



Participatory  
Budgeting  
Chicago

Rulebook 2017



PARTICIPATORY  
BUDGETING PROJECT

**UIC** GREAT CITIES  
UNIVERSITY OF ILLINOIS  
AT CHICAGO INSTITUTE



## Participatory Budgeting

Engages community members with government to improve their cities by deciding how to spend public budgets.

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## ABOUT THIS RULEBOOK

This booklet was developed by the Participatory Budgeting Chicago (PBC) Steering Committee with assistance from the Participatory Budgeting Project and the Great Cities Institute at the University of Illinois at Chicago. While participatory budgeting (PB) is inspired by experiences elsewhere, we want the Chicago process to reflect the special characteristics of the local community. The Steering Committee thus generated these guidelines and rules based on our understanding of community needs, issues, and interests. This rulebook is only a starting point, and we intend for it to remain a work in progress. We will produce additional guidelines and materials as necessary, and continue developing and improving the process as it unfolds in the current and future years, together with other community members.



### Making History

Participatory Budgeting in the United States began in 2009 in Chicago's 49<sup>th</sup> Ward with Alderman Joe Moore.

## WHAT IS PARTICIPATORY BUDGETING?

Participatory Budgeting (PB) is a democratic process in which community members directly decide how to spend part of a public budget. PB gives ordinary people real decision-making power over real money. The process was first developed in Brazil in 1989, and there are now over 1,500 participatory budgets around the world, most at the municipal level.

# ABOUT PB CHICAGO



In 2009, 49<sup>th</sup> Ward Alderman Joe Moore launched the first PB process in the US, based on the model developed in Brazil in 1989 and practiced in over 1,500 cities around the world. Last year over 3,700 people in three wards, one tax increment finance (TIF) district and one high school improved their communities by deciding how to spend over \$5 million.

## PARTICIPATING WARDS

10 – Alderman Susan Sadlowski Garza

17 – Alderman David Moore

29 – Alderman Chris Taliaferro

31 – Alderman Milly Santiago

35 – Alderman Carlos Rosa

36 – Alderman Gilberto Villegas

41 – Alderman Anthony Napolitano

45 – Alderman John Arena

49 – Alderman Joe Moore

# PB CHICAGO STEERING COMMITTEE

Formed in 2012 to support the multi-ward expansion of participatory budgeting in the city, the Steering Committee is comprised of staff, Aldermen and community members from participating wards, representatives from citywide resource organizations as well as coordinating staff from the Participatory Budgeting Project and the Great Cities Institute at the University of Illinois at Chicago.

UIC Great Cities Institute  
Participatory Budgeting Project  
Access Living  
Active Transportation Alliance  
Blocks Together  
Chicago Lawyers' Committee for  
Civil Rights Under Law  
Chicago Public Art Group  
Chicago West Side Branch NAACP  
Embarc Chicago  
Enlace Chicago

Friends of the Parks  
Grassroots Collaborative  
Generation ALL Chicago  
Illinois Collaboration on Youth  
Mikva Challenge  
Preservation of Affordable  
Housing  
Smart Chicago Collaborative  
UIC Institute for Policy and Civic  
Engagement  
Urban Data Visualization Lab

# GOALS: WHAT DO WE WANT TO ACCOMPLISH WITH PB?

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We believe that we can improve our city through PB. While there are many benefits to doing PB, the main goals we strive to achieve are:

## **EQUITY**

We aim for our process to be fair and just, both in the distribution of funds to the areas of most need as well as in the participation of community members. A focus on equitable participation, working harder to engage the most marginalized populations, will lead to a more diverse and representative process.

## **INCLUSION**

We strive to include the entire community - especially those who are often excluded from the political process, who face obstacles to participating, or who may feel disillusioned with politics. By making every effort to actively engage these communities and reduce obstacles to participation, we hope to reduce the influence of groups with more resources from dominating the decision-making process, and to generate spending decisions that better reflect the entire community's needs.

# GOALS: WHAT DO WE WANT TO ACCOMPLISH WITH PB?

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## **COMMUNITY & COALITION BUILDING**

We work to strengthen our communities and the individuals within them through outreach, education, dialogue, and civic engagement. This process is designed to bring us together to make better budget decisions. Working together to identify needs, learn about our resources and sharing solutions not only connects individuals to one another, but also creates collaboration across blocks, neighborhoods and organizations inspiring people to work together to improve the community.

## **SUSTAINABILITY**

We aim to maintain sustainability. Healthy democratic processes require renewal and support for the individuals participating. Through training and workshops as well as expert support, we provide tools and space to that allow communities to develop sustainable projects and leaders. Our processes provide space for new and existing community leaders to learn and practice skills, build relationships and work together to find sustainable solutions to address community needs.

We ask everyone involved work with us to achieve these goals.

# TIMELINE: WHAT HAPPENS WHEN?

The PB process involves a series of meetings and decisions that feed into the city's annual budget cycle and fit into four main phases: Idea Collection; Proposal Development; Public Vote; and Implementation. The cycle will take place over eight months from April - November.



## IDEA COLLECTION

Residents from across the ward are invited to gather to learn about community needs, the budget and share ideas at neighborhood assemblies, meetings and online. In addition to sharing ideas people are asked to volunteer as community representatives.



## PROPOSAL DEVELOPMENT

Volunteer community representatives will work together with city staff and subject matter experts to take all the submitted ideas from the Idea Collection phase and turn them into concrete, project proposals that can be put on a ballot.



# TIMELINE: WHAT HAPPENS WHEN?



## EXPOS & VOTING

Final proposals are presented to the community at project expos and put on the ballot for the vote. Voting happens over a period of one to two weeks at ward service offices and various community locations. Projects with the most votes are funded until the funds expire.



## IMPLEMENTATION

The projects with the most votes are implemented through the city's usual process of procurement. Ward staff keep the community informed on the progress of winning projects and may call upon community representatives to help with any additional community input or outreach.

# RULES: HOW DOES PB WORK IN CHICAGO?



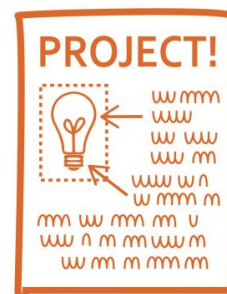
## IDEA COLLECTION

- Anyone is welcome to attend the neighborhood assemblies and propose project ideas.
- Each ward will hold at least 5 Idea Collection events, including at least two special events focused on engaging underrepresented populations, such as youth and non-English speakers.
- It is recommended that there be at least one event in each of the following timeframes: morning; weekend; and evening. This will allow for the broadest possible attendance.
- In order to attract community representatives that are reflective of community demographics, wards are encouraged to hold more targeted, smaller-scale events at non-PB meetings of community organizations, churches, civic associations.

# RULES: HOW DOES PB WORK IN CHICAGO?

## PROPOSAL DEVELOPMENT

- Anyone who lives in the ward, works in the ward, has a business in the ward, is a student in the ward or has children who are students in the ward is welcome to serve as a community representative.
- At orientation sessions, each community representative will join a committee, to discuss and develop project proposals for a certain issue area or demographic group.
- Ward staff and the Leadership Committee of each ward will decide which issue committees are created, based on the ideas proposed by the community at large. Potential issue committees may include but are not limited to: Transportation, Streets, Public Safety, Parks, Arts, Schools & Libraries, Sustainability and Housing.
- If there are enough community representatives who feel that they face major obstacles to participating fully in issue committees, they may form a demographic committee. Demographic committees are meant to ensure maximum participation from community members who might not otherwise participate, not to divide or separate sectors of the community. Potential demographic committees may include but are not limited to: Youth, Seniors, and Non-English Speaking Communities.
- Each community rep committee should strive to have 2 facilitators per committee and facilitators should go through training to prepare them for their role.



# RULES: HOW DOES PB WORK IN CHICAGO?

## EXPOS & VOTING

- Each ward will hold at least 2 project expos, where community representatives will present their project proposals to the community and get feedback. These events include an opening presentation and a science fair style exposition where committees display their projects in process with visual aids (e.g., poster displays or videos).
- Residents who live in the ward and are at least 16 years of age can vote for projects. Individual wards may use a lower voting age, if agreed on by the Alderman and the Ward Leadership Committee.
- At the time of voting, voters must present proof that they satisfy the eligibility requirements. Acceptable IDs are listed on the next page.
- To facilitate broad participation, each ward will hold at least 5 days of voting at the Aldermanic Office, at least 1 voting assembly, and at least 2 mobile voting tables in places with a high concentration of historically underrepresented populations.
- Additional mobile voting sites are highly recommended as data shows that mobile voting engages more people of color, more low-income individuals and more immigrants than voting in the ward office or at the voting assembly.
- Each voter may cast one vote per project proposal.
- The Steering Committee and Ward Leadership Committees will decide together the number of total votes each person can cast, once the approximate number of projects on the ballots is known.



# RULES: HOW DOES PB WORK IN CHICAGO?



## IMPLEMENTATION

- After the vote, winning projects will be submitted by the Aldermen and staff to the Office of Budget and Management for implementation. Ward staff will keep residents updated on implementation progress.

## AMENDMENTS

- The Steering Committee will review and modify the rulebook as needed at the end of each PBCHI cycle, during planning for the next cycle. In the case of urgent issues that cannot wait until the end of the current cycle, the SC may make changes via a two-thirds majority vote. Reasonable prior notice of proposed change will be furnished to each ward office and Ward Leadership Committee.

# ACCEPTABLE VOTER IDS

Voters must prove that they live in the ward and are of age to vote (depends on ward). In order to facilitate broad participation, voters may present a wide array of proofs of ID, including but not limited to one or more of those below,

- A document with name and current address from a local, state, or US government agency such as a state driver's license or non-driver ID, consular ID, passport, EBT card, military ID card;
- Voter registration card;
- Utility, medical, credit card bill with name and current address;
- Current lease;
- Paycheck or paycheck stub from an employer or a W-2 statement;
- Bank statement or bank-issued credit card statement;
- Student ID;
- Employee ID;
- Permanent Resident Card (Green Card) or other Immigration Documentation;
- Residency Letter or Identification issued by a homeless shelter, halfway house, etc.;
- Tax forms;
- Passport or other ID issued by a foreign government;
- Social Security benefit statements or check;
- Employment Authorization Document;
- Medicare or other insurance document with address;
- School records (or naming the parents of children attending school and the parents' address);
- Title to any property (automobiles, house, etc.) with address;
- Birth or marriage certificate;
- Union Membership Card.

# ROLES & RESPONSIBILITIES: WHO DOES WHAT?

There is a role for everyone in participatory budgeting, but different people have different roles and responsibilities, based partly on their stake in the community and their time commitment to the process. We encourage every community stakeholder to both participate and encourage others in the community to participate.

## COMMUNITY MEMBERS

- Attend an Idea Collection event and/or project expo
- Identify local problems and needs
- Propose project ideas
- Volunteer to be community representatives
- Vote on project proposals
- Encourage friends and neighbors to participate in PBChi

## COMMUNITY REPRESENTATIVES

- Identify local problems and needs
- Discuss and prioritize initial project ideas
- Consult with community members on project proposals
- Develop full project proposals
- Prepare project posters and presentations
- Conduct outreach to mobilize community members to participate
- Monitor project implementation
- Participate in the evaluation of the PB process

# ROLES & RESPONSIBILITIES: WHO DOES WHAT?

## **PB COMMITTEE MEMBER**

- Help arrange food and logistics for assemblies and meetings
- Help identify locations for neighborhood assemblies and project expos
- Distribute promotional materials
- Conduct outreach to mobilize community members to participate
- Facilitate idea collection events, project expos and community representative meetings
- Monitor project implementation
- Participate in evaluating the PB process
- Make decisions on PBChi governance at the ward level

## **ALDERMEN & CITY STAFF**

- Provide staff support to community representatives and leadership committees
- Prepare and distribute educational and promotional materials
- Present information on the prior year “menu” funds and past spending
- Reserve spaces for assemblies and meetings
- Help arrange food and logistics for assemblies and meetings
- Act as liaison with city departments and agencies providing estimates for project proposals and leveraging funds with sister agencies
- Provide feedback and technical assistance on project proposals
- Deliver final PB decisions to the City
- Monitor project implementation



# ROLES & RESPONSIBILITIES: WHO DOES WHAT?

## STEERING COMMITTEE

- Design and oversee the PB process
- Make decisions about the PB Process
- Help raise support funding
- Distribute promotional materials
- Conduct outreach to mobilize community members to participate
- Support neighborhood assemblies and community representative meetings
- Facilitate community representative orientations
- Approve and help evaluate the PB process
- Review and revise rules to the PB process
- Encourage PB for other wards and budgets
- Help create a shared catalog of project costs
- Help provide interpretation and translation of materials

## PROJECT LEADS – PBP & GCI

- Prepare educational and promotional materials
- Offer technical assistance on the PB process
- Coordinate evaluation of the PB process
- Prepare written reports and data summaries of the process
- Help provide interpretation and translation of materials
- Help establish PBChi online presence and resources

# RESEARCH ON PB CHICAGO

The UIC Great Cities Institute (GCI) is conducting research on participatory budgeting (PB) processes taking place in Chicago. The purpose of the research is to understand the nature of participation in the PB process by examining who does and does not participate in PB, why people participate, how outreach and the design of the process impacts participation, and what skills, beliefs and attitudes participants and elected officials learn from the process. The research project is guided by the following goals:

## RESEARCH GOALS

- To document and assess the PB process to provide support data for organizations and officials seeking to democratize budget processes;
- To better understand the composition and motivations of PB participants in order to maximize participation of diverse stakeholders in future processes;
- To refine the PB process so that it may be possible to expand PB in Chicago and to scale up the US model in the near future.

## WHAT IS INVOLVED IN THE RESEARCH

The research involves surveys, observations of the process and interviews with participants. Participants will be asked to complete a survey at each phase of the PB process (idea collection, proposal development, and the PB vote) and randomly selected participants are also interviewed. Questions on both the surveys and the interviews include:

- how participants heard about PB;
- their experience of the PB process;
- how they participated;

# RESEARCH ON PB CHICAGO

- what they learned as a result of participating;
- how they do or do not participate in other types of community events; and
- personal demographic information including race or ethnicity, household income, age, and how long the participant has lived in the neighborhood.

## CONFIDENTIALITY

All data collected is completely anonymous and kept strictly confidential. No identifying information such as a participant's name or address is collected as a part of the research and therefore will not be used when data from the study is published.

GCI prepares and disseminates an evaluation report at the end of each PB cycle. All reports are publicly available on GCI's website <https://greatcities.uic.edu/>.

The mission of the UIC Great Cities Institute is to link its academic resources with a range of partners to address urban issues by providing research, policy analysis and program development. Tied to the University of Illinois at Chicago *Great Cities Commitment*, GCI seeks to improve quality of life in Chicago, its metropolitan region and cities throughout the world.

# GLOSSARY OF PB CHICAGO TERMS

Included below are some common terms and definitions that we use during the process.

**COMMUNITY REPRESENTATIVE** - Community representatives are volunteers from the community that do the work necessary to turn community ideas into project proposals.

**MENU MONEY** - \$1.32 million in city bond money that each Alderman receives to spend on capital improvements in their ward.

**MOBILE VOTING** – Voting that happens on location in high traffic areas that are accessible to the community; typically held over short periods of time 2-3 hours.

**NEIGHBORHOOD ASSEMBLIES** – Town hall style meetings that involve presentations and small group brainstorming and take place in various locations throughout the ward.

**PROJECT EXPO** – Community gathering where community representatives showcase their project proposals for their communities. Often resemble science fair type events with volunteer made visual presentations.

# GLOSSARY OF PB CHICAGO TERMS

**STEERING COMMITTEE** - Coordinates the PB process across the participating wards. The committee includes the participating Aldermen, the project leads, at least two community representatives from each participating ward (that also serve on the local leadership committee), and city-wide organizations focused on good government, research, policy, organizing, and community education.

**PB COMMITTEE** - In each participating ward, a PB Ward Leadership Committee composed of local individuals, organizations, and institutions manage the PB process locally. Interested community representatives will also be able to join their Leadership Committee after participating for a cycle. Responsibilities may vary by ward.

## Participatory Budgeting Chicago



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For more information on Participatory Budgeting in other cities, please contact the Participatory Budgeting Project at [www.participatorybudgeting.org](http://www.participatorybudgeting.org). The Participatory Budgeting Project (PBP) is a non-profit organization that empowers people to decide together how to spend public money, primarily in the US and Canada. We create and support participatory budgeting processes that deepen democracy, build stronger communities, and make public budgets more equitable and effective.