

L.A. REPAIR

Participatory Budgeting

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Participatory Budgeting:

Guidebook

(2022–2023)



City of Los Angeles
Civil + Human Rights and Equity Department
(LA Civil Rights)

 **LA Civil Rights**

Introduction and Welcome!

WHAT IS L.A. REPAIR & PARTICIPATORY BUDGETING?

L.A. REPAIR: Los Angeles experiences some of the widest wealth inequality in the United States. Years of systemic racism and underinvestment have left many L.A. neighborhoods with higher rates of poverty, unemployment and environmental hazards. Building a stronger future for L.A. requires us to reckon with this inequity, and give every neighborhood a seat at the table.

The Los Angeles Reforms for Equity and Public Acknowledgment of Institutional Racism (L.A. REPAIR) will fund L.A.'s first participatory budget pilot program. L.A. REPAIR will distribute roughly \$8.5 million directly to nine L.A. City neighborhoods, called REPAIR Zones.

How those dollars are spent will be decided entirely by the community through a democratic process known as participatory budgeting. Community members of each REPAIR Zone will submit ideas that everyone in the neighborhood can vote on, empowering individuals to decide how public dollars are spent in their community.

Participatory Budgeting (PB): Participatory Budgeting is a democratic process that gives ordinary people direct control over a portion of a public budget resulting in binding recommendations for funding. It empowers residents to engage in processes that lead to finding solutions while increasing relationships among community members. Leaders in over 3,000 cities and municipalities have implemented participatory budgeting as a way to listen to citizens, build trust between citizens and city leadership and, perhaps most importantly, spend portions of budgets that reflect and align

with the values of community residents, particularly those whose voices are not typically included nor heard.

Participatory Budgeting is the most direct way to enable marginalized and historically disempowered groups to decide on investment priorities for their communities.

Unlike the majority of participatory budgeting programs implemented by other government entities, L.A. REPAIR is geared towards providing dollars for programming versus capital projects. Programs created by community-based partners will be prioritized, and the intent is to direct funding to the most impactful services based on ideas from underserved communities.

ABOUT THE L.A. REPAIR TEAM

Civil + Human Rights and Equity Department (L.A. Civil Rights)

Our mission is to maintain and strengthen the city's diversity, equity, and accountability. We are focused on reducing bias and injustices while leveling the playing field through community engagement, equity initiatives, and upward mobility programming.

Participatory Budgeting Project

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

Tres Lunas Consulting

Tres Lunas (Three Moons in Spanish) provides services and support to individuals, organizations, coalitions, and systems to build containers and infrastructures that are rooted in healing, health, and justice.

The Steering Committee

- Representation
- Selection Process

The L.A. REPAIR Steering Committee for 2022-2023 is composed of 17 community members representing the 9 REPAIR Zones. The Steering Committee convened for a series of eight workshops to make key decisions about the orientation and implementation of L.A. REPAIR for this pilot cycle, including:

- The values, principles and goals guiding this pilot process
- Eligibility criteria for participation in the idea collection and voting phases
- The voting system and contingency (back-up) plans in the event of ties or partial funding scenarios.

The Steering Committee also provided input and feedback on:

- The Request for Proposals process and evaluation criteria
- Approach to outreach and engagement

The Advisory Committees

Each of the nine REPAIR Zones will be served by an Advisory Committee of 7-9 community members. Each Advisory Committee will work to implement the participatory budgeting process in their respective REPAIR Zone. The Advisory

Committees will meet approximately every other week to plan outreach and engagement strategies and facilitate the idea collection, proposal development, and voting processes in their REPAIR Zone in collaboration with the Community Engagement Partners serving their Zone.

Community Engagement Partners

L.A. REPAIR is partnering with and providing funds to community-based organizations or “Community Engagement Partners” (CEPs) to facilitate outreach and engagement across each Zone. These funds will provide community-based organizations in L.A. with the resources and support they need to provide community members in each of the 9 REPAIR Zones with opportunities to participate in the PB process. Organizations selected to participate in the Community Engagement Partnership program will conduct outreach and engagement activities to ensure community members and residents in the 9 REPAIR Zones:

- Know about the process
- Understand how they can get involved and have access to the information and resources needed to participate in each phase of the process
- Can participate in each phase of the participatory budgeting process by proposing project ideas, responding to a Request for Proposals, and voting on the ballot for their Zone

Examples of Community Engagement Partnership-supported outreach and engagement activities generally include:

- Digital outreach (via social media, email distribution lists, etc.)
- Phone or text banking

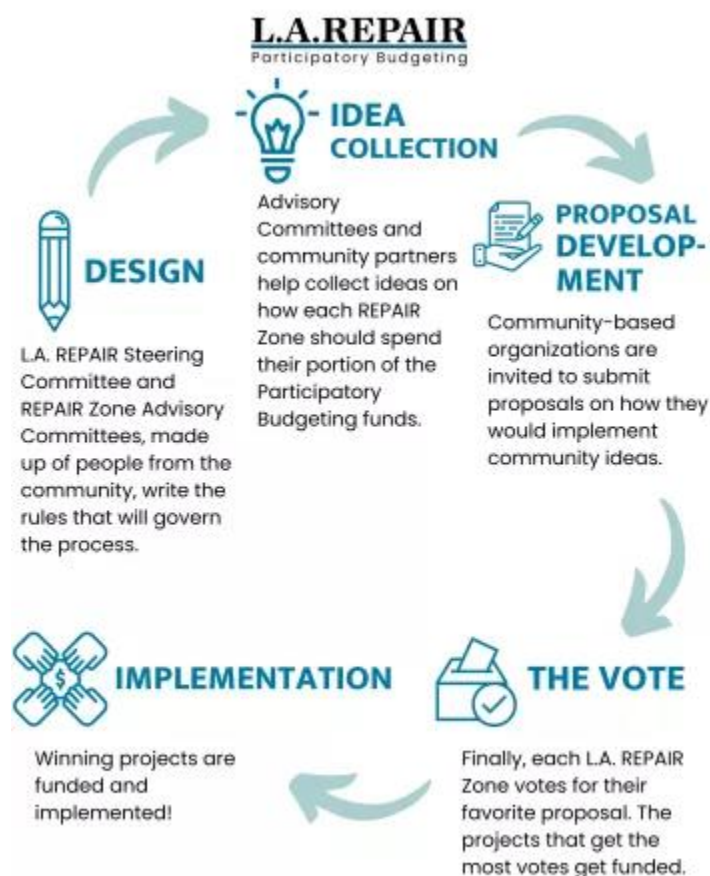
- In-person canvassing, tabling, and flier distribution
- Hosting information sessions, idea collection activities, or proposal delegate recruitment events

WHAT DOES THE PARTICIPATORY BUDGETING PROCESS LOOK LIKE?

PROCESS OVERVIEW, COHORT STRUCTURE, PROJECT TIMELINE

THE CITY OF LOS ANGELES WILL BE ROLLING OUT THE L.A. REPAIR PARTICIPATORY BUDGETING PILOT PROGRAM IN TWO GROUPS. EACH GROUP WILL REPEAT THE SAME PROCESS FOR DIFFERENT L.A. REPAIR ZONES.

There are five steps to participatory budgeting:



1. DESIGN: L.A. REPAIR STEERING COMMITTEE AND ADVISORY COMMITTEES, MADE UP OF COMMUNITY MEMBERS FROM EACH L.A. REPAIR ZONE, COME TOGETHER TO WRITE THE RULES THAT WILL GOVERN THE PROCESS.

2. IDEA COLLECTION: AFTER THE RULES ARE WRITTEN, WE ENTER THE PROJECT BRAINSTORMING PHASE. THIS IS WHERE ADVISORY COMMITTEES AND COMMUNITY PARTNERS HELP COLLECT IDEAS ON HOW EACH REPAIR ZONE SHOULD SPEND THEIR PORTION OF THE L.A. REPAIR FUNDS.

3. **PROPOSAL DEVELOPMENT:** ONCE THE IDEAS HAVE BEEN COLLECTED, ADVISORY COMMITTEES WORK ALONGSIDE CITY STAFF TO CREATE CRITERIA FOR HOW TO SOLICIT PROGRAM IMPLEMENTATION PROPOSALS FROM COMMUNITY-BASED ORGANIZATIONS (CBOs). CBOs WILL SUBMIT PROPOSALS ON HOW TO IMPLEMENT THE IDEAS, AND FINAL PROPOSALS WILL BE PREPARED FOR A VOTE.

4. **VOTE:** FINALLY, EACH COMMUNITY VOTES! EVERYONE IN THE REPAIR ZONE IS GIVEN AN OPPORTUNITY TO HAVE THEIR VOICE HEARD AND CAST A VOTE ON A PROJECT THEY WOULD LIKE TO SEE FUNDED. THE PROJECTS THAT RECEIVE THE MOST VOTES GET FUNDED.

5. **IMPLEMENTATION:** THEN, IT'S TIME TO FUND AND IMPLEMENT THE WINNING PROJECTS.

Implementation Timeline		
Phase	Cohort 1: <ul style="list-style-type: none"> ● Boyle Heights ● Mission Hills - Panorama City - North Hills ● Southeast LA (South LA east of the 110 Fwy) 	Cohort 2: <ul style="list-style-type: none"> ● Arleta-Pacoima ● Westlake ● West Adams - Baldwin Village - Leimert Park ● Skid Row ● South Los Angeles ● Wilmington + Harbor Gateway

Idea Generation	Summer - Fall 2022	Spring 2023
Proposal Development	Fall - Winter 2022	Spring - Summer 2023
The Vote	Early 2023	Summer - Fall 2023
Project Implementation	Early 2023 - Completion	Fall 2023 - Completion

WHAT IS A GUIDEBOOK?

As participatory budgeting is intended to facilitate community-led decision-making and is adaptable to the circumstances, needs, interests, and visions of specific communities, no two participatory budgeting processes look the same. To tailor the participatory budgeting process to these local conditions and ambitions a group of residents (sometimes referred to as the “steering committee”) is typically brought together to “design” the process for each unique cycle (in Phase 1, as detailed above). These decisions are brought together in the Guidebook: the document that allows community members, participants, and other stakeholders to get a sense of what the process will look like in practice.

Decisions made by the L.A. REPAIR Steering Committee are marked with an asterisk (*).

Community Agreements*

1. Listen to understand, rather than to reply
 2. Lead with curiosity
 3. Seek consensus instead of division
 4. Utilize Google Docs for members to collaborate and keep track of action items
 5. Share out “lessons learned” – what worked, didn’t work, etc.
 6. Be respectful of confidentiality – what’s said in the room, stays in the room
 7. Commitment to purposeful & solutions-oriented conversations – focus on a common goal
 8. Lean into discomfort – Don’t be afraid to share your thoughts & ideas
 9. Set clear expectations
 10. If you ever hear an acronym (e.g. PB?) you don’t understand – seek clarity
 11. Everyone’s voice should be heard – whether verbally or in writing
 12. Bring in best practices from other settings and organizations
 13. Utilize past models of participatory budgeting that have worked well (don’t need to reinvent the wheel)
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VALUES (BOLDED) & PRINCIPLES (DESCRIPTION)

- 1. Diversity:** Be intentional and intersectional while learning from and involving communities and people with different communal needs and with different social backgrounds/identities (e.g., race, color, religion, sex, national origin, disability, age, language, etc.) to make sure everyone has a chance to have an opinion.
- 2. Equity:** Understand and acknowledge historical and systemic barriers that people and groups have faced in order to proactively engage community members in fair processes, procedures, communication plans, services, and resources developed by L.A. Repair.
- 3. Inclusion:** Provide and improve equal access to opportunities, information and resources to engage community members who might otherwise be excluded/marginalized (e.g., race, color, religion, sex, national origin, disability, age, language, immigration status, etc.) and key stakeholders in order to target all areas of the repair zone for participation without fear of judgement or intimidation.
- 4. Community:** Open up participation and outreach to the greatest degree possible (i.e. decrease hindrance based on residency requirements, etc.) to center transparency, innovation, honesty, integrity, and trust building processes that endeavors to achieve balanced outcomes.
- 5. Empowerment:** Develop concerted efforts and actions to ensure as many community members as possible from demographically diverse

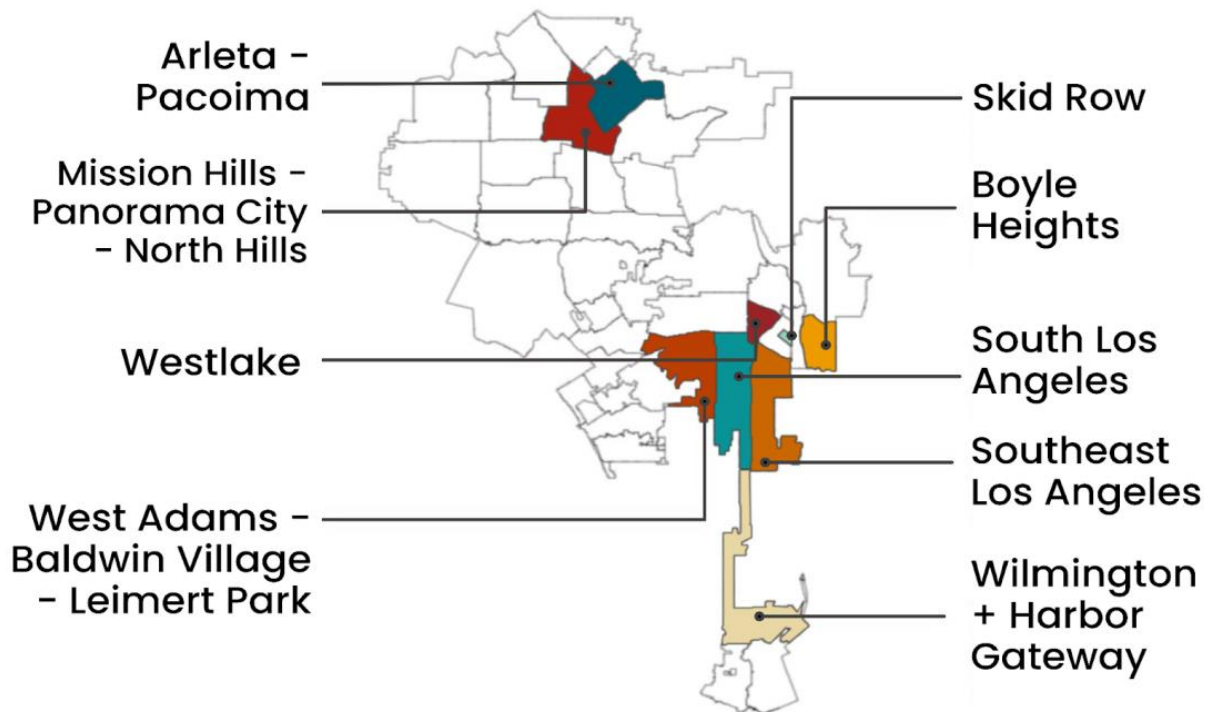
backgrounds/identities (e.g., race, color, religion, sex, national origin, disability, age, language, immigration status, etc.) that would otherwise be excluded. Ensure those that are interested in being a part of decision making are aware of opportunities to participate in sharing ideas, submitting proposals, casting votes, and implementing projects in a given REPAIR Zone.

GOALS

- 1. Steering Committee:** Collectively create and publish an annual reflective report for the community to read, understand, and use in future participatory budgeting projects as a source of critical reflection and learning – that would include best practices and first hand perspectives.
- 2. Systemic Process:** Collectively create and publish a comprehensive guidebook of the processes and policies for how to administer the idea collection, program proposal, and voting phases. Include notes on how feedback will be provided/received throughout.
- 3. Community:** Collectively engage community members and empower community-led decision-making by generating awareness of and access to participation opportunities through a wide-variety of focused outreach methods, both face-to-face and digital. Specific outreach and engagement goals will be determined by each Advisory Committee for their REPAIR Zone.

The REPAIR Zones

THE REPAIR ZONES



The nine REPAIR Zones in the participatory budgeting pilot program are: (1) Arleta - Pacoima; (2) Mission Hills - Panorama City - North Hills; (3) Westlake; (4) West Adams - Baldwin Hills - Leimert Park; (5) Skid Row; (6) Boyle Heights; (7) South Los Angeles; (8) Southeast Los Angeles; and (9) Wilmington + Harbor Gateway.

Communities were selected based on a number of factors to determine underserved neighborhoods in Los Angeles that have been the most impacted by structural and historic racism. These factors include

employment and poverty data, home access to Internet, COVID-19 case rates, the CDC’s Social Vulnerability Index, the CalEnviroScreen environmental index, and historically “redlined” neighborhoods. In each zone, at least 87% of residents identify as people of color and at least 16% of residents are living below the poverty line.

It’s important to note that the L.A. REPAIR Participatory Budgeting program is only a pilot program in its 2022-2023 launch. The selection of the nine REPAIR Zones does not mean that other neighborhoods are not also negatively impacted or are not deserving of participation. The L.A. REPAIR Participatory Budgeting pilot program will be a “proof of concept” for how participatory budgeting can serve Los Angeles.

How is funding divided up among the nine REPAIR Zones?

Funding allocation is determined by the population of each REPAIR Zone, with a baseline of around \$775,000 for all zones. For zones with populations above 150,000, the remaining funds were divided proportionally to population size.

The idea collection phase is designed to solicit input on priority issues in each REPAIR Zone and ideas for programs and service projects capable of addressing and repairing such the forms of structural and institutional racism community members identify throughout the idea collection process. With the support of Community Engagement Partners, L.A. REPAIR will facilitate outreach events and activities from town hall-style discussions to canvassing efforts to provide community members with the opportunity to participate in this shared brainstorming phase of the process.

IDEA GENERATION ACTIVITIES*:

Idea generation activities will be facilitated both in-person and digitally

WHO CAN SUBMIT IDEAS*:

Community members 5 years or older who live, work, pray, attend school, or are the guardian of someone who attends school in the REPAIR Zone will be eligible to submit or propose ideas for how to spend the funds for a given REPAIR Zone

VERIFICATION MECHANISMS*:

- Check boxes confirming eligibility
- Confirmation of eligible neighborhood, workplace, place of worship, or school
- Identification of eligible relationship on map of the REPAIR Zone

and Request for Proposal (RFP) Process

After the Idea Generation & Brainstorming phase is complete, the REPAIR Zone Advisory Committee will review the ideas and synthesize them into common themes, called “Priority Areas.” A Request for Proposals will be released by the City for eligible proposers to respond within 30 days from its release.

Eligible Proposers

Proposers who meet the following minimum eligibility requirements may submit a proposal. Eligible organizations must:

- Be a nonprofit 501(c)(3) organization; or Be an established organization through Department of the Treasury Internal Revenue Service (W9) with a valid City of Los Angeles Business Tax Certificate (BTRC); and
- Be headquartered in Los Angeles County; and
- Have a minimum of three years of prior service-based programming; and
- Follow non-discrimination and equal opportunity provisions mandated by Federal, State, and local laws.

A Proposer without nonprofit status must use a California-based Fiscal Sponsor with a federal 501(c)(3) designation to conduct work on a nonprofit project. The Fiscal Sponsor will provide the fiscal and administrative services needed to complete the grant. If a grant is awarded, the Fiscal Sponsor becomes the legal contractor with the City. The Fiscal Sponsor must also demonstrate a minimum of three years of service-based programming prior to the application deadline.

Eligible Proposals

Eligible proposals will be service-based programs or projects that serve people within the REPAIR Zone. Proposals must address the Program Concepts identified for the REPAIR Zone and meet the Public Benefit, Geographic Focus and Program Timeline requirements. No more than two (2) proposals for different programs or projects may be submitted by an organization.

The intent is to have funding go back to the community instead of supporting existing City programming or projects.

- **Program Concepts**: The Advisory Committee refine the ideas from the Idea Collection period into common issues and themes, called Program Concepts. The proposal must respond to one or more of the community identified Program Concepts in the corresponding REPAIR Zone.
- **Public Benefit**: The proposed program or project must provide a public benefit. Proposals that primarily benefit an individual or bring solely a private profit will be rejected.
- **Geographic Focus**: The proposed program or project must prioritize services to people within the designated REPAIR Zone, and not beyond.
- **Program Timeline**: The proposed program or project must be completed, including all funds expended, within one (1) year following the initial distribution of funding. Example eligible proposals may be pilot programs, one-time projects, or continued or expanded programming that will be completed within 12 months.

Available Funding & Grant Sizes

The funding allocation for each L.A. REPAIR Zone is based on a \$775,000 baseline amount for approximately the first 150,000 people and a prorated amount for the number of people above that. In line with this general formula, six (6) of the nine (9) Zones will receive \$775,000 each. The remaining three (3) Zones, West Adams-Baldwin Hills-Leimert, South Los Angeles, and Southeast Los Angeles, will receive 10%, 17%, and 18%, respectively, of the total funding due to their larger populations.

Table 1 below provides a breakdown of funding allocation compared to population in each REPAIR Zone.

Table 1: Total funding per L.A. REPAIR Zone

L.A. REPAIR Zone	Population	Funding
Arleta - Pacoima	105,065	\$775,000
Mission Hills - Panorama City - North Hills	148,770	\$775,000
Boyle Heights	89,477	\$775,000
Westlake	118,392	\$775,000
Harbor Gateway - Wilmington - Harbor City	123,584	\$775,000
Skid Row	7,000	\$775,000
West Adams - Baldwin Village - Leimert Park	169,979	\$873,431
South Los Angeles	291,343	\$1,471,357
Southeast Los Angeles	300,143	\$1,514,712
Total	1,353,753	\$8,509,500

The total funding administered to winning programs may not exceed the allocated total for that REPAIR Zone.

MINIMUM GRANT FUNDING AND MAXIMUM GRANTS AWARDED

Up to three (3) programs will be awarded each for most REPAIR Zones and up to (6) programs will be awarded each for the South Los Angeles and Southeast Los Angeles REPAIR Zones. A maximum total of 33 L.A. REPAIR grants will be awarded at various funding levels.

In order to maximize the impact of the funds available, proposed programs should be a minimum of \$250,000. Proposers are recommended to develop contingency plans to maximize funding at “scale” by proposing programs at \$250,000, \$500,000, and \$775,000 or up to the maximum available funding for the respective REPAIR Zone.

The total amount of funding awarded will be determined on a Zone by Zone basis, in line with the number of votes received. In the instance of a tie vote or if winning proposals collectively go over or under the allocated amount for the REPAIR Zone, the City will work with Proposers to scale their proposals and adjust their budgets accordingly without compromising the integrity of the proposed program.

Timeline

L.A. REPAIR will be implemented in two phases, with three REPAIR Zones in the first phase and the remaining six REPAIR Zones in the second phase. Each phase will follow the same participatory budgeting process. *These dates are subject to change.*

First Phase: The following three REPAIR Zones will be starting the participatory budgeting process in August 2022:

1. Boyle Heights
2. Mission Hills - Panorama City - North Hills
3. Southeast LA

The first phase will be implemented on the following timeline (*dates subject to change*):

- Idea Collection: September - October 2022
- Information Sessions for Proposers: Early-Mid November 2022
- Request for Proposals Released: TBD, November 2022
- Proposals Due: December 30, 2022 by 11:59 PM
- Proposals Vetted and Follow Up Requested: January 2023
- Vote: February 2023

- Winning Proposals Submitted to Mayor & City Council for Funding Approval: March 2023
- Winning Proposals Awarded: April-May 2023
- Annual Report: One Year from Award Date

Second Phase: The following six REPAIR Zones will be starting the participatory budgeting process in April 2023:

4. Arleta - Pacoima
5. Skid Row
6. South LA
7. Westlake
8. West Adams - Baldwin Village - Leimert Park
9. Wilmington + Harbor Gateway

The second phase will be implemented on the following timeline (*dates subject to change*):

- Idea Collection: May - June 2023
- Information Sessions for Proposers: Mid-Late July 2023
- Request for Proposals Released: TBD, August 2023
- Proposals Due: August 31, 2023 by 11:59 PM
- Proposals Vetted and Follow Up Requested: September 2023
- Vote: October 2023
- Winning Proposals Submitted to Mayor & City Council for Funding Approval: November 2023

- Winning Proposals Awarded: November–December 2023
- Annual Report: One Year from Award Date

Application & Evaluation Criteria

Details regarding how to apply will be included in the Request for Proposals, and applications will be reviewed by the City for legality, feasibility, and alignment with the below evaluation criteria. Only proposals that receive a score of at least 70 out of 100 will be placed on the ballot. Proposals that do not meet the scoring criteria will be provided feedback on their application and where it could have been improved.

Evaluation Criteria	Points
<p>Shared Values and Community Investment</p> <p>Describes Proposer’s mission, history, and major accomplishments and how it has served marginalized communities through direct service, civic engagement, community interventions, racial justice and/or reconciliation work.</p> <p>Describes how Proposer is accountable to the communities most impacted by racism and poverty in the City of Los Angeles.</p>	TBD
<p>Program Design</p> <p>Provides a narrative description of the proposed program, the population(s) served, and a work plan for how it will be implemented. The work plan should include key deliverables within the 1-Year timeframe that demonstrates intended impact, scale, and reach of the program / project.</p> <p>Provides a narrative description of how the proposed program responds to one or more of the Priority Areas identified by the community.</p>	TBD

<p>Connection to REPAIR Zone Communities</p> <p>Describes ways in which the Proposer has empowered local communities within the REPAIR Zone and strategies to stay accountable to communities historically impacted by racism and poverty.</p>	<p>TBD</p>
<p>Capacity and Relevant Work Experience</p> <p>Describes the quality and depth of the Proposer’s experience and expertise as it relates to the services being proposed, including, but not limited to: training received; work experience with the City of Los Angeles, other government agencies and private contract activities; description of services; and references.</p> <p>If applying with another organization or a fiscal sponsor, describes the relationship between the organizations and the breakdown of roles and responsibilities in implementing the services.</p>	<p>TBD</p>
<p>Budget / Cost Effectiveness</p> <p>Describes how the proposed program will be implemented within the timeline proposed and within the proposed budget.</p> <ul style="list-style-type: none"> • Does the organization justify the cost of the programming and demonstrate an ability to maximize funding? • Does the organization have the ability to “scale up” or “scale down” in the event of multiple programs being selected in the REPAIR Zone? 	<p>TBD</p>
<p>Evaluation Criteria</p>	<p>100</p> <p>Points Possible</p>

The Vote

The Advisory Committee for each REPAIR Zone will create a ballot for community members eligible to vote in that REPAIR Zone to use to determine which program and service project proposals are funded in that Zone. The voting period will remain open for multiple weeks.

VOTING ACTIVITIES*:

Voting activities will be facilitated both in-person and digitally

VOTING SYSTEM*:

For the 2022-2023 cycle, each REPAIR Zone will utilize a **“Rank-Choice”** voting system, in which voters will rank their project selections in order of preference, with higher-preference selections weighted higher than lower-preference selections

WHO CAN VOTE*:

Community members 15 years or older who live, work, attend school, or are the guardian of someone who attends school in the REPAIR Zone will be eligible to vote on that REPAIR Zone’s ballot.

VERIFICATION MECHANISMS*:

- Check boxes confirming eligibility
- Confirmation of eligible neighborhood, workplace, or school
- Identification of eligible relationship on map of the REPAIR Zone

Outreach & Engagement

ADVISORY COMMITTEES

For the 2022–2023 L.A. REPAIR process, there will be nine (9) Advisory Committees made up of 7–9 community members each. Each Advisory Committee will work to implement the participatory budgeting process in their respective REPAIR Zone per the Guidebook developed by the Steering Committee. The Advisory Committees will meet once approximately every other week from the start of the Design Phase through the end of the Evaluation Phase to plan outreach and engagement strategies and facilitate the idea collection, proposal development, and voting processes in their REPAIR Zone.

COMMUNITY ENGAGEMENT PARTNERS

The Advisory Committee for each REPAIR Zone has been asked to select Community Engagement Partners – local community-based organizations – from the pool of applicants to spearhead outreach and engagement efforts in each individual REPAIR Zone. These community partners and trusted messengers have been asked to develop and implement outreach and engagement plans capable of facilitating community members’ participation in the L.A. REPAIR process by:

- Proposing ideas for how to spend the \$8.5M allocated to L.A. REPAIR
- Submitting project proposals in response to the Request for Proposals for each REPAIR Zone
- Voting on the ballot for each REPAIR Zone to decide which project proposals are funded.

Resources & Links

L.A. REPAIR Website: <https://repair.lacity.org/>

Link to Council File:

<https://cityclerk.lacity.org/lacityclerkconnect/index.cfm?fa=ccfi.viewrecord&cfnumber=21-1187>

The Participatory Budgeting Project: <https://www.participatorybudgeting.org/>