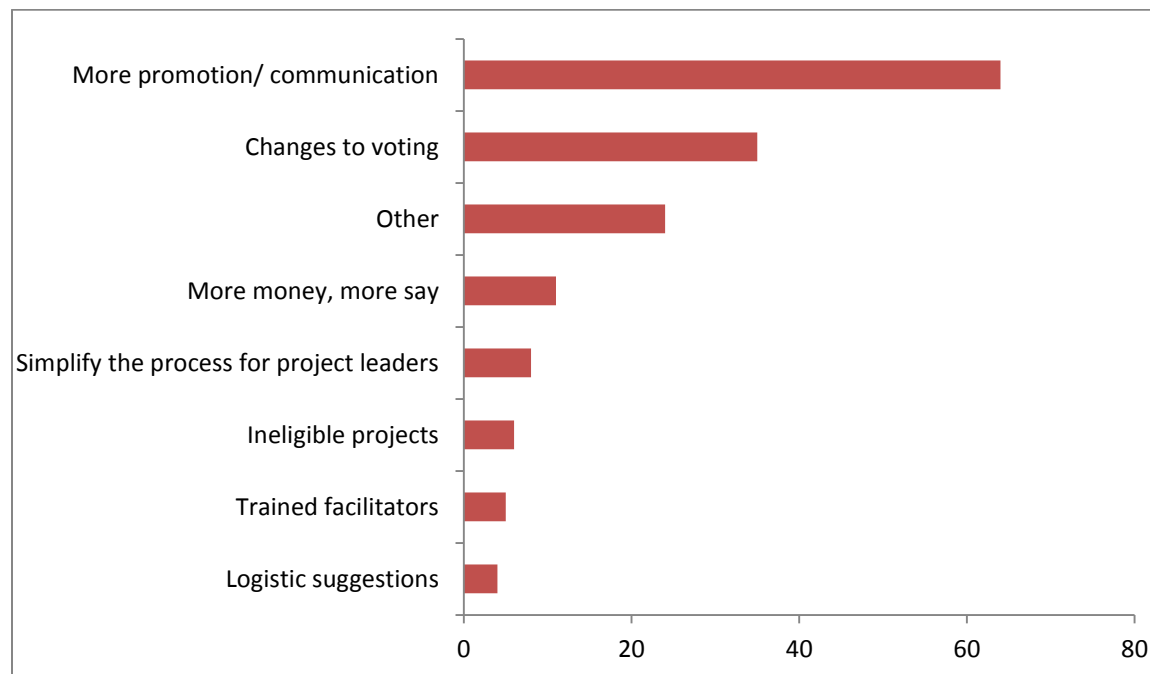
Other (22 comments)

There were 22 comments that did not fit into the identified themes. Two comments were pleased that the process was open to **youth**. Another 2 comments liked the "**green**" ideas that came about through the PB process. One person liked working in groups and another liked the two way communication. People liked that PB exists, that the ideas were observed and were excited about project implementation and helping to beautify the area. One person didn't like anything about PB and felt that none of the voting options are needed: fix Monaghan, Charlotte, Chemong, Park. Our streets are falling apart.



"I liked how it fostered the creative process to identify and develop the project, the support from staff, and the opportunity to directly help improve my part of the city. Sometimes it is frustrating working with city hall, but this project was very positive, constructive and rewarding."

How can we improve? (145 respondents)



More promotion/communication (64 comments)

The most common suggestion for improvement was to provide more promotion and communications about the PB process. People suggested more promotion in main stream media as well as more social media. There were suggestions to target youth and newcomers to our community. Some participants were disappointed in the lack of follow up after the community meeting and some ward brainstorming meetings. People suggested ongoing email contact and newsletters. One person specifically said that they do not want to get paper mail about PB but would like to see them advertised in electronic ways.

Changes to voting (35 comments)

There were a number of different and sometimes conflicting suggestions about the voting process. Some people were concerned that there would be misuse of the online voting process. Many people wanted to vote for more than one project and many others wanted the opportunity to vote for City wide projects rather than being constrained to the ward in which they live. A number of people suggested that the voting should be broader and include more budget decisions. A few people wanted more time to vote. One person suggested ranked choices. One participant wanted the decision to be made based on consensus rather than popular vote another suggested that all projects should have the same value so the choice would be between projects rather than based on price.

More money, more say (11 comments)

There were 11 comments suggesting that PB should involve more money. One comment asked for a bit more money, 9 comments weren't specific and one person wanted citizens to have a say on the city's entire budget.



Simplify the process for project leaders (8 comments)

There were a number of suggestions to simplify the process for Project Leaders. Suggestions included providing more time, more staff support, a better and less labour intensive method to determine the cost of a project. People suggested additional tools such as videos and budgets for other projects to help leaders understand the process and amount of work.



Ineligible projects (6 comments)

There were a number of people that were disappointed or confused by the number of ineligible projects. Suggestions were made about to better explain the types of projects that could be eligible earlier in the process. There was also a request to better explain which projects are ineligible and why.

Trained facilitators (5 comments)

There were five suggestions to use trained or professional facilitators for the public information session and idea gathering. One person suggested standardizing the process across all wards.

Logistic suggestions (4 comments)

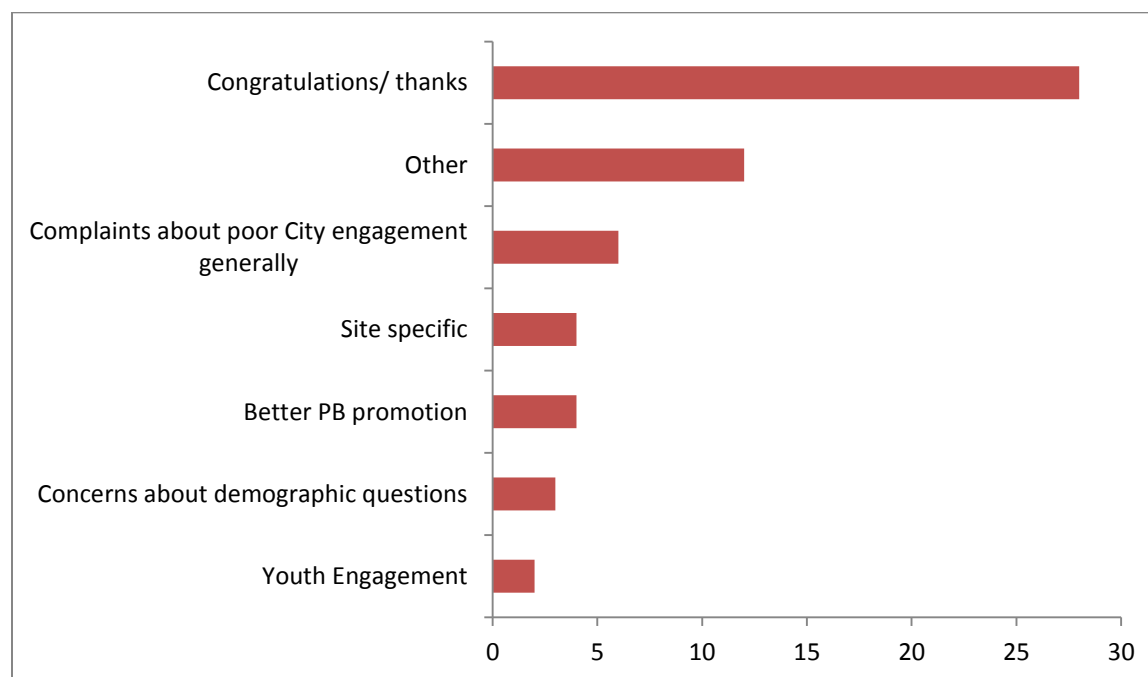
There were 4 suggestions for logistical improvements, including a better web page, more use of photos and improved electronic forms. One person recommended using neighbourhood associations to support the PB process.

Other (24 comments)

Eleven people didn't know of any way to improve the process and 4 thought it was fine the way it is. One person suggested that PB be done more often. One person suggested that we pick things regular Peterborough residents want fixed. One person said there were too much (to improve) to list.

At the end of the community survey respondents were provided a space for additional comments. This is what they had to say...

Additional comments (65 comments):



Congratulations/ thanks (28 comments)

Almost half of the additional comments on the survey were thanks and congratulations.

Some of the comments were:

“Good job Peterborough!”

“Thank you for the opportunity. Please continue the good work.”

“So pleased that the City politicians and staff have been brave to roll out this pilot. The residents I know that were more directly involved were so excited...but there is much more untapped potential for resident's to get involved. Please keep the pilot moving forward with quality improvements focused on reaching more residents 'where they are at'. This means reaching them at places and times where they are already convened, formally and informally. Thanks again Kudos to Peterborough for being progressive!”

Complaints about poor City engagement generally (6 comments)

There were some comments that expressed concerns about the quality of work that the city does on a day to day basis engaging citizens. One suggestion was made that PB and referendums should be used more. Another suggested that the City should connect and hold meetings at school. Two people felt that the PB process was frustrating and political.

Site specific (4 comments)

There were 4 suggestions that were site specific. Two were concerning the crossing at Benson and Parkhill which was deemed ineligible; one was about the soccer field in Ashburnham and was a request for a stop light on Lansdowne Street.

Better PB promotion (4 comments)

Comments continued about the importance for more promotion for the PB process so that more people would be engaged. The suggestion was made to use more resources, beyond the Councillors, to promote the projects in each ward.

Concern about demographic questions (3 comments)

Two people thought a demographic question should not be included, one was offended by the gender question and the other thought household income should not be asked. The third person wanted to ensure that the underrepresented voices would be heard and wanted to ensure that everyone was represented in the PB process.

Youth engagement (2 comments)

Two of the additional comments were about the importance of engaging youth in the process, including having meetings at school and perhaps even dedicating some of the projects to a youth focus.

Other (12 comments)

Do it for 2017, more money, more than just capital. More detail about the budgets are needed, for example why a bike lane cost \$9500. There needs to be more citizen involvement in implementation. Need more affordable housing.

Appendix – Survey Questions

My Peterborough Participatory Budgeting 2016 Pilot

Thank you for your interest in participatory budgeting. Please take five minutes to fill out this survey to help us improve the participatory budgeting process. If you do not feel comfortable answering a question, feel free to skip it. If you have any questions about the survey you can contact City Hall by email at MyPTBO@peterborough.ca or by phone 705-742-7777 x1860 ***YOUR ANSWERS ARE CONFIDENTIAL***

1. Did you vote in My Peterborough Participatory Budgeting?

- ☐ Yes
- ☐ No

2. How did you first hear about participatory budgeting in Peterborough?

- ☐ Television, newspaper or radio
- ☐ Online or Social media, such as Facebook or Twitter
- ☐ From my Council member
- ☐ Someone came to my door
- ☐ A mailing was sent to my house
- ☐ I got a text message
- ☐ I got a phone call
- ☐ The school
- ☐ Friend or family member
- ☐ Community group: please specify: _____
- ☐ I passed by the voting site
- ☐ Other, please specify... _____

3. How have you been involved in the participatory budgeting process over the last 5 months? (Check all that apply)

- ☐ I was not involved beside voting
- ☐ I attended a meeting or event where project ideas were collected.
- ☐ I submitted a project idea
- ☐ Other, please specify... _____

4. In the past 12 months, have you worked with other people in your neighbourhood to fix a problem or improve a condition in your community, not including work you may have done related to participatory budgeting?

- ☐ Yes. I have done that
- ☐ No, I have not done that
- ☐ I am not sure

5. In the next 12 months, do you plan to work with other people in your neighbourhood to fix a problem or improve a condition in your community.

- ☐ Yes. I will
- ☐ No, I will not
- ☐ I am not sure

6. In the past 12 months, have you participated in a municipal process, such as attending Council or Planning meetings or providing other input to the City, not including work you may have done related to participatory budgeting?

- ☐ Yes. I have done that
- ☐ No, I have not done that
- ☐ I am not sure

7. In the next 12 months, do you plan to participate in a municipal process, such as attending Council or Planning meetings or providing other input to the city?

- ☐ Yes. I will
- ☐ No, I will not
- ☐ I am not sure

8. Did you vote in the 2014 municipal election?

- ☐ I am not eligible to vote
- ☐ No, I did not vote, but i am eligible to vote
- ☐ Yes ,I voted
- ☐ I am not sure

9. The My Peterborough Participatory Budgeting process is a pilot project. What did you like best about your involvement with participatory budgeting?

10. How could we improve the participatory budgeting process?

11. Would you like the My Peterborough Participatory Budgeting process to continue?

- ☐ Yes
- ☐ No
- ☐ I don't know

Please answer the following demographic questions. One of the goals of participatory budgeting is community engagement. By asking demographic questions we can determine if the engagement reaches all sectors of our community. As always, these are voluntary questions and you can skip any question, if you wish.

12. Do you identify as: (check all that apply)

- ☐ Aboriginal (North American Indian, Metis, Inuit)
- ☐ Black
- ☐ Chinese
- ☐ Latin American
- ☐ South Asian (ex. East Indian, Sri Lankan)
- ☐ South East Asian (ex. Vietnamese)
- ☐ West Asian (ex. Afghan, Iranian)
- ☐ White
- ☐ Other, please specify... _____

13. Do you identify as: (check all that apply)

- ☐ Female
- ☐ Male
- ☐ Transgender
- ☐ Different gender identity

14. What is your age?

- ☐ Under 18
- ☐ 18-19
- ☐ 20-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65+

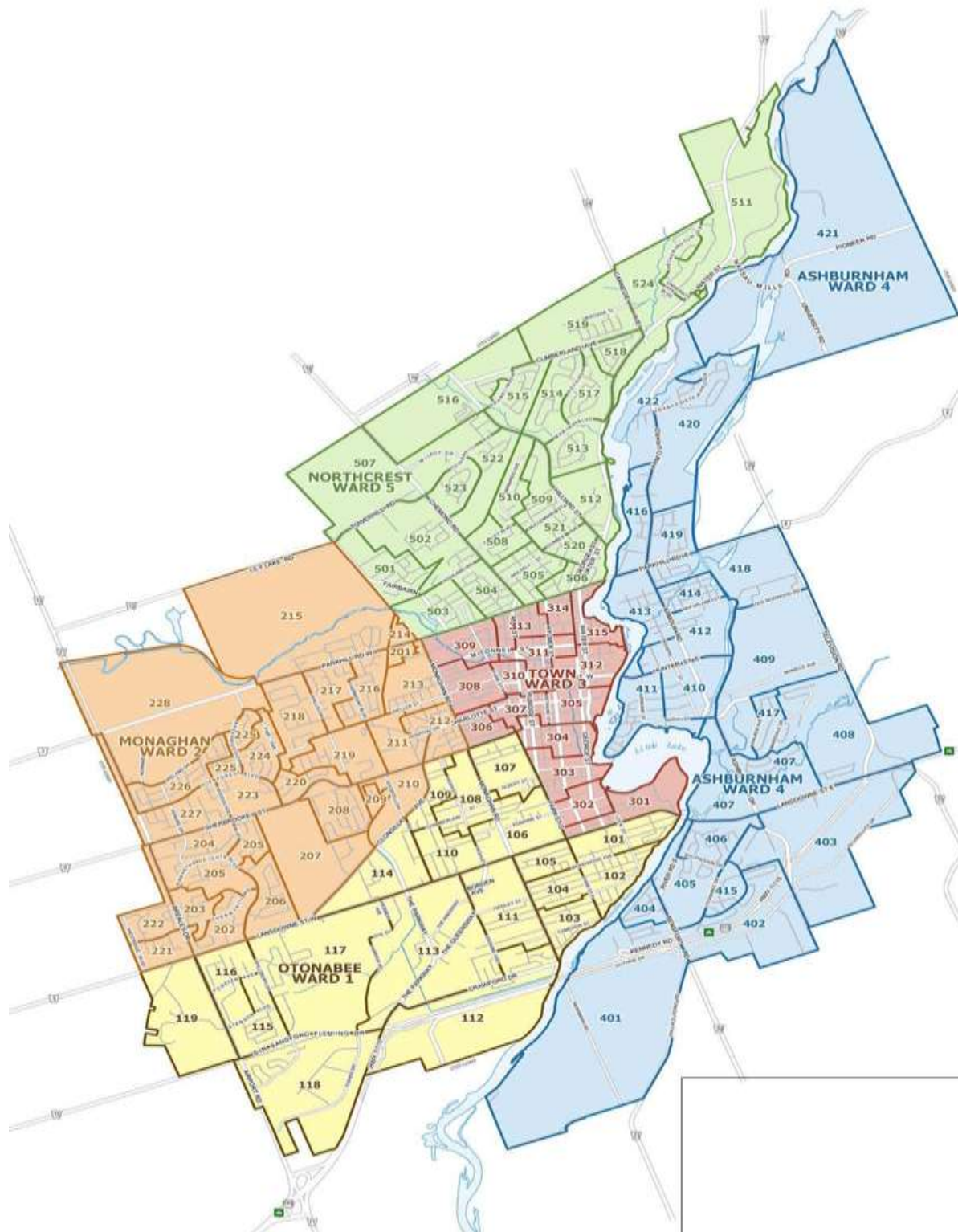
15. What was your 2015 household income?

- ☐ under \$10,000
- ☐ \$10,000 - \$24, 999
- ☐ \$25,000 - \$49,999
- ☐ \$50,000 - \$74,999
- ☐ \$75,000 - \$99,999
- ☐ \$100,000 or more

16. Highest level of education:

- ☐ Less than high school diploma
- ☐ High school diploma or equivalent
- ☐ Some college, no diploma
- ☐ College diploma
- ☐ Bachelor's degree
- ☐ Graduate or professional degree

17. Please provide any additional comments:



“I work for another municipality and PB has changed how I approach my work.”

Community focus group participant

“It was a lot of work but remember that democracy is a lot of work”

Community focus group participant

“Awesome Initiative – Thanks Peterborough!”

Community focus group participant