

# Participatory Budgeting

## – Insights and resources by the EmPaci Interreg BSR project

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# Agenda

- **Introduction to Participatory Budgeting (PB) and EmPaci**
- Tools
- Workshop on PB
- Key learnings from the EmPaci project
- Activities of pilot municipalities Internet voting, websites and Information technology services

## General definition of PB: (Sintomer/Herzberg/Röcke 2008)

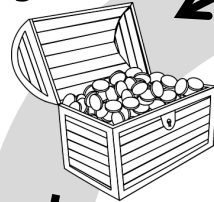
- **Content:** Procedure explicitly concerns financial matters
- **Scope:** Participation on the level of the whole city / municipality
- **Design:** Permanent and repeated procedure
- **Deliberative elements:** Public debate on budgetary issues
- **Accountability:** Results are publicly reported



# Introduction to PB and EmPaci

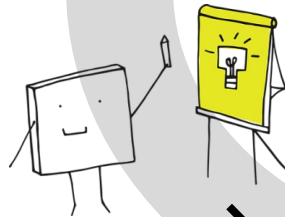
## 1 Local council

Parts of the municipal budget for co-decision making by citizens



## 2 Citizens

Proposals for projects



## 3 Administration

Feasibility checks



## 7 Administration

Evaluation, process improvements



## 6 Administration

Implementation, reporting



## 5 Local council

Final decision on projects



## 4 Citizens

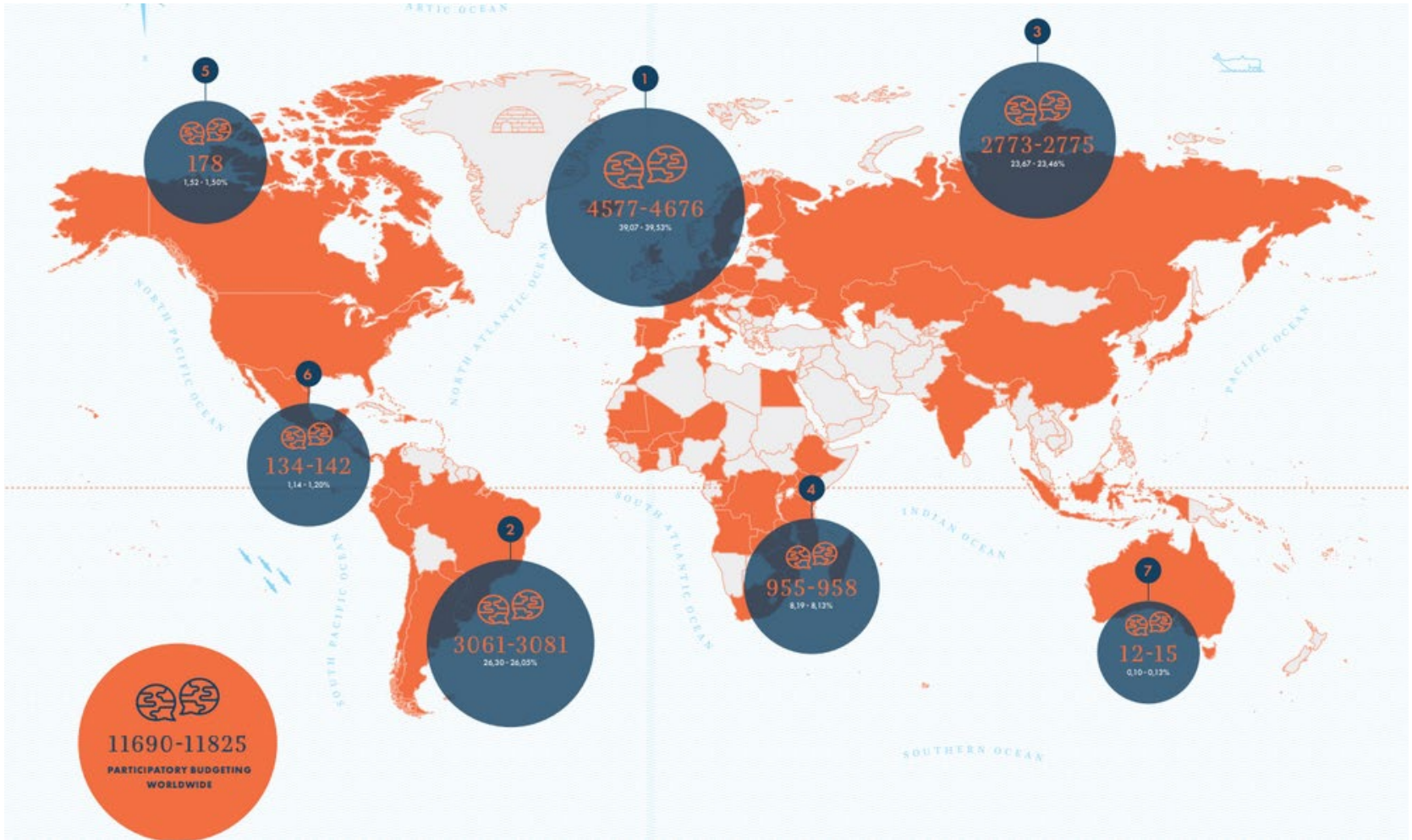
Voting for projects



**"Typical"  
PB process**

# PB variants in Germany

- Can be restricted to **neighbourhood** or **district funds**
- Can be performed **bi-annually** corresponding to the budget
- Financial matter to be decided about can be:
  - How to **spend** public funds?
  - How to **receive** more public funds?
  - How to **safe** public funds?
- Going **beyond mere consultative** budgets: Increasingly, the final **decision-making right** of the local council is transferred **to citizens** through self-binding commitment  
→ **citizen budget**





# EmPaci: Empowering Participatory Budgeting in the Baltic Sea Region

- **Objective:** Supporting and educating about PB processes in municipalities
- **Project duration:** January 2019-December 2021
- **Funding body:** European Union Interreg Baltic Sea Region (BSR) with financial support of the Russian Federation



**EmPaci**





European  
Commission

## Introduction to PB and EmPaci

# EmPaci: Scope

## Baltic Sea Region

- 17 partners in 6 countries

## **Intended partner selection:**

In each country





- 1 municipality,
- 1 NGO and
- 1 university

[www.empaci.eu](http://www.empaci.eu)





# EmPaci: Outputs for capacity building

	2019	2020	2021
	Status Quo Analysis Citizen Needs Analysis	1 <sup>st</sup> piloting of PB in 9 municipalities	2 <sup>nd</sup> piloting of PB in 9 municipalities
	Joint preparation of training materials	PB training in partner and external municipalities	
	Local advisory boards	BSR network and joint events on PB	
	IT features and usability	PB tools reference architecture	



European Commission

Introduction to PB and EmPaci

# EmPaci: Outcome after 1<sup>st</sup> pilots

Empowering participatory budgeting in the Baltic Sea Region – EmPaci



1<sup>st</sup> pilots completed



1 123 IDEAS SUBMITTED



32 656 CITIZENS VOTED



136 IDEAS SUPPORTED



1 511 000 EUR



10+ TRAINING AND INFORMATIVE EVENTS



5 INTERNATIONAL EXPERIENCE SHARING EVENTS

PROJECT IDEAS SUPPORTING:



ACTIVE LEISURE



CULTURE



SUSTAINABLE LIFESTYLES



INFRASTRUCTURE PROJECTS



EmPaci



EUROPEAN UNION  
EUROPEAN REGIONAL DEVELOPMENT FUND



WITH FINANCIAL SUPPORT OF THE  
RUSSIAN FEDERATION

**Budgets:**

between 20.000 to 2,2 Mio. EUR per municipality

**Budget per citizen:**

between 0,77 to 13,20 EUR

# Agenda

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- **Tools**
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# Tools for implementing PB

- **Overview:**
  - Guidebook to PB implementation: Online Manual
- **Distinctive tools:**
  - (1) Citizen survey and needs analysis
  - (2) IT tools for PB implementation
  - (3) PB training: Train the trainer
  - (4) Citizen journey

# Guidebook to PB implementation: Online Manual

Main result of the EmPaci project

Covering all other outputs of EmPaci by giving guidance



# (1) Citizen survey and needs analysis

- Identify needs of different citizens' groups before PB implementation to integrate as many diverse citizen groups as possible into PB
- How: Run a survey to ask citizens to define their preferred areas of improvement when setting the strategy for PB
- [Questionnaire templates](#) provided by EmPaci





# (1) Citizen survey and needs analysis

## Structure of the questionnaire

Part	Topic	No. of questions	Details
1	<b>Interest in politics and civic engagement</b>	10	Measure the citizens' engagement in local politics, their general interest in municipal issues as well as individual engagement
2	<b>Living in the municipality, citizen satisfaction and attachment</b>	8	Assess general satisfaction with living in the municipality Measure satisfaction with respect to the municipality's attributes in four different areas, i.e. urbanity and diversity, nature and recreation, job opportunities as well as cost-efficiency
3	<b>Participatory Budgeting</b>	13	Learn about how the respondents want the participatory budget of their home municipality to be designed regarding each of the process steps of PB (information, consultation and accountability) Additional textboxes to capture own ideas of citizens
4	<b>Personal data</b>	11	Capture demographic and socio-economic characteristics of the respondents to assess the representativeness of the survey and design PB specifically for different citizen groups

# (1) Citizen survey and needs analysis

## Example: Results of citizen survey in Rietavas/Lithuania

(end of 2019, 3% of inhabitants)

- 65% have **not heard about PB before**
- 64% said that **PB should be applied** in the municipality
- 81% said that the **minimum age for voting should be 18 years**
- **Participation** in PB through **live meetings** and **discussions** is preferred
- The preferred approach: **Council members suggest the ideas and citizens vote**
- Preferred areas of citizens' participation: **Education, health, culture**
- Preferred participation of citizens in **distributing money** (not in saving or collecting)

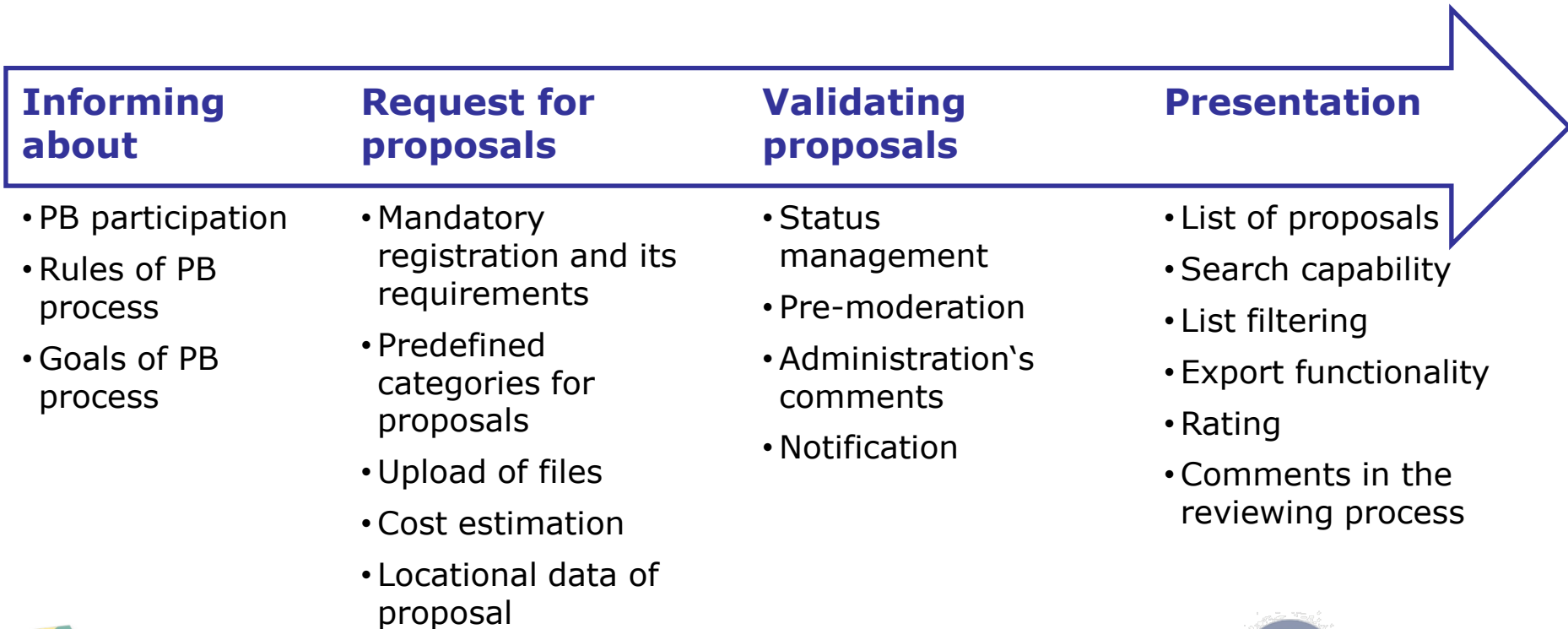
## (2) IT tools for PB implementation

- Usability features of PB websites
- PB Feature Matrix: Analysis of PB websites of 50 cities
- Analysis of 12 PB software solutions

# (2) IT tools for PB implementation

## Usability features of PB websites

A well designed webpage can integrate all potential steps of the PB process:



# (2) IT tools for PB implementation

## Usability features of PB websites

A well designed webpage can integrate all potential steps in the PB process:

### Feasibility audit & public discussion

- Non-IT: Estimate costs
- Non-IT: Technical feasibility
- Debate tool

### Voting

- Customized voting implementation
- Issue codes for voter identification

### Realisation

- Media involvement to inform citizens about the implementation of accepted proposals

## Tools

# Usability features of PB websites

Navigation	Search	Content design	Mobile enablement	Accessibility
<ul style="list-style-type: none"> <li>• Browsing experience, a user is familiar with</li> <li>• <b>Breadcrumb navigation</b> or a <b>sitemap</b> so that the user can always locate</li> <li>• Functioning <b>back-button</b></li> <li>• <b>Internal links</b> open in the same window</li> <li>• <b>Warn</b> the user before leaving the website through an <b>external link</b></li> <li>• <b>No broken links</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Clear search structure</b></li> <li>• <b>Easy to find</b> search function</li> <li>• Search capabilities with <b>sufficient capabilities</b> (e.g. many keywords to find answer)</li> <li>• <b>Readable minimum size</b> of search function</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Well-structured content</b> (avoid information overload, misplaced capitalising, or wrong prioritization)</li> <li>• <b>High image quality</b></li> </ul>	<ul style="list-style-type: none"> <li>• Customisation of web-pages for <b>smaller screen sizes and touchscreens:</b></li> <li>• <b>Resize</b> appropriately for mobile devices</li> <li>• <b>Optimized size</b> of buttons and input fields</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Supporting motorically impaired persons</b> by meaningful <b>mouse-alternatives</b> like shortcuts e.g., prioritising tab-stops or quickly referring to the accessibility support</li> <li>• <b>Supporting visually impaired persons</b> by using a <b>high-contrast</b> design, sufficient <b>font sizes</b>, use of <b>icons</b> or <b>underscores, text-to-speech</b> engine or a <b>braille</b> interface</li> </ul>



## PB Feature Matrix: Analysis of PB websites of 50 cities

Navigation	Search	Content design	Mobile enablement	Accessibility
<ul style="list-style-type: none"> <li>50 cities with sound navigation quality</li> </ul>	<ul style="list-style-type: none"> <li>38 cities offer search capabilities with sufficient quality</li> <li>1 city with search window at bottom-right of the page which require to scroll down</li> </ul>	<ul style="list-style-type: none"> <li>47 cities with high image quality</li> <li>2 cities with medium quality</li> <li>1 city with very low resolution of pictures</li> </ul>	<ul style="list-style-type: none"> <li>50 cities with resizing websites for use with mobile devices</li> </ul>	<ul style="list-style-type: none"> <li>47 cities support the mere use of shortcuts and keyboard</li> <li>1 city with low contrast design</li> <li>2 cities with too small text</li> <li>2 cities conform to the Web Content Accessibility Guidelines (WCAG) standard that predefines a minimum level of contrast</li> </ul>

<b>PB software</b>	<b>Short overview (1/2)</b>	Open source?	Free?
<b>Democracy OS</b>	Several democracy-related applications by Argentinian-based development team	Y	Y
<b>OpenDCN</b>	Integrated platform by Milano University (Italy) for PB, events, petitioning, and other e-democracy related use cases	Y	Y
<b>AppCivist</b>	PB-suite by the University of California	Y	Y
<b>Placespeak</b>	Location-based consultation software developed by a private company in Vancouver (Canada). Not a full-grown PB tool.	N	N
<b>Polis</b>	No classical PB tool. Implements a system for gathering opinions based on the resonance of comments in a discussion. U.S.-based	Y	Y
<b>Your priorities</b>	PB software by the Islandic nonprofit "Citizens Foundation".	Y	Y
<b>Loomio</b>	Decision-making platform	Y	N

PB software	Short overview (2/2)	Open source?	Free?
<b>Consider.it</b>	Vote polling platform. The users can share an idea, and others can agree or disagree using a slider. U.S.-based	Y	Y/N
<b>Consul</b>	Citizen participation software by a European nonprofit organization, supports PB, collaborative legislation, debating, proposals and voting.	Y	Y
<b>Decidim</b>	Digital democracy platform by an NGO in Barcelona with extensive functions.	Y	Y
<b>Maptionnaire</b>	Not a PB-Tool, but developed by a for-profit company in Helsinki for community engagement. Provides polling, surveys, and a form of gamified decision making.	N	Y/N
<b>Citizenlab</b>	E-democracy platform. Offers a range of features like polls, surveys, proposals, information and PB.	Y	Y



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# Analysis of 12 PB software solutions

Type	Item	DemocracyOS	OpenDCN	AppCivist	PlaceSpeak	Polis	Your priorities	Loomio	Consider.it	Consul	Decidim	Maptionnaire	Citizenlab
Informing	Participation Process	✓	✓	✓	✓	✗	✓	✓	✓	✓	✗	✓	✓
	Goals for PB	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Success Stories	✗	✗	✗	✓	✓	✗	✗	✓	✓	✓	✓	✓
Request for proposals	Mandatory Registration	✓	✓	✓	✗	✗	✓	✓	✓	✓	✓	✓	✓
	Registration Requirements	✗	✓	✓	✓	✗	✓	✗	✓	✓	✗	✓	✓
	Predefined Categories	✓	✓	✗	✓	✗	✗	✓	✓	✓	✗	✓	✓
	Upload a File	✗	✓	✓	✓	✗	✓	✓	✓	✓	✓	✓	✓
	Cost Estimation	✓	✗	✓	✓	✗	✓	✓	✓	✗	✗	✗	✓
	Locational data	✗	✓	✗	✓	✗	✗	✓	✗	✓	✓	✓	✓
Validating proposals	Status Management	✓	✓	✓	✗	✓	✗	✓	✓	✓	✗	✓	✓
	Pre-Moderation	✗	✗	✗	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Administrative Feedback	✗	✗	✗	✓	✓	✓	✓	✓	✓	✗	✓	✓
	Notification	✓	✓	✓	✓	✓	✓	✗	✓	✓	✗	✓	✓
Presentation	Proposal List	✓	✓	✓	✓	✗	✓	✓	✓	✓	✓	✓	✓
	Search Capability	✓	✓	✓	✓	✗	✓	✓	✓	✓	✗	✓	✓
	List filtering	✓	✓	✗	✓	✗	✓	✓	✓	✓	✗	✓	✓
	Export functionality	✓	✗	✗	✓	✗	✓	✗	✗	✗	✗	✗	✓
	Rating	✗	✓	✓	✓	✗	✓	✓	✓	✓	✗	✓	✓
	Comments in the reviewing process	✓	✓	✓	✓	✓	✗	✓	✓	✓	✗	✓	✓
Feasibility Audit & Public Discussion	Estimate costs	✓	✓	✓	✗	✗	✓	✓	✓	✓	✗	✓	✓
	Debate Tool	✓	✓	✓	✓	✗	✓	✓	✓	✓	✗	✗	✓
Voting	Voting Implementation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Voting Codes	✗	✗	✗	✓	✗	✓	✓	✗	✗	✗	✓	✓
Realisation	Media involvement	✓	✓	✗	✓	✗	✓	✓	✓	✓	✓	✓	✓









## Which software fits the best? EmPaci assessment tool

Item	Description	Weight	Must-Criteria	DemocracyOS	OpenDCN	AppCivist
Participation Process	Provide information on how to participate in the PB-process using the presented software.	0	No	Yes	Yes	Yes
Goals for PB	Display the desired outcomes for a PB implementation on the web-page.	0	No	Yes	Yes	Yes
Success Stories	The web-pages give examples for success stories of other municipalities.	1	No	No	No	No
Mandatory Registration	The software supports a mandatory registration before the handing in of proposals.	3	No	Yes	Yes	Yes
Registration Requirements	The software supports additional, formal registration requirements, e.g., issued code, citizen registration number.	0	Yes	No	Yes	Yes
Predefined Categories	To further structure the submitted proposals, they can be categorized (e.g., in "playground" or "landscaping").	2	No	Yes	Yes	No
Upload a File	The PB-website implements an object storage. It is possible to upload a picture smaller than 5 MB.	2	No	No	Yes	Yes

Debate Tool	Users of the platform can comment not only on each submitted and published proposal, but also in a general forum for discussion on a broader perspective (not only related to proposals).	3	Yes	Yes	Yes	Yes
Voting Implementation	The PB software provides a voting capability.	5	Yes	Yes	Yes	Yes
Voting Codes	The voter eligibility is captured through the issue of a unique code.	3	No	No	No	No
Media involvement	The PB-website informs citizens on the progress of the implementation of accepted proposals.	2	No	Yes	Yes	No
				0%	84%	71%
				☆ 7	☆ 5	☆ 6



## Citizenlab: Application examples

 <p><b>CLIMATE</b></p> <h3>All eyes on the climate in Grand Paris Sud</h3> <p>Grand Paris Sud consulted citizens on three key aspects of their upcoming annual strategy: mobility, culture and environment.</p> <p><a href="#">Read more</a></p>	 <p><b>IDEATION</b></p> <h3>Collecting citizen input for the city's annual plan in Kortrijk</h3> <p>Clarity, communication and political buy-in made the city's communication platform a success for all those involved.</p> <p><a href="#">Read more</a></p>	 <p><b>URBAN PLANNING</b></p> <h3>Marche-en-Famenne reaches 25% of citizens with its participation platform</h3> <p>25% of the city's inhabitants consulted the participation platform, and 1 in 5 inhabitants weighed in on the renewal of the city's main square via the online consultation.</p> <p><a href="#">Read more</a></p>
 <p><b>HOUSING</b></p> <h3>Idea Sourcing to Solve Housing Crisis in Vancouver</h3> <p>The city re-invested revenue coming from the Empty Homes Tax into affordable housing initiatives, as suggested by citizens.</p> <p><a href="#">Read more</a></p>	 <p><b>IDEATION</b></p> <h3>Improving dialogue between the city and its citizens in Schiedam</h3> <p>Clear feedback and efficient processing of citizen ideas by the city made this participation project a success.</p> <p><a href="#">Read more</a></p>	 <p><b>URBAN PLANNING</b></p> <h3>Lommel uses Citizenlab to involve citizens in urban planning decisions</h3> <p>Lommel turned to its citizens to imagine the future of one of the city's neighborhoods.</p> <p><a href="#">Read more</a></p>





## (3) PB training: Train the trainer

- **Objectives:** Build capacity of municipal employees, their respective institutions and representatives of civic society in the domain of PB and to provide participants with the knowledge and skills to design effective citizens participation processes at the local level.
- **Target group:** Municipal employees, Representatives of local NGOs or individuals who have been agreed / or will become an Ambassadors of PB

## (3) PB training: Train the trainer

- **Training Methods:** Frontal lecturing, group work, „train the trainer“ approach, „learning-by-doing“, brainstorming, case studies, role play, discussions, presentations, individual work.
- **Train the trainer:** Train-the-Trainer (T-t-T) is a model often used in a workplace to train employees, and at the same time to prepare them as trainers for other employees and stakeholders. Instead of having just one trainer who teaches a course for a long time, T-t-T involves multiple trainers teaching the same course at the same time in a T-t-T model.

## (3) PB training: Train the trainer

### Training Structure:

- 3 day training programme divided in 3 modules.
- The length in hours depends of local situation. Content can be adopted according the time will be dedicated to the training and the needs of the target group and can be implemented just partly as well.

## (3) PB training: Train the trainer

### Training Curriculum:

- Module 1 - theoretical module and practical exercises. Seeks to provide participants with the basic knowledge about Participatory Budgeting – models, priority areas, benefits and challenges, examples and case studies.
- Module 2 – theoretical and practical module. Contains a number of case studies and demonstrates how to apply the various concepts, methods and tools presented in the previous module; technical solutions for implementations of PB concepts; group work/individual work on engagement strategy, PB implementation and evaluation plan.
- Module 3 - a number of group exercises and individual assignments, which will allow participants to apply gained knowledge into the practical concept of PB and implementation processes; group reflection on the different concept drafts of participants.

## (3) PB training: Training videos

- [PB as a Civic Engagement Tool \(I\)](#)
- PB Cycle – Step by Step and the challenges
- [PB experience in Finland](#)
- [Assessment of effectiveness of PB](#)
- [Enhancing Civic Engagement](#)
- [PB International case studies](#)

For each of the videos, complementary presentation slides in ppt- or pdf-format can be [downloaded](#) to set up individual training.

- *Additionally:*
  - [Participatory Budgeting is Done Together: Case example of Lahti](#)
  - [Facilitating Group Discussions and Workshops](#)
  - [Participatory Budgeting Challenges Administration](#)

Further videos with contents on the PB pilots and trainings can be found on the PBbase network [YouTube Channel](#).



# PB training: Implementation example

## Implementation of PB training for the first year in Bielsko-Białej, Poland

### Training implementation plans

- **Place:** municipalities in Bielsko District where there is no PB
- **Audience:** representatives of municipalities, in particular officials dealing with PB and cooperation with civil society,
- **Type of training:** webinar

### Content of the training programme

- The procedure for the implementation of the PB in the municipality;
- Parties involved in PB and how to address the activities to them;
- Communication and social involvement processes - how to organize them;
- Obstacles and problems - how to solve?

### Who will be training

- **External expert in the field of communication:**
  - ✓ training programme (communication and dissemination plan)
  - ✓ training materials

# Citizen journey

- Application of customer management in the design of PB
- Customer management: Operate active communication channels
  - to obtain direct feedback from customers for product development (e.g., via design thinking or open innovation),
  - to react quickly to any problems, and ultimately
  - to bind customers to the product or brand in the long term.

## Citizen journey

- Customer journey: consider the **direct points of contact** between the customer and the company and those with any dealers, suppliers, etc. - whether they are online or offline
- Allows the identification of the various contact partners, the recording of the interactions of different customers with each other
- Counteracts the danger that companies overvalue individual sub-steps that are not essential from the overall perspective of the customer experience



# Citizen journey: Example persona

**Gabi Müller, 27 years old**

Sebastian Müller, 10 months

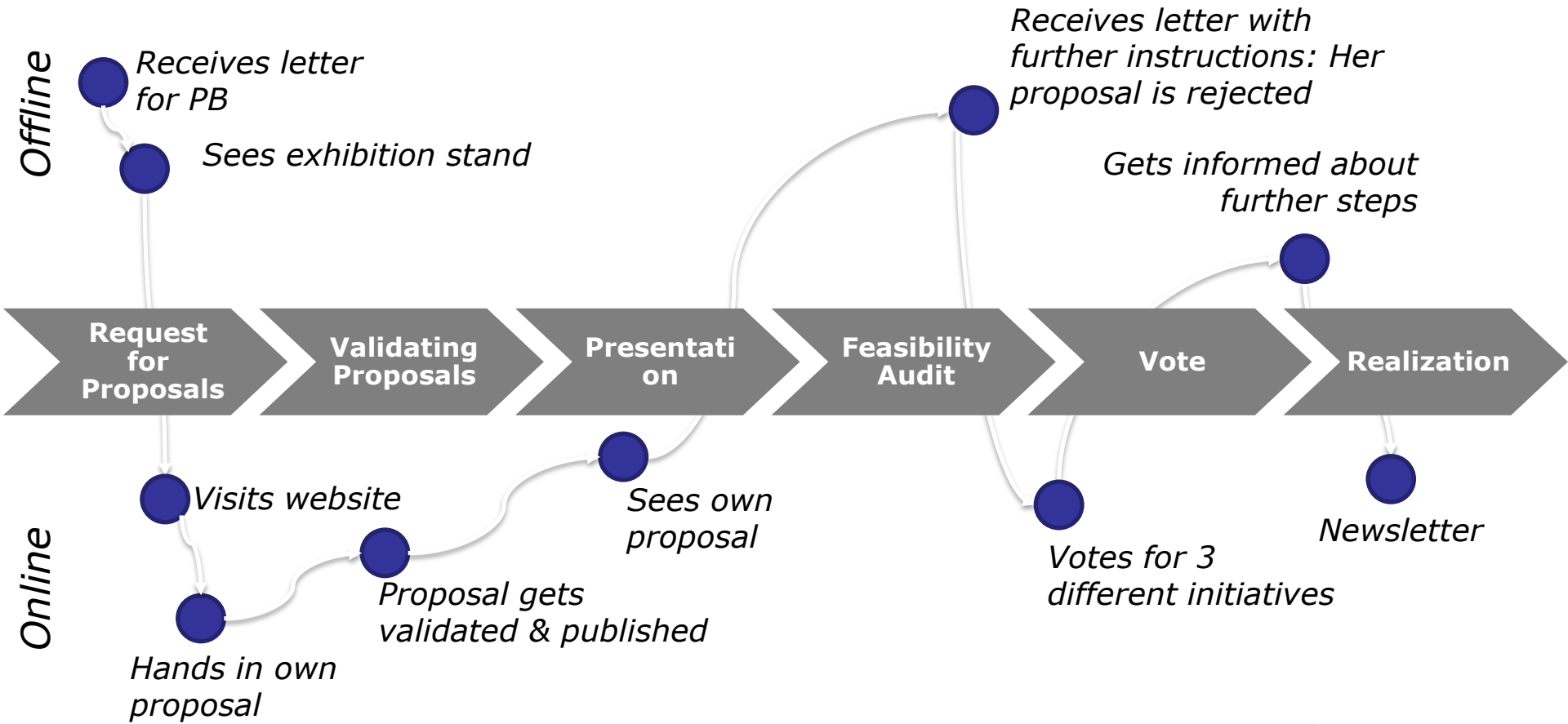


(Photo: Pixabay)

- Living in in the municipality for 6 years
- Participates in local canoe club
- Married for 4 years
- Works part time in a local store



# Citizen journey: Gabi's journey through PB



# Agenda

- Introduction to PB and EmPaci
- Tools
- **Workshop on PB**
- Key learnings from the EmPaci project
- Activities of pilot municipalities Internet voting, websites and Information technology services

# Citizen journey

## Goals:

- Give an overview on a possible interaction of citizens with the PB process
- Show all touchpoints (online & offline) with the process

## Hints:

- Not a blueprint! Not a recommendation!
- An exemplary journey of a citizens
- Start a discussion

# Citizen journey

## Task:

- Form four groups. Sit together at a table or in a circle of chairs with a flipchart.
- Read through the case description of your persona.
- Discuss together what points of contact the person might have with the PB process and how further offline and online points of interaction can be created.
- Agree on a scenario (makes proposal, proposal is accepted/rejected, participates in voting, is interested in outcome etc.)
- Write down ideas on the flipchart.
- Present the main features of your team ideas to another team.



## Case 1: Paul Nommer

- 77 years old, male
- Widowed, 2 adult children with 5 grandchildren of which one family still lives in the municipality and often visits him
- Lives in the municipality since birth, now stays in a senior citizens' home
- Mentally fit, but already somewhat frail
- Attends most leisure activities offered by the senior citizens' home and is well integrated there
- Also enjoys strolling through the municipal park regularly, offended by the litter there
- Reads the local newspaper daily, is not really familiar with mobile technologies
- Disinterested by municipal politics, does not attend the elections anymore

(Photo: <https://www.stockvault.net/photo/287849/old-man-reading-newspaper>)



## Case 2: Alina Weber

- 30 years old, female
- Single mother of 2 children (girl, 7 years and boy, 4 years old)
- Lives in the municipality for 12 years in a rented apartment, there are no relatives close by, but some friends
- Her daughter goes to the elementary school in the 2nd grade and the son to the kindergarten. She is an active member of the kindergarten's parents' association.
- She works in the home care service with a full-time position.
- Struggles to meet all her children's and household obligations so that there is hardly time for her own leisure activities
- Stays informed and in touch with others via her mobile phone (mostly messaging services like WhatsApp)
- No time to care about municipal politics, but she attends the elections

(Photo: <https://pixabay.com/de/illustrations/kind-familie-mutter-buchen-lesen-8577371/>)





## Case 3: Max Schmidt

- 17 years old, male
- Lives in the municipality since his birth in the house of his parents
- Finished school and just started a vocational training as a carpenter in a carpentry 20 kilometers from the municipality
- Loves to party each weekend with his many friends from the city
- Is part of the local soccer team and very much involved in any activities such as social media campaigns, festivities and contests
- Intensive user of mobile phone with all kinds of messaging services and social networks
- Interested in municipal politics only with regard to funding provided to the local soccer club

(Photo: <https://pixabay.com/de/photos/fu%C3%9Fball-ball-football-spieler-263716/>)



## Case 4: Marie Koller

- 28 years old, female
- Living in a partnership, no children
- Lives in the municipality for 5 years (only because of her partner) in a small rented flat with her partner
- Unemployed for 3 years, receives low unemployment benefit from social services. Used to work as a hairdresser.
- Very frustrated with her situation, the job market, her financial dependency and the bureaucratic burden
- Heavy user of mobile phone and all kinds of social media
- Due to her low income, no leisure activities. Stays in her flat almost all day and watches TV. Sometimes meets friends in the close neighborhood. Leaves home to buy groceries or to go to the authorities.
- Not interested in and uninformed about municipal politics, rather fed up.

# Agenda

- Introduction to PB and EmPaci
- Tools
- Workshop on PB
- **Key learnings from the EmPaci project**
- Activities of pilot municipalities Internet voting, websites and Information technology services

# Key learnings from the EmPaci project

- **Involve political decision-makers** (local council, parliament) **from the start**
  - Identify key actors and inform about PB
  - Try PB simulations to show how it works and inspires other
- **Check the national legal prerequisites to implement PB**
  - Is there already a national PB framework?
  - Is PB already implemented by another municipality / city on your country?
  - Rely on a on a sound and legally secure statute developed for your specific PB process ([EmPaci examples of statutes](#))

# Key learnings from the EmPaci project

- **There is no universal definition of PB and no 'one size fits all'**
  - Learn from best practices and make adjustments
  - [EmPaci PB Blueprints](#) with inspiring examples
- **No need to “reinvent the wheel”**
  - Rely on existing resources, e.g. [EmPaci Online Manual](#), [People Powered Resources about PB](#)
  - Find networks for exchange, e.g. [Nets4Dem – European Partnership for Democracy](#), [People Powered Global Hub for Participatory Democracy](#)

# Key learnings from the EmPaci project

- **PB is for citizens – design it for and with them!**
  - Ask citizens what they want before PB is started
  - Co-create the PB process together with citizens
  - Strive for feedback after each round of PB
- **Mind all target citizen groups**
  - Provide a mix of possibilities to participate and disseminate the PB offline and online
  - Be creative and form a task force to brainstorm ideas on how to get attention
  - Consider the needs of disadvantaged people. Seek help by experts.

# Key learnings from the EmPaci project

- **Transparency and accountability is key**
  - Be clear about the rules for the PB process – and stick to it
  - Explain if and why certain proposals are not eligible to be voted
  - Provide information about the outcome of each PB round and the implementation status of each winning project
- **PB is often discontinued because key people leave**
  - Strive for a strong team and broad backing not only by mayor, but the local council
  - Take care of knowledge management – only one persons knowing all the details of the process is risky

# Agenda

- Introduction to PB and EmPaci
- Tools
- Workshop on PB
- Key learnings from the EmPaci project
- **Activities of pilot municipalities, Internet voting, websites and Information technology services**



# Activities of pilot municipalities

- (1) Examples of PB processes and use of IT tools
- (2) Hackathon in Lathi in Finland to jointly collect ideas for proposals
- (3) Simulation of School PB in Rietavas, Lithuania to promote PB

# (1) Examples of PB processes, use of IT tools

## PB process in Lathi, Finland 2020

### 1. Idea creation by inhabitants (spring) with Maptionnaire

- Four themes, three from City one from inhabitants

### 2. Pre-Check by City (summer)

### 3. Co-Creation by City and inhabitants (summer/fall)

### 4. Voting open to all inhabitants (fall) using Webropol

### 5. Implementation by the City (fall 2021)

#### Specialty:

**Project Guardians** – volunteer inhabitants supporting the pilot externally in their areas

**PB Coaches** -chosen individuals from the city organization supporting the pilot internally within the city divisions



Pictures: The City of Lahti

# (1) Examples of PB processes, use of IT tools

## PB process in Lathi, Finland 2020

### Ideas/proposals must:

- Be made in accordance with rules, regulations and the law
- Fall under city jurisdiction
- Be in line with the given themes
- Be implemented with the max. amount of funds allocated for set PB/Area/Theme.  
(Can also be considered as partial funding for a larger project)
- Not have long-term financial impacts for the city (no permanent staff, large maintenance costs)
- Be non-commercial
- Be non-discriminatory and promote equality
- Be possible to be implemented by the City in 2020 - 2021



Activities of pilot municipalities ...

# (1) Examples of PB processes, use of IT tools

## PB process in Lathi, Finland 2020

### Dissemination via a multichannel approach:

- Social media (Instagram, Facebook, Twitter), webpages
- Local radios, press releases to local press, ads in local newspapers
- Internal releases for city employees, local politicians and management
- Posters and flyers distributed by Project Guardians to shops and other “hot spots” at areas
- Intranet (for city employees and Lathi university employees and students)
- Direct emailing (NGOs and other stakeholders)
- Outdoor advertising in the city center
- Live events and PB Team going to the areas in the city to promote in public and at different facilities (for elderly etc.) were planned before COVID-19...

## (1) Examples of PB processes, use of IT tools

### PB process in Lathi, Finland 2020

For idea creation phase: **Maptionnaire** worked well as an idea gathering tool, good feedback was received from inhabitants

Pros:

- Easy and simple to use
- City organization familiar with the tool
- Cost-effective

Cons:

- It is not possible to use this for voting
- Not able to publish given ideas as they are submitted
- (same ideas submitted multiple times)



Picture from Maptionnaire – ideas gathered in the Lahti 2020 PB pilot



Activities of pilot municipalities ...

## (1) Examples of PB processes, use of IT tools

### PB process in Riihimäki, Finland 2021

PB-team= 1,5 people supported by communications and other divisions, internal steering group.

**1. Idea creation** by inhabitants (Fall): A general theme of ideas bringing wellbeing to inhabitants. Open to everyone.

**2. Pre-Check** by City (Fall): 24 of 45 ideas moved into this phase

In order to move through to the pre-check phase, an idea needs to get 10 Likes on the platform. Citizens that have left ideas will be asked to participate in co-creation as well as Implementation.

**3. Voting** open to all inhabitants over 12 (Fall) using the platform **Decidim**.

**4. Implementation** by the City (Winter/2021)

# (1) Examples of PB processes, use of IT tools

## PB process in Riihimäki, Finland 2021

For idea generation and voting, the city invested in a tailor-made version of **Decidim**

- Due to COVID-19, the city had to heavily rely on digital dissemination and an online PB process

Pros:

- Ease of use and good accessibility
- Tailor-made inclusion of a Like-function in the idea generation phase

Cons:

- An evaluation after the completion showed that only 50% of citizens were happy with the full online implementation → Some citizen groups are excluded
- Does not support the collection of user data → difficulties in contacting citizens that submitted their idea.

# (1) Examples of PB processes, use of IT tools

## Own software solutions

Despite the existing IT tools for PB, most EmPaci pilot municipalities decided to develop and implement own IT solutions for participation

Reasons:

- Existing contracts with other (general) software providers
- Concerns about data protection
- Most existing IT tools and manuals are provided in English
- [Best practice and experience reports](#): Lessons learned from that hands-on experience of the EmPaci partners
- [Case City of Bützow: Process steps for the IT implementation](#)
- Case Vidzeme Planning Region: Technical specifications for the [online proposal platform](#) and [voting platform](#)



## (2) PB co-creation event “Lackathon”, Lathi Finland

- Offline variant of a hackathon
- Aim: demonstrate the significance of innovation and creativity in PB design and allowing international partners to reconsider own practices.
- gathered a group of inhabitants, NGO’s as well as city officials in five publicly accessible spots, e.g. shopping centres
- Participants got a chance to work on altogether 14 ideas such as improvements for recreational areas, street art and a food bank -idea.
- The co-created ideas then moved onto the voting stage at the end of the month.





Activities of pilot municipalities ...

# Activities of pilot municipalities

## (3) Simulation of School PB in Rietavas, Lithuania

- Local council was not convinced of PB, so a simulation in a school was implemented first, 11/2020 -03/2021
- 600 learners/ 60 teachers/ 24 proposals by 7 male, 17 female applicants
- Matched, adjusted, 17 ideas presented for voting
- No restrictions for voting online: totally 2.430 votes; 330 votes from male and 2.100 from female voters.
- Age of the applicants 15-18; No age limits for voters this time.
- 2 teachers volunteered as direct contact persons at school and facilitated the process of writing applications;
- The Idea Proposals = Citizen Survey Results

# Activities of pilot municipalities

## (3) Simulation of School PB in Rietavas, Lithuania

- Introduction of PB in public on Rietavas Annual Festivity, September 2020
- Campaign for the youth involvement „I Live in Rietavas Municipality“ (Welcome days and discussions of the top management with Rietavas Municipality teenagers.
- Motivating video „ Why Should I?“
- Promotion and consulting – meetings with communities.



# Activities of pilot municipalities

## (3) Simulation of School PB in Rietavas, Lithuania

Results of voting:

1. **Fountain** in Rietavas Square,  
Proposer: aged 16, 369 votes;
2. **Rietavas Holiday Park**,  
Proposer: aged 17, 319 votes;
3. **Outdoor café -“ChillZone”**,  
Proposer: aged 15, 269 votes;
4. **Karting track**, Proposer:  
aged 16, 246 votes;
5. **Container for collecting/  
sharing clothes**. 16, 211 votes.



# Activities of pilot municipalities

## (3) Simulation of School PB in Rietavas, Lithuania

### Advantages:

- Perfect opportunity for a small town school to experiment and share experience being together with the front runners; In Lithuania 16 Municipalities out of 60 implement PB; 11 schools implement PB out of 1089 GE schools.
- Spreads information, involves and anchors the PB process in the community; involve young people and their relatives in proposal development and voting activities; Main purpose to prepare PB implementation through inhabitants' awareness raising;
- Empowers teachers and let them adapt PB to their context (Economics, History, Civil Education, Natural science etc;), they introduced the concept of PB and taking own responsibility.
- Setting the basis for the PB implementation: 5 best project ideas were promoted to the 'real' PB with extra value of facilitation, Improvement and Confidence. 9% of the municipality population has some PB knowledge and gained experience.
- Simulation Pilot provided knowledge and experience for further PB implementation



# Thank You!

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BACKUP

# Overview on Pilot Municipalities

Country	Pilot	Number of pilots	Existing / New PB
Germany	Bützow	2	New
Latvia	Vidzeme Planning Region	2	New
Poland	Bielsko-Biala	2	Existing (7th edition in 2020)
Lithuania	Rietavas	2	New
	Telsiai	2	New
Finland (no partner municipalities)	Lahti	1	New
	Riihimäki	1	
Russia (no partner municipalities)	Moskovskaya Zastava District, St. Petersburg	2	New in district
	Suoyarvi, Karelia	2	NEW, but World Bank "local initiatives" since 2014
	Gatchina	1	Preliminary stage
	Sverdlova	1	New



# References

- PB World Atlas (2019) <https://www.pbatlas.net/pb-world-atlas-2019.html>
- Sintomer, Y., Herzberg, C. and Röcke, A. (2008), Participatory Budgeting in Europe: Potentials and Challenges. *International Journal of Urban and Regional Research*, 32: 164-178. <https://doi.org/10.1111/j.1468-2427.2008.00777.x>