





Participatory Budgeting - Insights and resources by the EmPaci Interreg BSR project

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The training has been organised by EIPA and CPVA under the Framework Contract Nr 2023CE160AT004.





Agenda

- Introduction to Participatory Budgeting (PB) and EmPaci
- Tools
- Key learnings from the EmPaci project
- Discussion: Including PB into projects funded through your programme







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

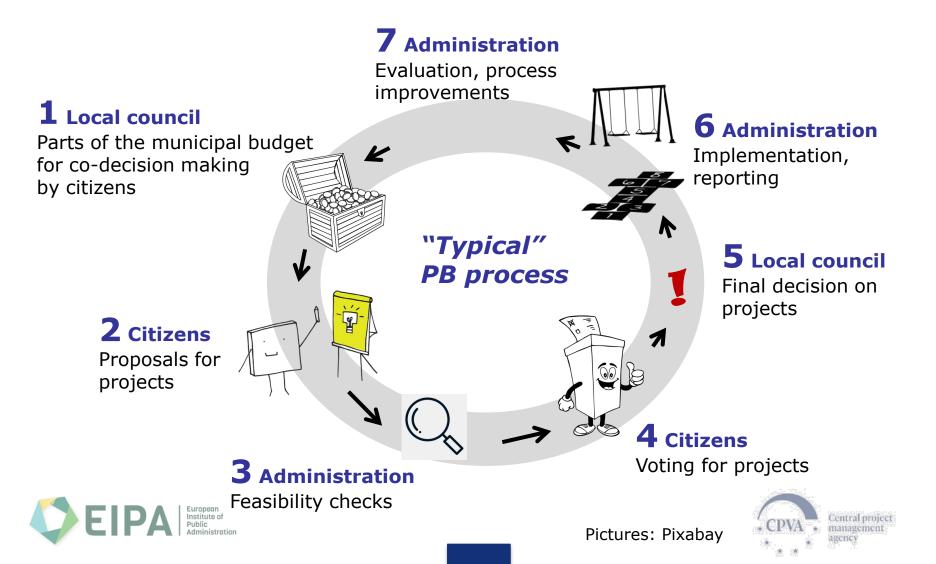
- Content: Procedure explicitly concerns financial matters
- **Scope:** Participation on the level of the whole city / municipality
- **Design:** Permanent and repeated procedure
- **Deliberative elements:** Public debate on budgetary issues
- Accountability: Results are publicly reported











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





Adjustments of PB process to funded programmes



Project start	Participat phase	ion	Implementation phase	
PB rules / statute	Deliberation / Co-creation: Proposals for projects	Voting for projects / project ideas	Realisation of pro (Possibly co-implem with citizens)	
 One specific project (e.g. school, forest, parks, region etc.) Topics: transport, infrastructure, 	1	nnical and easibility checks ed) projects	Tendering and contract	
culture, education, wellbeing etc.Also cross-border	Citizen ambassadors as multipliers	More than one voting tool (online & offline)	awarding	
Resolution by local/regional government	Local administration as advisors	→ several budget lines, external expertise	Flexibility in implementation	
Application: LoI of local/regional government	Participation proc Multiplier events t entities			







Commission

Global diffusion of PB (PB World Atlas, 2019)







Central project management



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







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









EmPaci: Outputs for capacity building

	2019	2020	2021		
	Status Quo Analysis Citizen Needs Analysis	1 st piloting of PB in 9 municipalities	2 nd piloting of PB in 9 municipalities		
	Joint preparation of training materials	PB training in partner and municipalities	ind external		
×	Local advisory boards	BSR network and join	t events on PB		
	IT features and usability	PB tools refe	rence architecture		
E	PAA European Institute of Public Administration		• CPVA • Central project management agenet		

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Introduction to PB and EmPaci **EmPaci: Outcome after 1st pilots**

Empowering participatory budgeting in the Baltic Sea Region - EmPaci



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Budgets:

between 20.000 to 2,2 Mio. EUR per municipality

Budget per citizen: between 0,77 to 13,20 EUR





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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







Guidebook to PB implementation: Online Manual

Main result of the EmPaci project

Covering all other outputs of EmPaci by giving guidance



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Central project management agency



(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
- <u>Questionnaire templates provided</u> by EmPaci (structure see Backup)
- Possibly a survey/needs analysis should also be done and documented by applicants for funds









(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
- 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:

Ν

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(2) IT tools for PB implementation Usability features of PB websites

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

Ν

Feasibility audit & public discussion	Voting	Realisation • Media involvement
Non-IT: Estimate costs Non-IT: Technical	Customized voting implementation	to inform citizens about the
feasibility • Debate tool	 Issue codes for voter identification 	implementation of accepted proposals

Usability features of PB websites

Transparency of the process is key for a successful citizen particpation (trust issues)







Analysis of 12 PB software solutions

Reliance on existing tools, no time to looco for decigning own tools

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Central project management genev



Analysis of 12 PB software solutions

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Which software fits the best? EmPaci assessment tool

ltem	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

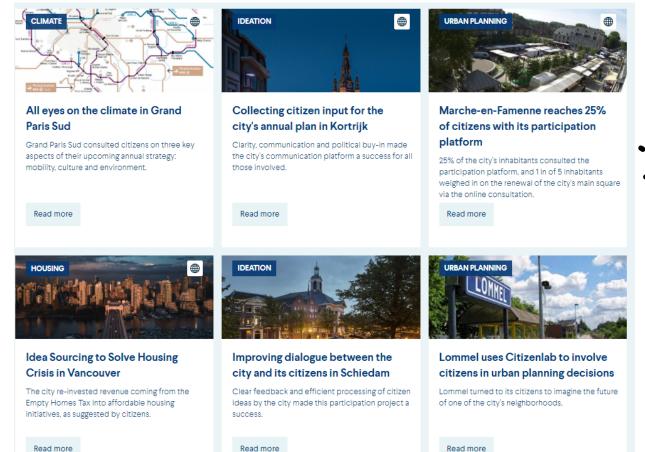






Analysis of 12 PB software solutions

Citizenlab: Application examples



Read more



Central project management agency





(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 (T-t-T): 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 Tt-T model.









(3) PB training: Train the trainer

Training Structure:

- 3 day training programme divided in 3 modules (basic PB knowledge, practical examples, technical solutions, assignments etc.)
- 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.

Multiplier events of funded projects on their participatory process Documentation and publication of the parti







(3) PB training: Training videos

- PB as a Civic Engagement Tool (I)
- PB Cycle Step by Step and the challenges
- PB experience in Finland
- <u>Assessment of effectiveness of PB</u>
- Enhancing Civic Engagement
- PB International case studies

Baltic See Region Exercise user	
EmPaci Train the Tra	liner -video
Participatory Budgeting is Done Together	
K Applied Sources Control University SWYP3 Internet RIHMAG LAHTTI	

For each of the videos, complementary presentation slides in ppt- or pdf-format can be <u>downloaded</u> to set up individual training.

- Additionally:
 - Participatory Budgeting is Done Together: Case example of Lahti
 - <u>Facilitating Group Discussions and Workshops</u>
 - Participatory Budgeting Challenges Administration

Further videos with contents on the PB pilots and trainings can be found on the PBbase network <u>YouTube Channel.</u>







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Key learnings from the EmPaci project

Checklist for funding agencies: Have the applicants considered the following?

- Involve political decision-makers (local council, parliament) from the start
 - \rightarrow Identify key actors and inform about PB
 - \rightarrow Try PB simulations to show how it works and inspires other
- Check the national legal prerequisites to implement PB
 - \rightarrow 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'
 - \rightarrow Learn from best practices and make adjustments
 - \rightarrow <u>EmPaci PB Blueprints</u> with inspiring examples

No need to "reinvent the wheel"

- → Rely on existing resources, e.g. <u>EmPaci Online Manual</u>, <u>People</u> <u>Powered Resources about PB</u>
- → Find networks for exchange, e.g. <u>Nets4Dem European Partnership</u> for Democracy, <u>People Powered</u> Global Hub for Participatory Democracy







Key learnings from the EmPaci project

• PB is for citizens – design it for and with them!

- \rightarrow Ask citizens what they want before PB is started
- \rightarrow Co-create the PB process together with citizens
- \rightarrow 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
- \rightarrow Be creative and form a task force to brainstorm ideas on how to get attention
- \rightarrow Consider the needs of disadvantaged people. Seek help by experts.







Key learnings from the EmPaci project

Transparency and accountability is key

- \rightarrow Be clear about the rules for the PB process and stick to it
- \rightarrow 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







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Discussion: Including PB into projects funded through your programme

- Thematic focus: PB can also be focused on
 - one specific infrastructural project only
 - distinct regional areas (also cross-border, districts etc.)
 - cultural sites
- PB is adoptable for different budget sizes
- PB process is adjustable:
 - With or without proposals by citizens (less timeconsuming, but no deliberation)
 - Voting about specific projects only







Discussion: Including PB into projects funded through your programme

- Potential challenges
 - Legal prerequisites in country/region
 - Existing experiences with citizen engagement
 - Planning becomes more uncertain:
 - PB processes take time
 - Proposals / voted projects need to be checked for financial / legal / technical feasibility
 - Financial outcome is unsure
 - Tendering and awarding of contracts costs time







Discussion: Including PB into projects funded through your programme







Thank You!

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The training has been organised by EIPA and CPVA under the Framework Contract Nr 2023CE160AT004. The opinions expressed are those of the contractor only and do not represent the EC's official position.





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	Lahti	1	New	
(no partner municipalities)	Riihimäki	1		
Russia (no partner	Moskovskaya Zastava District, St. Petersburg	2	New in district	
municipalities)	Suoyarvi, Karelia	2	NEW, but World Bank "local initiatives" since 2014	
	Gatchina	1	Preliminary stage	
	Sverdlova	1	New	









Tools

(1) Citizen survey and needs analysis

Structure of the questionnaire

Part	Торіс	No. of questions	Details
1	Interest in politics and civic engagement	10	Measure the citizens' engagement in local politics, their general interest in municipal issues as well as individual engagement
2	Living in the municipality, citizen satisfaction and attachment	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	Participatory Budgeting	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	Personal data	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





BACKUP



Analysis of <u>12 PB</u> software solutions

Tools

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





BACKUP

Tools



Analysis of 12 PB software solutions

Free?

Y/N

Y

Y

Y/N

Y

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







References

- PB World Atlas (2019) <u>https://www.pbatlas.net/pb-world-atlas-2019.html</u>
- 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







Additional information: specific 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







European Commission

(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



Osallistuva budjetointi Lahdessa – ideoi, kehitä, äänestä!

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Additional information

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(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







(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...





Additional information



Additional information

Activities of pilot municipalities ...

(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 Maptionaire – ideas gathered in the Lahti 2020 PB pilot







(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
- <u>Best practice and experience reports</u>: Lessons learned from that hands-on experience of the EmPaci partners
- <u>Case City of Bützow: Process steps for the IT implementation</u>
- Case Vidzeme Planning Region: Technical specifications for the <u>online proposal</u>
 <u>platform</u> and <u>voting platform</u>







(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 centre s
- 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.



Additional information







Additional information

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.



Additional information



Central project management igency





Additional information

Activities of pilot municipalities ...

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/

sharingclothes. 16, 211 votes.









Commission

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



