



2023 Nashville and Davidson County Participatory Budgeting (PB) Program Steering Committee GUIDELINES

Adopted on May 13th, 2023

District 1 | David Van Clief

District 2 | Rhonda Kinslow

District 3 | Antuan Foxx

District 4 | Paula Pendergrass

District 5 | Whitney Pastorek

District 6 | Ian Prunty

District 7 |

District 8 | Ramona Gholston

District 9 | Jeff Brousal

District 10 |

District 11 | Carol Lecian

District 12 | Dena Swoner

District 13 | Matt Ingram

District 14 |

District 15 | Tyler Brasher

District 16 | Gary Schechter

District 17 | Thomas Heine

District 18 | Nick Cavin

District 19 | Jacob Kupin

District 20 | Benjamin Passino

District 21 | Kinyata McGee-Swope

District 22 |

District 23 | Lauren (Mr) Balmer

District 24 |

District 25 | Elizabeth Miller

District 26 | Jarrett Lane

District 27 | Michael Jones

District 28 |

District 29 | Lindsay Gilmore

District 30 | Veronica Zavaleta

District 31 | Shivan Sindi

District 32 | Fathiyah Shepard-Suso

District 33 | Sharon Barker

District 34 |

District 35 | Jason Sparks

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2023 METROPOLITAN NASHVILLE & DAVIDSON COUNTY PARTICIPATORY BUDGET PROGRAM APPROVED GUIDELINES

The following represents the Metropolitan Nashville & Davidson County & Davidson County Participatory Budgeting (MNPB) Guidelines adopted by the 2023 Steering Committee on May 13, 2023.

VISION STATEMENT

The Vision Statement for the 2023 Metropolitan Nashville & Davidson County Participatory Budgeting Program (MNPBP) is to empower the people of the Davidson County community to envision meaningful projects with long-lasting community impacts, by implementing a process for all people, designed to benefit all people, driven by equity, inclusion, and transparency.

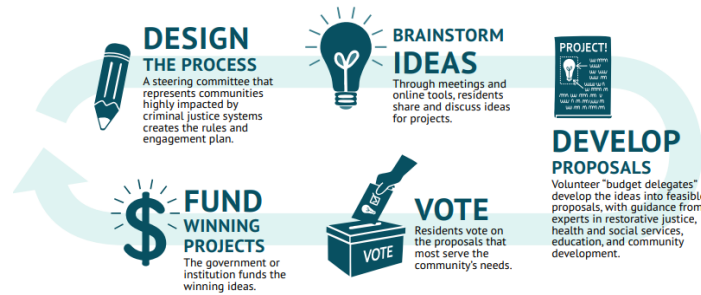
For the 2023 MNPB cycle, a social vulnerability index (SVI) will be used to calculate how grant funds are applied to proposed projects. It is the express intention of the Steering Committee that those applying these guidelines should, whenever possible, prioritize projects that are located in (or will directly benefit) those communities with a higher index of social vulnerability, per the SVI.

In addition to this overarching consideration, the Steering Committee recognizes that projects with the greatest impact on the community should be strongly considered. The Steering Committee encourages those applying these guidelines to weigh not only the impact of the project itself, but also the impact of the project upon the visibility of the Participatory Budget process and its core methodology, which is to empower a diverse chorus of community voices to drive positive, practical, transformative improvements.

PARTICIPATORY BUDGETING - GENERALLY

Participatory Budgeting (PB) empowers community members to: (1) develop guidelines on how grant funding will be spent in their community; (2) solicit ideas from the community; (3) develop a ballot with a slate of feasible, eligible projects; and (4) submit the ballot for a community-wide vote. After the community votes on eligible projects, the government implements the projects by applying the grant funds to the winning projects.

The process of PB is shown below in this graphic from Democracy Beyond Elections (*note, the grant purpose expressed in the graphic is an example and it is inapplicable to this PB cycle*):



There is a role for everyone who wishes to participate in **Participatory Budgeting (PB)**. Community members may serve in a variety of roles and responsibilities, as all are considered stakeholders in the process. Every stakeholder is encouraged to participate and to become involved.

ROLES AND RESPONSIBILITIES

The following is an overview of the Metropolitan Nashville & Davidson County Participatory Budgeting Program (MNPBP). This overview builds on the process from previous cycles, along with the current cycle, and is meant to assist those who are newly acquainted with the MNPBP.

OVERVIEW OF PARTICIPATORY BUDGETING & ROLES

Metropolitan Nashville & Davidson County Participatory Budgeting Program (MNPBP)

The 2023 MNPBP was created via legislation from Nashville’s Metro Council, RS2023-1947. The “program area” and the budget are established via this legislation, which incorporates the authority to implement the funding from the underlying American Rescue Plan (ARP). For the 2023 MNPBP, the “program area” is Metropolitan Nashville & Davidson County. The total amount is Ten Million and 00/100 Dollars (\$10,000,000.00).

Funding Overview

The MNPBP is funded via the American Rescue Plan (ARP). The ARP provides that state and local governments may spend ARP funds to respond to the pandemic and its negative economic impacts. All project proposals that reach the ballot must follow the criteria set forth in these guidelines, as well as the parameters of the ARP rules. To the extent that these guidelines conflict with the ARP rules, the ARP controls. Funds shall be obligated by December 31, 2024, and expended by December 31, 2026. See below, *Proposal Development; Eligibility and Selection*.

Metropolitan Nashville & Davidson County Community Members (see A.1)

All community members living in the program area are eligible to submit proposals to the MNPBP. For purposes of these guidelines, a “Community Member” is defined as an individual living within Metropolitan Nashville and Davidson County. After the Budget Delegates compile the ballot with a slate of project proposals, all Nashville community members are eligible to vote on the slate of proposals. See below, *Proposal Development; Voting*.

Metropolitan Nashville Government (see A.2)

Metropolitan Nashville & Davidson County Government employees and their third-party contractors support and empower the community-led design of PB.

Metro Council adopted legislation to create the MNPBP, will vote on endorsement of these guidelines following the Steering Committee’s revisions, and will approve the projects chosen after a community-wide vote. Metro Council has allocated a portion of the ARP funds as administrative funds to support both the MNPBP process and the Mayor’s Office.

Mayor’s Office Staff and Facilitators connect community members with resources and otherwise support all elements of this process, while protecting the autonomy and decision-making power of the community-led groups such as the Steering Committee and Budget Delegates. The Mayor’s Office has the discretion to spend ARP funds allocated as administrative funds (per Metro Council’s permission); all expenditures are documented, reported and publicly available upon request.

Metro Staff members assist the Steering Committee with the legal review of these guidelines, assist the Budget Delegates with project development (cost, feasibility, legality), assist with approval of the ballot prior to voting, and carry out implementation of the winning projects.

Third-Party Contractors are paid, third-party partners hired by Metropolitan Nashville & Davidson County Government to support the PB process.

Steering Committee (see A.3)

The primary role of the **Steering Committee** is to revise and adopt these guidelines. The secondary role of the Steering Committee is to provide oversight over the implementation of the process.

Budget Delegates (see A.4)

The Budget Delegates’ primary role is to develop a slate of eligible, feasible projects (“*Fully Eligible Proposals*,” as defined in *Proposal Development, below*) from the ideas submitted via the community. The deliverable is a ballot presented to the community for voting.

Interplay Between Roles

Note that the roles of the Steering Committee (quasi-legislative) and Budget Delegates (quasi-judicial) are best served when each group respects the decision-making and autonomy of the other. For example, while the Budget Delegates may seek clarification from the Steering Committee regarding the guidelines set forth herein, the Budget Delegates retain decision-making authority about how to apply the guidelines to specific project ideas. The process is designed to reflect a clear “separation of powers” between the two community-led groups. Metropolitan Nashville & Davidson County Government and its contractors (quasi-executive role) are similarly meant to remain neutral and supportive of the separate roles outlined herein.

The following is an in-depth description of the roles and responsibilities of the stakeholders referenced above.

A. ROLES & RESPONSIBILITIES - DETAILS

The purpose of this section is to set forth additional details regarding the roles and the responsibilities of the stakeholders in the MNPBP. It is the intention of the Steering Committee that this section should be used as a touchstone to resolve ambiguities about the various stakeholders and how they interact within the process. For specific rules on eligibility, project proposals and voting, please see the appropriate subsection(s).

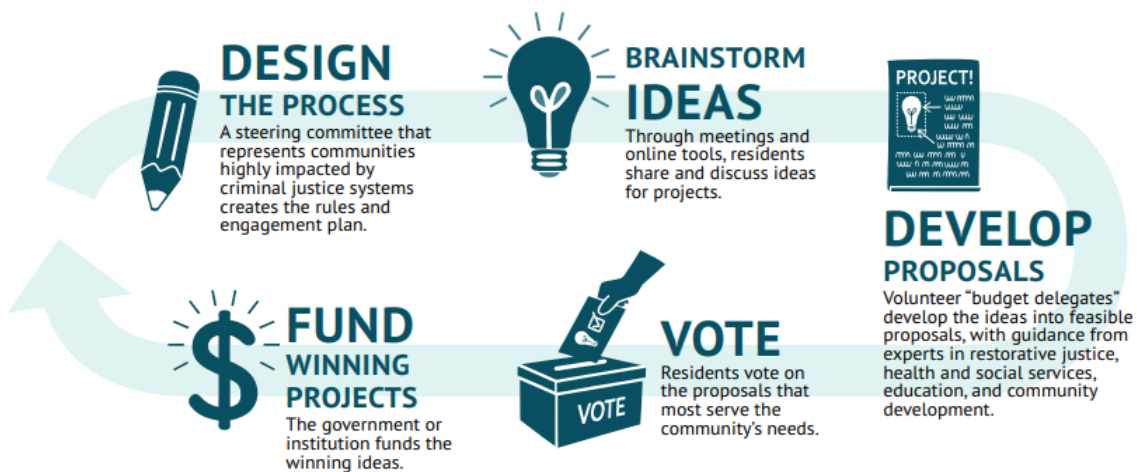
A.1 - METROPOLITAN NASHVILLE & DAVIDSON COUNTY COMMUNITY

All Metropolitan Nashville and Davidson County community members living in the program area are eligible to submit proposals to the MNPBP. After the Budget Delegates compile the ballot with a slate of project proposals, all Nashville community members are eligible to vote on the slate of proposals. *See below: Proposal Development (for information on requirements for proposal submission); Voting (for information on voting rules).*

Community members in the Metropolitan Nashville & Davidson County Participatory Budget (MNPB) program area can participate in the process to:

- Identify community needs;
- Propose project ideas;
- Communicate with other community members in the program area to encourage participation and/or voting on project proposals;
- *Volunteer to serve as a member of the Steering Committee, Budget Delegate or Facilitator;
- Submit project ideas;
- Vote on projects; and
- Enjoy any benefits from the program, as a Community Member living within the program area.

Those serving in leadership capacities, volunteer or otherwise, may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*



A.2 - METROPOLITAN NASHVILLE & DAVIDSON COUNTY DEPARTMENTS AND FACILITATORS

Participatory budgeting is community-led. The Mayor's Office, Metropolitan Nashville & Davidson County departments and Facilitator(s) should endeavor to provide neutral support for the volunteer efforts of the community-led process. The paramount goal is to assist with effectuating the PB process while protecting the autonomy and decision-making power of the community-led decision-making that is unique to PB.

A.2.1 - METRO COUNCIL

The Metro Council is the Metropolitan Nashville & Davidson County's primary legislative body. It adopts the Metropolitan Nashville & Davidson County budget, approves mayoral appointees, levies taxes, and makes or amends Metropolitan Nashville & Davidson County laws, policies, and ordinances.

For the 2023 MNPBP cycle, Metro Council's role is as follows:

- Review and approve the ARP allocation including the \$10M for Metropolitan Nashville & Davidson County Participatory Budget (MNPB) program (done prior to creation of Steering Committee);
- *Assist the Mayor's Office with identification of volunteers who could serve as Steering Committee members or Budget Delegates;
- Allocate funds to the Mayor's Office to support paid, third-party contractor services;
- Vote on approval of the Guidelines adopted by the Steering Committee (and after review by the Metro Legal Department);
- Vote on approval of the Fully Eligible Proposals that have won the community-wide vote;
- Vote on approval of supplemental legislation to implement the Participatory Budget Program, as needed.

*The Mayor's Office will collaborate with individual Council Members from each district to identify potential volunteers to serve as Steering Committee members and Budget Delegates. The Mayor's Office will appoint those who agree to serve as volunteers. *See below, Mayor's Office Staff Designee(s), Steering Committee and Budget Delegates sections.*

A Metro Council Member may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*

A.2.2 - MAYOR'S OFFICE STAFF DESIGNEE(S)

The Mayor's Office Staff Designee(s) will be the person(s) chosen by the Mayor to be responsible for coordinating the Participatory Budget (PB) program process with input and assistance from the Steering Committee.

Responsibilities of the Mayor's Office Staff Designee(s) include, but are not limited to, the following:

General Responsibilities

- Provide expert guidance on PB processes;
- Enforce federal, state, and local (Metro) rules;
- Serve as contact between Metro government and the PB process; and
- Present updates to the Metro Council.

Volunteer Coordination

- Present updates to the Metro Council;
- Identify, recruit, and appoint Steering Committee and Budget Delegate volunteers, as recommended by Council Members;
- Serve as primary staff liaison to the Steering Committee;
- Reserve space for assemblies and meetings;
- Schedule and attend meetings of the Steering Committee and Budget Delegates; and
- Support the attendance policy of the Steering Committee and Budget Delegates as outlined in these Guidelines.

Administrative Support & Expenses

- Oversee expenditure of administrative funds (set percentage of ARP funds allocated by Metro Council to the Mayor's Office);
- Solicit and incorporate input from the Steering Committee and Budget Delegates about how the administrative funds are spent;
- Account for the expenditures (required by grant) and provide any reports on these expenditures to the Steering Committee and Budget Delegates, upon request;
- Present information on the American Rescue Plan (ARP) funding, such as:
 - budget and past spending;
 - monthly updates; and
 - PB expenses.

Community Engagement & Other

- Coordinate PB outreach efforts;
- Distribute promotional materials;
- Create qualifications checklist based on PB Guidelines;
- Create partner eligibility checklists;
- Present community-recommended project proposals; and
- Present implementation analysis.

Third-Party Contractors

As repeatedly stated herein, the goal of PB is to empower the community to make decisions about how grant funding will be spent in their community. However, the community-led groups such as the Steering Committee and Budget Delegates are unpaid, volunteer positions. As such, it is necessary for

the Mayor's Office Staff Designee to engage with and to employ third-party, paid partners in order to effectuate the PB process, particularly as it relates to community engagement.

In addition, the timing of the grant funding, community engagement, and other processes related to MNPBP may necessitate that the Mayor's Office Designee engage with third-party partners prior to the formation of the Steering Committee. The Steering Committee may, at any time, submit reasonable requests regarding how these paid third-party partners are using grant funds.

A Mayor's Office Staff Designee may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*

A.2.3 – FACILITATORS

Metro Council may allocate resources, including personnel, to support the Mayor's Office and the participatory budgeting process, as a whole. One such support is the Facilitator. This is a leadership position, but it should be a neutral position.

Facilitators help community members and Budget Delegates to participate effectively during committee meetings. Facilitators are neutral parties who do not advocate for particular projects. Facilitators may provide advice to the Steering Committee and to the Budget Delegates about how the process has functioned in the past, and how the process might be best served in the current cycle. Decision-making power, however, remains with the aforementioned, community-led groups.

Responsibilities of Facilitators include, but are not limited to, the following:

- Facilitate group discussions and meetings and ensure all participants have the opportunity to contribute;
- Serve as the main contact between the Mayor's office staff or designee(s), the Steering Committee, and Budget Delegates;
- Coordinate communication and resolve conflicts;
- Connect the Steering Committee and/or Budget Delegates with information and resources;
- Liaise (establish a working relationship) with Metro staff;
- Take notes at meetings and distribute notes afterward, if requested;
- Support Steering Committee and/or Budget Delegates goals, i.e., revision of guidelines or project proposal research;
- Report progress of Budget Delegates back to Steering Committee; and
- Distribute promotional materials.

A Facilitator may not initiate, be the main representative of, or participate in projects from which he or she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*

A.2.4. - METRO DEPARTMENT STAFF

Metro Department Staff shall support the Steering Committee and Budget Delegates in the proposal development process. In a timely manner, they shall:

- Provide training and legal guidance, as requested;
- Review these guidelines for legality prior to submission to Metro Council for a vote on approval;
- Assess the feasibility and legality of project proposals;
- Provide cost estimates for project proposals;
- Offer feedback on project proposals;
- Provide a liaison to attend Budget Delegates meetings;
- Coordinate the resource to effectively implement the projects; and
- Anything else in the furtherance of development of the MNPBP.

A Metro Department Staffer participating in this PB cycle may not initiate, be the main representative of, or participate in projects from which he or she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*

A.2.5. - METRO COUNCIL LIAISONS

Liaisons to the Steering Committee may be selected by the Metro Council to:

- Provide support to the Steering Committee;
- Facilitate communication between the Steering Committee and the Metro Council; and
- Report MNPB updates to the Metro Council.

A Metro Council Liaison may not initiate, be the main representative of, or participate in projects from which he or she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*

A.3 - STEERING COMMITTEE

The purpose of the Steering Committee is to review and revise these guidelines for the current PB cycle. The Steering Committee's deliverable at the end of the process is a final draft that will be presented to Metro Legal for review for legality and consistency, which may be followed by a vote from Metro Council on the consent agenda. There is a strong preference for amending existing guidelines, so that the Steering Committee might efficiently build on the progress of prior PB cycles.

Composition

The MNPB Steering Committee may be composed of up to one member per Council District. These members shall be Community Members living in the program area. "Living in the program area" means having a primary address within the Metropolitan Nashville & Davidson County boundary and living at this primary address for a majority of the calendar year. As noted above, the inaugural members of the MNPB Steering Committee will be appointed through the Mayor's Office, in consultation with the Council Members from each council district.

The Mayor's office may select up to five persons to serve in a county-wide capacity. The Steering Committee may appoint three (3) Alternate Members. An Alternate Member will not have member privileges unless a vacancy becomes available, and they are elevated to membership by vote of the Steering Committee.

Executive Committee

The Steering Committee members shall elect a three (3) person Executive Committee (EC): A Chairperson, Vice-Chairperson, and Secretary, respectively.

Duties, roles, and responsibilities of the EC, in addition to performing the standard duties of their office, shall include, but not be limited to:

- Facilitating clear communication with Metro staff and the Steering Committee to achieve the goals of the PB program;
- Improving the agility and functionality of the Steering Committee;
- Leading the Steering Committee (either Standing or Ad-hoc) as defined by the *Steering Committee Roles and Responsibilities*;
- Recording attendance of Steering Committee members;
- Recommending steps to enforce the roles and responsibilities of all Steering Committee members;
- Setting meeting agendas based upon individual or group requests via the Steering Committee leadership at least five (5) days prior to meetings;
- Ensuring that meeting minutes are recorded by the Secretary and presented to the Steering Committee in a timely manner;
- Ensuring that the Steering Committee timely votes on the minutes to approve them so that they can be incorporated into the public record; and
- Facilitating informal and formal voting (See the *Steering Committee Decision-Making* subsection for more information about how the EC will conduct business at virtual and in-person meetings).

Should a member of the EC resign or be removed from office, the Steering Committee shall be notified and shall conduct an election for the vacated position at the next scheduled in-person meeting.

Steering Committee Responsibilities

The Steering Committee shall participate in meetings that are open to the public. Meeting notices will be publicized by the Mayor's Office and/or the Facilitator, in accordance with applicable open meeting laws. Virtual meetings are permissible but shall be limited to administrative topics in nature. Steering Committee members shall not vote at any virtual meetings. Members of the public may attend, but may not speak at, Steering Committee meetings.

The Steering Committee's primary responsibility is to revise these guidelines as a key resource for the participatory budgeting (PB) process. The Steering Committee's responsibilities include, but are not limited to, the following:

Guidelines

- Design and oversee the PB process by reviewing and revising a draft of these guidelines;
- Hold meetings to discuss, revise, and vote upon adoption of these guidelines;
- Enforce attendance rules at meetings to promote fully representative discourse from the districts in the program area; and
- Review and vote to adopt minutes from previous meetings regarding guideline development, with the understanding that meeting minutes and meeting recordings will be published for public access.

Community Engagement

- Distribute promotional materials;
- Promote PB via organizations and community events;
- Volunteer for assistance at public meetings, events, outreach efforts, voting sites, committee facilitation, and other PB-related events;
- Communicate with other MNPB area community members and stakeholders to encourage participation and/or voting on project proposals; and
- Recruit volunteers, organizations, and community stakeholders to assist with the PB process.

Oversight and Support

- Provide technical support to Budget Delegates during proposal development, including input on interpreting guidelines;
- Request informational updates concerning Budget Delegate committees;
- Connect Budget Delegates with resources;
- Meet with Mayor's Office Staff Designee and Budget Delegates if concerns arise over project proposal vetting determinations;
- Refrain from interfering with the Budget Delegates' decision-making regarding projects, except insofar as it is necessary to clarify the guidelines;
- Assist Mayor's Office Staff Designee to prepare community-recommended project priorities for Metro Council consideration;
- After the vote, establish a subcommittee of Steering Committee members to monitor the implementation of funded projects;
- Meet to review and approve spending of any contingency or overages;
- Evaluate the MNPB process; and
- Recommend further revisions to the guidelines, as needed.

A Steering Committee member may not initiate, be the main representative of, or participate in projects from which he or she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*

Steering Committee Decision-Making

Whenever possible, the Steering Committee will make decisions by consensus. If consensus is not reached, decisions will be made by a formal vote and approved by a majority. All voting is done verbally and without anonymity.

A formal vote can only be reached with a quorum of attendees, which is fifty percent (50%) of the Subcommittee Members. To initiate a vote, a Subcommittee Member must make a motion detailing what is being voted upon, another Subcommittee Member must “second” that motion, then a vote is taken on the motion that has been made and seconded. The motion passes by a majority vote, which is a minimum of two-thirds (2/3) of the Subcommittee Members in attendance. The chairperson will conduct all formal votes. If the chairperson is absent, the vice-chair may conduct a formal vote.

Steering Committee Attendance Requirements and Enforcement

It is the intention of the Steering Committee to enforce the “spirit” of the attendance rules. The Executive Committee and Mayor’s office staff designee will enforce attendance rules.

Definitions of Absence Types

- Excused: Contact Mayor’s office staff designee by phone call, text, or email prior to meeting advising of absence;
- Unexcused: Absence without phone call, text, or email to Mayor’s office staff designee. Two excused absences in a row will constitute one unexcused absence.

Unexcused Absences

- A Mayor’s office staff designee shall contact Steering Committee members who have an unexcused absence for the first Steering Committee meeting;
- A Mayor’s office staff designee shall contact Steering Committee members with two unexcused meeting absences in a 12-month period;
- Steering Committee members with three unexcused absences in a 12-month period shall be disqualified from the Steering Committee and replaced by an alternate. A Mayor’s office staff designee shall contact Steering Committee members and inform them of the disqualification by both phone and email;
- Steering Committee members requesting an exception to the attendance rules may appeal to the Executive Committee and Mayor’s office staff designee. The Executive Committee and the Mayor’s office staff designee will work together to decide whether to grant or deny the exception appeal.

Steering Committee Vacancies

The vacancy of a Steering Committee member may occur due to:

- Enforcement of attendance requirements;
- Resignation by the Steering Committee member.

Upon awareness of a vacancy, the Mayor’s Office will reach out to the Council Member representing the district with a vacancy, in order to find a suitable replacement.

Whenever possible, the Steering Committee vacancy will not be filled midway through the process unless there is a natural entry point for the vacancy to be filled. For the purposes of the current PB cycle, the Steering Committee will not allow any vacancies to be filled for revisions to the guidelines after April 15, 2023.

A.4. - BUDGET DELEGATES

The Budget Delegates are a community-led group. The Mayor's Office collaborates with Metro Council Members per district to identify, recruit and appoint one (1) Community Member to represent said Council Member's district in the role of a Budget Delegate. The Budget Delegates' deliverable at the end of the process is a ballot. This ballot consists of a slate of **Fully Eligible Proposals** that will be submitted to the community for a vote.

The Budget Delegates must look to these guidelines to determine: (1) which projects are eligible; and (2) how to apply certain parameters for prioritizing projects. *See below, Eligibility and Selection; Proposal Development.* Because the project ideas are likely to be abstract and preliminary as submitted, the Budget Delegates must collaborate with the community and with Metro Staff to determine eligibility and to develop eligible ideas into actionable projects. This necessitates research into both cost and feasibility.

More specific guidance on eligibility and proposal development is contained in later sections of these guidelines. In general, Budget Delegates will be expected to perform the following tasks:

Training and Compliance

- Attend one (1) Budget Delegates Orientation, one (1) Project Proposal Workshop;
- Attend training on the eligibility, definitions, and descriptions of American Rescue Plan (ARP) projects;
- Review and apply these guidelines to analysis of the proposed project ideas;
- Request assistance from the Steering Committee and Metro staff for questions about the applicability or interpretation of the guidelines regarding project eligibility and proposal development;
- Report to the Mayor's Office and/or Facilitator regarding progress (note that any such reporting will be made available to the Steering Committee by the Mayor's Office and/or Facilitator).

Turning Project Ideas into Proposals

- Meet regularly to discuss, categorize, and prioritize initial project ideas;
- Organize into subcommittees to develop proposals;
- Make an initial determination of project eligibility;
- Coordinate with Metro Staff to develop accurate and precise implementation budgets during development process;
- Submit the ballot to Metro Staff (legal) for a review of the projects prior to presenting the ballot for a community-wide vote;
- Help to develop a ballot of Fully Eligible Proposals that will benefit the community by:
 - Consulting with Metropolitan Nashville & Davidson County community members and stakeholders;
 - Performing site visits and take photographs for proposal creation;
 - Submitting proposal questions to Metro Staff;
 - Any additional work, as necessary.

- Communicate with other MNPB area community members and stakeholders to encourage participation and/or voting on project proposals.

Other Responsibilities

- Include a contingency for overages in each proposed project (5% is the initial recommendation);
- Evaluate the Participatory Budgeting process.

A Budget Delegate may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal or financial benefit. *See Conflicts of Interest subsection.*

A.5. - CONFLICTS OF INTEREST

For Community Members serving in leadership roles within the MNPBP, project submission and voting should be allowed and encouraged. However, it is important to protect the integrity of the MNPBP. As such, a participant serving in a leadership role should avoid conflicts of interest, perceived or actual. A conflict of interest occurs when one’s personal interest in a project or idea compromises neutral decision-making. Any individual with an actual or potential conflict of interest shall disclose such actual or potential conflict of interest to the Subcommittee Members and shall recuse themselves from any decision-making in order to protect the integrity of the process. Additionally, the individual will seek counsel from Metro Legal to determine whether there is a possibility of a conflict. Once Metro Legal has made its determination, the Steering Committee and Budget Delegates have the authority to require recusal from decision-making about a project or idea, by formal motion and majority vote.

This section should not be construed as a limitation on voting on the ballot submitted to the public for a community-wide vote.

COMMUNITY ENGAGEMENT

The Community Engagement Subcommittee will solicit participation from Steering Committee members, neighborhood, and organizational leadership, and paid and in-kind marketing and media providers to shepherd community engagement for the 2023 PB cycle. These efforts are to encourage participation during two crucial windows in the process: (1) Idea Collection and (2) County-Wide Voting.

The strategy will be to:

- Develop community engagement ideas for the MNPB program in collaboration with the full Steering Committee
- Identify locations and outlets to inform and engage the community, including but not limited to:
 - Government Websites
 - Community centers and Metro Parks recreation centers
 - Libraries
 - Houses of worship

- Schools
 - Local gathering spots and community hubs
 - Radio and TV media
 - Mailers, printed flyers, brochures, posters
 - Social media, neighborhood ListSrvs, and other digital meeting places
 - Trade groups (i.e., Realtors)
- Advise and guide Metro-hired PR/ad agency to develop graphics, illustrate content, and create advertising
 - Monitor the community engagement process, with an eye on prioritizing involvement in the most vulnerable areas as determined by the Social Vulnerability Index
 - Evaluate and report progress/failures with recommendations for improvement as needed throughout and at the end of the PBP cycle to the Steering Committee.

In addition, each Steering Committee member is encouraged to share the MNPB program with their contacts in the categories above (and any other ways they see fit) and be aware of local events in their communities for opportunities to spread the word.

- Metro should provide funding for SC members to throw community block parties or other festive and food-related events to promote the PB program and encourage participation
- Steering Committee members are encouraged to share their successes via email with the Mayor's office so they can be passed along to the group in a timely fashion.

The Metro-hired PR/ad agency will also launch a program contracting Trusted Community Partners from across Metropolitan Nashville & Davidson County to help engage their constituencies, as explained below. Regular updates to and communication with the Steering Committee are expected from the PR/ad agency throughout the process.

Trusted Community Partner Guidelines and List of Suggested Organizations

Trusted Community Partners (TCP) are local community and grassroots organizations that the Participatory Budgeting Program (PBP) will engage to gain traction and support within the diverse local communities of Metropolitan Nashville and Davidson County. TCPs will play a pivotal role in messaging, connectivity, and media engagement to further advance the achievement of maximum community engagement and participation.

Twenty (20) TCPs will be contracted for the 2023 PBP cycle.

The PBP team in the Mayor's Office and its contracted ad agency/PR firm will produce and provide print and digital collaterals for TCPs to share with their constituents to build awareness of the PBP process and community engagement milestones, including but not limited to:

- Suggested posting/e-communication schedule;
- Suggested social media posts;
- Suggested newsletter copy;
- Social media/newsletter graphics customized to each TCP and sized to fit best practices on the most-used platforms (*i.e.*, Instagram, Twitter, etc.);
- All relevant links and answers to FAQs; and
- A dedicated contact person for TCPs to ask questions and receive updates

Once these clear deliverables and expectations are provided to TCPs, they will be required to complete a scope of activities within two PBP phases (below). The contracted ad agency/PR firm will provide a stipend of Five Thousand and 00/100 Dollars (\$5,000.00) to each TCP for their participation in the PBP process, to be delivered in two payments of Two Thousand Five Hundred and 00/100 Dollars (\$2,500.00) each, with the second payment pending evaluation of success in the first phase. Such evaluation will be performed by the ad agency/PR firm, the Mayor's Office Designee, and the Executive Committee. TCPs must be neutral when publicizing the MNPBP and when doing so, may not advocate, recommend, suggest, or advise that a particular project be proposed or considered for the Program.

Phase 1: Pre-June 1st - Idea Collection

- Hold two (2) in-person information and idea collection sessions with a virtual option to join. A minimum attendance requirement of 25 Davidson County residents across the two meetings must be met, with attendance verified by sign-in sheets including attendees' addresses to ensure residency. These sessions may be coupled with existing TCP events provided sufficient time is dedicated to idea collection and explaining the PBP process. It is strongly suggested that the TCPs utilize a portion of their stipend to provide food and refreshments at these events;
- Send a minimum of two (2) e-blasts to the TCP's constituency encouraging idea submission (may be combined with other updates provided PBP features prominently);
- Promote the PBP idea collection process via a minimum of at least two (2) weekly posts on TCP's social media platforms between now and June 1, 2023;
- Provide a clear link for participation on TCP's website and all social media platforms between now and June 1, 2023; and
- Display PBP signage and flyers promoting the PBP process, idea collection, and volunteer opportunities in TCP office or location of business.

Phase 2: Fall - Voting Process

- Send a minimum of two (2) e-blasts to TCP's constituency encouraging voting in PBP (may be combined with other updates provided PBP features prominently);
- Promote the PBP voting process via a minimum of at least two (2) weekly posts on TCP's social media platforms in October 2023 and November 2023;
- Provide a clear link for voter participation on TCP's website and all social media platforms in October 2023 and November 2023; and
- Display PBP signage and flyers promoting the PBP ballot, options for method of voting, and voting deadline in TCP office or location of business.

Suggested TCPs Per Steering Committee

| | |
|------------------------------------|------------------------------------|
| AARP | Nashville Chamber |
| African American Cultural Alliance | Nashville Chamber International |
| American Muslim Advisory Council | Nashville Junior Chamber |
| Backfield in Motion | Nashville Noticias |
| Community Foundation of Middle TN | NOAH |
| Conexión Américas | Open Table |
| Elmahaba Center | Project Return |
| FiftyForward | Stand Up Nashville |
| Hands On Nashville | The Bridge Ministry |
| Hispanic Family Foundation | TIRRC |
| Jewish Federation/Foundation | TN Returned Peace Corps Volunteers |
| Kurdish Professionals | Walk Bike Nashville |
| Martha O'Bryan Center | Workers Dignity |
| MNPS Community Achieves | YMCA of Middle TN |

ELEGIBILITY AND SELECTION

Participatory Budgeting (PB) is an opportunity for communities to decide together how government money is spent in designated neighborhoods. The process is simple:

- generate and submit an idea;
- develop proposals; and
- vote on the proposals of your choice.

Community Members will have a direct line to Metropolitan Nashville & Davidson County officials and the funds needed for improvement. Nashville's Mayor and Metro Council have approved the use of Ten Million and 00/100 Dollars (\$10,000,000.00) of ARP funding for participatory budgeting across the Metropolitan Nashville & Davidson County community. This investment in local ideas to build a strong community and create a more equitable distribution of public resources is called the Metropolitan Nashville & Davidson County Participatory Budgeting Program.

Idea Collection

A **Project Idea Submission Period** will be designated as February 1, 2023, through June 1, 2023, and published to the community as the first step of generating ideas for a PB project.

Online submission – **Hub.Nashville.gov** provides 24 hour/7day/week access to Metropolitan Nashville & Davidson County Community Members to submit their ideas. In addition, ideas may be submitted by scanning a QR code with a mobile phone; and by using this link: pb.Nashville.gov. Community members may also submit ideas by calling 311.

A **Project Idea Application** for collection of the following information from the Community Member submitting the project idea will assist the Budget Delegate in developing the project proposal.

- Location of proposed project (Street, block, zip code, district, etc.);
- Type of project – a checklist of descriptive types of projects will be provided such as: Parks & Recreation; Arts, Public Infrastructure, Safety & Transportation, Crime Reduction, Education, and Social Service;
- Purpose or intent of the proposed project;
- Public benefit from the proposed project; and
- Name, address, and phone number of the Community Member submitting the proposed project idea.

There will be a “Statement of Financial Benefit” on the application that reads: *Projects may not result in a ‘gift of public funds’ to individuals or groups and must serve a public use or purpose.*

Budget Assemblies are public events wherein project ideas are collected. Assemblies seek to:

- reflect Metropolitan Nashville & Davidson County diversity; and
- include all segments of the community.

Assemblies can occur at existing public events, festivals, schools, places of worship, or online and are facilitated by Metro staff, Steering Committee members, and volunteers. A minimum of three (3) Budget Assemblies may be held.

Project Ideas Must:

- Take place in Metropolitan Nashville & Davidson County;
- Benefit the public at large;
- Accomplish the project implementation goal within a one-time funding period;
- Provide primary benefit for the public-at-large (or a subset group that is not delineated by exclusive or paid membership in a group, organization, or by participation in a specific activity);
 - Projects that only benefit private individuals or groups are not eligible. Projects may not result in a ‘gift of public funds’ to individuals or groups and must serve a public use or purpose. This means that the project results in a direct/primary concrete or quantifiable benefit to the public;
- Provide a tangible, permanent benefit that allows for broad public access, including a long-term plan to maximize benefit for the full utility of acquired assets;
- Be capital infrastructure, capital improvement, durable acquisition, or program and service projects:
 - Capital Infrastructure/improvement and/or durable acquisition projects for public purposes, on public property owned by the Metropolitan Government of Nashville within incorporated Metropolitan Nashville & Davidson County limits and implemented by the Metropolitan Government of Nashville and/or a public agency that manages Metropolitan Nashville & Davidson County owned property are eligible for funding;
 - Program and service projects implemented by a public agency and/or qualified 501(c)(3) non-profit organization are eligible for funding allocated through MNPB process. All program and service project proposals must meet the existing

implemented guidelines and qualifications. Funding cannot cover administrative, overhead, or routine maintenance costs;

- Be artistically and fundamentally excellent, functional, educational, and accessible;
- Cultivate a safe, accessible, place to live, work, move, and play;
- Be located within Metropolitan Nashville & Davidson County;
- Not result in the private benefit of individuals or confer value to a non-public entity:
 - Examples of an ineligible project includes purchasing assets for a non-public entity that generates net revenue for a private entity or individual(s), nor should the project exceed the cost of the program for which revenue is generated;
- Not be contingent on market or demand-driven revenue streams for future sustainability
 - Examples of an ineligible project include start-ups or enterprise-driven nonprofits;
- Not obligate Metropolitan Nashville & Davidson County to ongoing funding beyond the PB allocation
 - if other funding sources are needed to accomplish the project goals, those funds must be secured prior to submission for Metro review and vetting;
- Be for public purposes;
- Projects must not require a change in Metropolitan Nashville & Davidson County or public agency policy in order to be implemented and achieve the goals outlined in the proposal
 - Examples of these types of ineligible projects could include studies, ordinance development, or campaigns;
- Be implemented by Metropolitan Nashville Davidson County or the Financial Oversight committee for Coronavirus Recovery;
- Follow the ARP funding guidelines detailed in the “Budget Delegates” section; and
- A project’s budget may not exceed the total budget of its respective SVI group.

In most cases, funds will not be distributed up front and will be distributed as payment for service, on a reimbursement basis, and/or progress payment to a certified contractor or entity.

Project ideas are submitted to the Budget Delegates for eligibility review, proposal development, and ballot recommendations.

A fully eligible project description will be shared and agreed upon by the Budget Delegates in advance of the final vote on projects to be forwarded for review and submission to the Mayor’s Office and in advance of Ballot development.

Budget Delegates shall objectively assess all ideas submitted recommending for ballot those that meet all of the requirements of FULL ELIGIBILITY as stated above.

A fully eligible project (“Fully Eligible Project”) must contain the following:

- Sufficient details to understand the purpose and intent of the project;
- Identification of Public Benefit(s) or Proposed Beneficiary(ies);
- Total estimated budget, including the cost to fully implement the project to completion (*i.e.*, bidding, staff, in-kind contribution, etc.);
- Timeframe for project completion; and
- Proposals with a non-public agency as implementing partner, or with potential non-profit subcontractors, must be identified and the implementing partner must meet current

Metropolitan Nashville & Davidson County guidelines for 501(c)(3) nonprofit organizations seeking funding for a program and/or services before the Second Stage Review.

PROPOSAL DEVELOPMENT

All Budget Delegates must attend an orientation including a Finance and Legal session provided by Metro Department Staff regarding the general participatory budgeting process. Additionally, they will be trained on the definitions and descriptions to have a better understanding of how to review the proposed ideas and develop the proposals for voting.

At the orientation session, Budget Delegates may choose to join a subcommittee (an “Issue Subcommittee”), for the purpose of discussing and developing project proposals which pertain to a specific area of interest to the Budget Delegate. Budget Delegates may not join more than one Issue Subcommittee.

Issue Subcommittees may include but are not limited to:

- Parks and Recreation
- Arts
- Public Infrastructure, Safety & Transportation
- Crime Reduction (reentry, reform, rehabilitation)
- Education
- Social Services

Demographic Subcommittees may also be formed to ensure maximum participation from groups of historically marginalized people whose participation in the Participatory Budgeting process might otherwise be limited. At least four (4) delegates must sign up for a Demographic Subcommittee before the subcommittee may be formed.

Metro departments relevant to ideas submitted by the Community Members will provide, at a minimum to Budget Delegates, the following:

- Critical laws or other information that may affect the viability of projects (*e.g.*, flood plains);
- Standard design guidelines used for department projects (*e.g.*, WeGo Design Guidelines); and
- Standardized budget estimates applicable to the departments, informed by past idea submissions, if available. These budget estimates should include, for example, the following, updated with the most current cost information available:
 - Sidewalk cost by distance;
 - Bike lane cost by distance;
 - Traffic calming cost by distance;
 - Bus bench/shelter cost by option;
 - Park pavilion cost by size for two sizes;
 - Landscaping cost by area;
 - Playground cost, new and replacement; and
 - Standard signage cost per sign.

In addition to the information above, the Budget Delegate subcommittees may request that the Metro department(s) relevant to their subcommittee attend the subcommittee’s first meeting to discuss the information provided by the department and answer questions that will help inform the selection and development of ideas for further review.

In particular, the Steering Committee recommends the following departments identify time to speak with Budget Delegate subcommittees:

- Metro Parks and Recreation
- Nashville Department of Transportation and Multimodal Infrastructure (NDOT), formerly Public Works
- Metro Arts Commission
- Metropolitan Nashville Public Schools (MNPS)
- Metro Homeless Impact Division
- Nashville Public Libraries
- Office of New Americans
- Mayor’s Office of Neighborhoods
- Other

Budget Delegate Issue Subcommittees may request to meet with other departments as relevant and needed, according to their designated issue area and the ideas received from the community.

The Mayor’s Office Staff Designee will function as a liaison between the Budget Delegates and the listed Metro departments. A metro or agency staff member may not initiate, be the main representative of, or participate in projects from which he/she will receive a personal benefit.

REVIEW

The Steering Committee, Budget Delegates, and Metro Department Staff will strive for full utilization of funds. Full utilization will be accomplished by combining projects that address a similar public need; eliminating projects that do not meet the eligibility criteria and rules; and/or prioritizing projects based on greatest need. An eligible project must undergo a three-stage review process, with exact dates to be determined by the timeline approved by the Steering Committee and the Mayor’s Office Staff Designee.

First Stage Review

- Budget Delegates collect and organize project idea submissions, a minimum goal of twenty (20) per Metro Council district;
- If a Metro Council district does not submit the minimum goal number of project ideas by the date that is one (1) month prior to the Idea Collection Deadline, the Mayor’s Office Staff Designee must notify the Chair of the Steering Committee in writing. The Steering Committee will, as soon as practicable, conduct targeted outreach efforts to any such district in order to

field as many new project ideas as are needed to meet the minimum goal number of project ideas of twenty (20);

- Budget Delegates eliminate all project idea submissions that clearly do not meet the eligibility criteria;
- Budget Delegates eliminate or consolidate duplicates within the project idea submissions;
- PB Facilitator(s), at the direction of Budget Delegates, place all project idea submissions into categories corresponding with the subcommittees identified;
- Budget Delegates shall submit to Metro a summary (approximately 100 words) for each project proposal that was not eliminated or consolidated. Metro staff will provide general feedback on eligibility issues and concerns but will make no binding determinations.
- Budget Delegates eliminate additional unverifiable, ineligible projects based on feedback from Metro staff; and
- Budget Delegates select no more than five (5) verifiable, eligible projects per Council District to carry forward into Second Stage Review.

Second Stage Review

- Budget Delegates, within their subcommittees, use the Criteria for Evaluating Ideas in the Budget Delegate Workbook to narrow the list of projects to no more than three (3) per Metro Council district, equal to one hundred five (105) projects in total, by eliminating additional projects ideas or consolidating multiple similar project ideas into one.
- Budget Delegates use the PB Project Proposal form to further describe and specify the project, including photos of the location or screenshots of Google Maps, if available. Budget delegates complete project proposals individually, as assigned/agreed upon by their subcommittee. The PB Budget Proposal Form facilitates the creation of a fully eligible proposal. A FULLY ELIGIBLE PROPOSAL must contain the following:
 - Sufficient details to understand the purpose and intent of the project;
 - Identification of public benefit(s);
 - Total estimated budget, including the cost to fully implement the project to completion; and
 - Estimated timeframe for project completion.
- Budget Delegates shall submit to Metro staff a maximum of one hundred five (105) or no more than three (3) project ideas per Metro Council District. Metro Department Staff will:
 - Provide extensive feedback and revision requests to the Budget Delegates;
 - In consultation with the Metro attorney, make final determinations on whether project proposals are eligible for the third stage review of the PB ballot. In the event that a project idea proposal is determined to be ineligible, the Mayor's Office Staff Designee must submit in writing to the Steering Committee Chair and the Budget Delegates a written statement detailing the reasoning behind the determination that such project idea proposal is ineligible. Such written notice must be published publicly to pb.nashville.gov;
 - Eliminate project proposals deemed ineligible in the Second Stage Review. Ineligible proposals may no longer be developed in the current cycle's process and cannot be submitted for Third Stage Review.

- In the event that a project proposal is determined by the Metro Department Staff, in consultation with the Metro attorney, to be ineligible, the Budget Delegates are directed to replace the ineligible project proposal(s) from the remaining ideas resulting from the First Stage Review (the First State Review being intended to result in no more than five (5) viable project proposals per Council District) for submission in the Second Stage Review.
- Based on feedback from Metro Department Staff review, Budget Delegates, as a full group, will use the Criteria for Evaluating Ideas in the Budget Delegate Workbook to further narrow project idea proposals which have not been eliminated down to thirty-five (35) projects, or no more than one (1) project idea proposal per Metro Council District that will be considered for the final ballot.
- In addition to the Criteria for Evaluating Ideas, Budget Delegates shall make their best effort to equally represent Metropolitan Nashville & Davidson County, geographically, as they narrow the list of ideas for consideration for the final ballot.

Third Stage Review

- Budget Delegates, in collaboration with supporting Metro Department Staff, shall submit a maximum of twenty-five (35) eligible and/or revised project proposals, no more than one (1) per Metro Council district, that include final ballot language, poster photos (an example or mock-up), etc., to Metro Department staff for consideration for ballot inclusion. Metro staff will notify concurrently the Steering Committee and Budget Delegates about final ballot determinations.
- The Mayor's Office Staff Designee, in consultation with the Metro attorney, shall determine final project idea proposal eligibility. In the event that a project idea proposal is determined to be ineligible, the Mayor's Office Staff Designee must submit in writing to the Steering Committee Chair and the Budget Delegates a statement detailing the reasoning behind the determination that such project idea proposal is ineligible. Such written notice must be published publicly to pb.nashville.gov
- In the event that a project idea proposal is determined by the Mayor's Office Staff Designee, in consultation with the Metro attorney, to be ineligible, the Budget Delegates are directed to select no more than one (1) of the remaining ideas resulting from the First Stage Review (the First Stage Review being intended to result in no more than five (5) viable project proposals) for submission in the Third Stage Review.
- The Steering Committee shall not make determinations about individual projects advancing to the ballot but may review the projects in advance of the ballot being generated.
- After the Metro Department Staff has reviewed the final project proposals, the project proposals may not be altered or combined, except under extraordinary circumstances as determined by the Mayor's Office Staff Designee.
- The Ballot shall contain thirty-five (35) project idea proposals, with an effort to have one (1) project idea proposal per Metro Council district, reflecting the best efforts of equity and engagement of the entire Metropolitan Nashville & Davidson County community. Budget Delegates shall make their best effort to equally represent Metropolitan Nashville & Davidson

County, geographically, keeping the social vulnerability index in mind as they narrow the list of ideas for consideration for the final ballot.

SOCIAL VULNERABILITY INDEX

Social Vulnerability Index Criteria

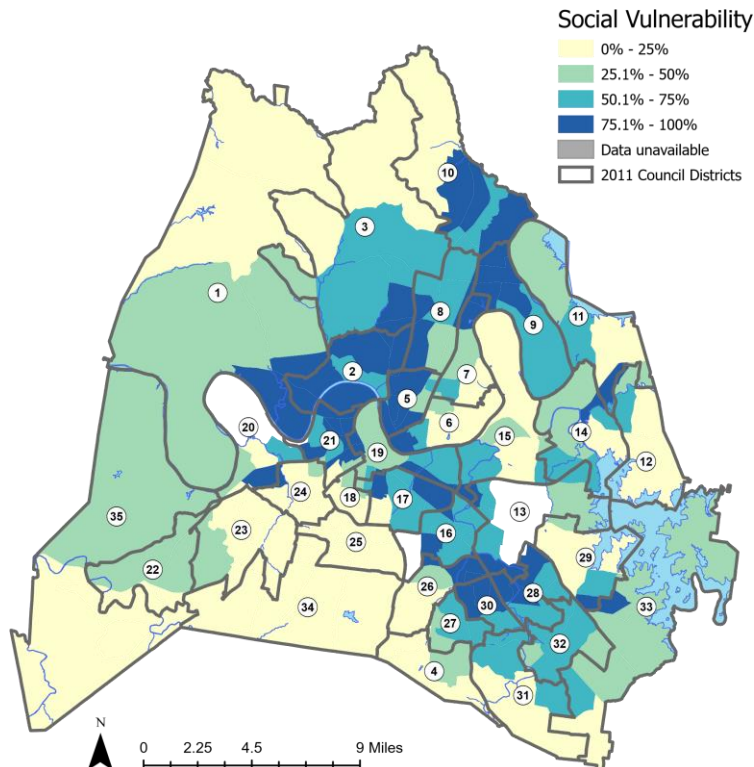
Social vulnerability refers to the potential negative effects on communities caused by external stresses on human health. Such stresses include natural or human-caused disasters, or disease outbreaks. Reducing social vulnerability can decrease both human suffering and economic loss.

The CDC/ATSDR Social Vulnerability Index (CDC/ATSDR SVI) uses 15 U.S. census variables to help local officials identify communities that may need support before, during, or after disasters.

Project funding will be distributed in accordance with the proposed region’s social vulnerability designation. The breakdown of funding distribution can be found below:

| Min | Max | Population | Dollars Awarded | SVI Group Label |
|------|----------------|----------------|----------------------|-----------------|
| 0.75 | 1.00 | 148,793 | \$4 million | 1 |
| 0.50 | 0.75 | 182,281 | \$2.8 million | 2 |
| 0.25 | 0.50 | 160,225 | \$1.5 million | 3 |
| 0.00 | 0.25 | 224,585 | \$1 million | 4 |
| | Totals: | 715,885 | \$9.3 million | |

The following is a map of Nashville’s social vulnerability index, based on federal data.



Social Vulnerability Index Funding Guidelines

The below guidelines are recommendations for the Steering Committee during the project funding process:

- Social Vulnerability Index: Each proposal on the ballot will include an indication of what SVI quartile(s) the project serves;
- It is helpful to consider the four SVI quartile funds as separate budgets. The Steering Committee will accept the top-vote getters for each quartile until the quartile's budget has been exhausted. See below for instruction on how additional funding may be awarded to the quartile in the event of unallocated funding;
- If the physical footprint of a project includes multiple SVI districts, then the recommendation is to draw the budget from the SVI budget with the highest remaining share of its total budget (calculated as the current remaining budget/total budget) in which at least 20% of the project's footprint lies.
 - For example, a project that is 15% in SVI 1, 25% in SVI 2, and 60% in SVI 3, with each SVI budget having 80%, 60%, and 30% of their respective budgets remaining. SVI 1 is eliminated due to the project footprint being less than 20% in that district, and the project would be funded from the SVI 2 budget as it has the highest share of its remaining budget.
- If there are remaining funds in SVI budgets after funding all available projects with their individual budgets, then it is recommended that the SC combine the remaining budget from all the SVI budgets and attempt to fund a project from the highest SVI with the highest votes. If there are leftover funds that cannot be allocated to projects in that SVI, then continue to the next highest SVI and so on until the remaining combined budget has been allocated to projects.
- The Steering Committee may request additional funding from the relevant Metro department(s).
- At the direction of the Steering Committee, the added resources will be used to complete the project(s), partially fund the next highest vote-getting project, or split the remaining funds between any tied projects.
- If the project(s) cannot be completed with partial funds, the Steering Committee will determine where the remaining funds will be allocated (*i.e.*, to another project that can be fully funded or further enhanced or to cover the administrative costs of the PBP).

VOTING

- Final project proposals will be presented to the community at public events and meetings, including Voting Expos. The Steering Committee will determine the location and time of the Voting Expos;
- Campaign guidelines for the project proposals shall be determined by the Steering Committee and the Mayor's Office Staff Designee;

- The Steering Committee and Metro staff will research the logistics of implementing voting methods, including but not limited to:
 - an online voting platform based on Hub Nashville that allows Nashville community members to be authenticated and vote remotely;
 - Voting by mail;
 - Voting in person at the Expo;
 - Voting at non-PB community events; and
 - Voting at Metro Public Libraries via voting boxes
- Community Members 14 years of age and older can vote on the proposals.
- At the time of voting, community members must verify they satisfy the voter eligibility requirements, which will be publicized prior to the vote. A comprehensive verification process that protects public privacy and choice will occur before final vote results are announced. Ballots that do not satisfy the eligibility requirements will be eliminated.
- Only one ballot per Community Member may be cast. Duplicate ballots will be eliminated.
- Ballots that have been eliminated and/or rejected will be reviewed by the PB Steering Committee to be cured if possible.
- Voting opportunities will take place on multiple days and in multiple locations. Each resident can vote once at any location or online, multiple votes will be eliminated across all platforms.
- No campaigning will be allowed at polling locations.
- The Steering Committee will determine the structure of the ballot with input from the Mayor's Office Staff Designee.
- Metro staff, the Steering Committee, and appropriate partners will conduct ballot "readability" tests of different ballot designs prior to the vote to minimize confusion among voters.