



 **Interreg**
Baltic Sea Region



EUROPEAN
REGIONAL
DEVELOPMENT
FUND

**Project funded by Interreg Baltic Sea Region Programme
“Empowering Participatory Budgeting in the Baltic Sea Region”
EmPaci**

Communication and Dissemination Plan Guidelines

(CDP Guidelines)

The interpretation of Interreg’s material does not necessarily reflect the opinion of the Interreg Programmes and the European Union.

2021

CONTENT

List of Figures. List of Tables. List of Abbreviations.	3
INTRODUCTORY NOTE.....	4
Engagement versus Involvement in the PB process	5
Communication and dissemination within PB.....	6
Types of communication in PB	10
Adjusting PB to citizen groups	11
COMMUNICATION AND DISSEMINATION STRATEGY	13
Major steps of planning communication and dissemination	13
Setting up communication objectives	15
Identification and selection of local target groups	16
Citizens' needs assessment.....	18
Example of citizen needs analysis – experience of EmPaci	18
The target groups of special attention	19
Youth	21
Elderly citizens.....	23
Unemployed citizens.....	23
Stakeholder analysis.....	24
Establishing a strategic partnership.....	26
Identification of major barriers.....	28
Language barrier	29
Design of key messages.....	30
Visual identity.....	32
Selection of communication and dissemination channels and tools	34
Channels	34
Tools	41
Coordination of Communication and Dissemination Activities.....	47
MONITORING AND EVALUATION OF COMMUNICATION AND DISSEMINATION	
ACTIVITIES	51
Monitoring	51
Monitoring tools	52
Evaluation	54
Feedback communication	58
Key Performance Indicators in use.....	60
Impact measurement	63
ANNEXES	64
Annex 1. EmPaci Citizen Survey questions	64
Annex 2. Variety of messages in communicating and disseminating PB.....	68

List of Figures

Figure 1. Double R and Double I model of PB	8
Figure 2. Main types of communication.....	10
Figure 3. Definitions of values, belief and attitude	11
Figure 4. Different approaches to the communication	15
Figure 5. Modelling decorations on the streets	17
Figure 6. Underrepresented citizen groups (partially overlapping).....	19
Figure 7. AIDA model	20
Figure 8. Power-Interest Matrix.....	24
Figure 9. The Saliency Model.....	25
Figure 10. Representatives of several municipal organisations as influencers during PB campaign in Gdynia, 2018.....	27
Figure 11. Presentation on PB delivered for administration and residents of Telšiai District Municipality	28
Figure 12. Online poster of PB in Kraków, Poland.....	32
Figure 13. Logos of PB in several cities of Poland.....	32
Figures 13. Visual identity of Bielsko-Biała Municipality, Poland.....	33
Figure 14. PB project campaign on Facebook	33
Figure 15 Lahti Municipality's #Omalahti campaign materials for the use on Twitter, Instagram and Facebook.....	34
Figure 16. Social media statistics: number of clicks and spending.....	36
Figure 17. Social media statistics: campaign reach by gender (data on women reflected on the left, on men – on the right) and age.....	36
Figure 18. Social media statistics: number of clicks by channel	36
Figure 19. Public Webinar on PB, Vidzeme Planning Region.....	37
Figure 20. Poster for citizen engagement and support in project preparation phase	38
Figure 21. Lackathon implementation in Lahti Municipality	45
Figure 22. PB Simulation – Ideas Development ...	46
Figure 23. Train the Trainer course structure in Lahti	49
Figure 24. Feedback provision as a result of two-way communication	58
Figure 25. Feedback loop	59

List of Tables

Table 1. Engagement vs. Involvement.....	6
Table 2. Influence on attitudes and values.....	12
Table 3. Communication and dissemination (CD) strategy vs. plan (CDP).....	13
Table 4. Main steps of planning and implementing communication and dissemination activities	14
Table 5. Target groups of positive and negative impacts.....	16
Table 6. Major motivators of civic engagement ...	21
Table 7. The questions to answer during the communication and dissemination process.....	31
Table 8. Communication and dissemination channels and tools.....	35
Table 9. Communication and dissemination channels for youth, elderly and unemployed citizens	39
Table 10. Characteristics of the communication and dissemination tools	41
Table 11. Scheduled communication and dissemination activities in relation to the target groups.....	44
Table 12. Internal, External and Trans-institutional Communication.....	48
Table 13. Key terms of evaluation.....	54
Table 14. Evaluation approaches.....	55
Table 15. Basic evaluation methods.....	56
Table 16. Quantitative and qualitative KPIs	60
Table 17. Monitoring and Evaluation Framework - selected proposals.....	62
Table 18. Examples of impact measurement framework indicators.....	63

List of Abbreviations

CDP – Communication and Dissemination Plan
EmPaci - Empowering Participatory Budgeting in the Baltic Sea Region (Interreg Baltic Sea Region funded project)
ICT – Information and Communication Technology
KPI – Key Performance Indicator
NEET - Not in Education, Employment, or Training
NGO – Non-governmental organisation
PB – Participatory Budgeting

INTRODUCTORY NOTE

Effective engagement of community members in participatory budgeting (PB) which is a months-long decision-making process requires detailed preparation and staffing, including setting of communication and dissemination towards community, development of partnership and volunteer recruitment, facilitation and training, administrative and budgeting support and many other tasks. However, how to engage the local citizens in PB could be one of the core questions for municipalities.

Based on existing empirical practice, deeper understanding of motives, interests and needs of local citizens as well as various groups which they represent, it is important to understand and respectively decide on the tools and techniques that will be used for engagement of local citizens in PB. Insights about the motives of populations' social accountability are an important step towards development of adaptable communication and dissemination guidelines and recommendations.

The need for adaptable guidelines was determined by the fact that municipalities differ in many aspects, for example, number and density of population, education level of population, diversity of local potential strategic partners which could help municipalities provide direct access to a specific target group, the human and financial resources available to each municipality and many others differences. These differences restrict the possibility to develop universal guidelines. Rather each municipality should employ a customised and adaptable approach, meaning that the current document serves only as guiding practice, while each municipality is responsible for the creation of the final document, namely, an individual plan.

This document contains recommendations on how to plan and organise communication and dissemination activities in order to make the citizens' information and engagement process as effective as possible. The guidelines aim at strengthening the capacity of municipal employees and their respective institutions in planning, designing and implementing the participative budgeting process, as well as supporting other parties in reaching similar objectives by providing communication and dissemination guidance. The document presents the recommendations for municipalities on how to develop their own Communication and Dissemination Plan (CDP) and is focused on three different target groups – youth, elderly and unemployed citizens. The specific target groups are selected due to being recognised as the least active in the civic process, hence, their opinion is often missing when planning and executing activities targeted at municipal citizens. These guidelines will also serve as an example for planning communication and dissemination activities to reach, inform and engage other target groups. Municipality representatives are encouraged to modify and adapt guidelines based on needs of specific audiences for local dissemination, communication and engagement.

The document has been developed by the EmPaci project partners to empower PB in the Baltic Sea Region. Just as the presented guidelines, the main outputs of the EmPaci project build capacities and knowledge as well as strengthen relations between municipalities and citizens through meaningful PB design.



Engagement versus Involvement in the PB process

Assessing interaction between two main stakeholder groups - municipalities and citizens - within PB, the difference between *engagement* and *involvement* has to be understood and concepts applied accordingly.

The difference between *engagement* and *involvement* lays in the semantic meaning of both words. **Engagement** is the fact of being involved with something, the process of encouraging people to be interested in the work of an organisation while *involvement* is the act or process of taking part in something.¹ How does the distinction of terms relate to the PB process? In these guidelines, in the context of PB, both terms are used.

PB aims to *involve* citizens in deciding how a defined share of public resources will be allocated. *Engagement* refers to one's degree of participation in decision making and it is commonly used to refer to one's participation in the activities. It is important to understand that in the context of participatory governance, **engagement does not exist without involvement.**

As a governance approach, community engagement is based on the rights of all community members to be informed, involved and empowered. In democratic states, community engagement empowers collective decision making and provides citizens with the opportunity to co-create their vision of the future. Citizen engagement reflects development of a shared ambition among community members and encourages individuals to act together to achieve common goals. Creating the right environment, in which everyone is able and confident to contribute effectively to the shared

¹ Cambridge Dictionary, source: <https://dictionary.cambridge.org/dictionary/english/engagement>

team goal, is essential for effective community engagement.² This, in turn, shapes the need for community involvement by the public bodies – in order to inform, involve and empower, as stated previously.

Engagement and involvement are usually assessed at the municipal level, where the definition of the indicators of involvement and engagement at the respective stages of PB is established. The difference between the two is clearly seen during development of Key Performance Indicators (KPIs) and goals are set in a planning stage. When setting the assessment framework for *involvement*, one-side communication is assessed: how many messages or invitations to public discussion or voting will be sent, how many billboards or articles will be published, how many events organised, how many people will be reached via social media, etc. *Engagement* KPIs will rather assess the result of engagement activities: how many people have responded to the invitation, how many initiatives and advices were provided, how many people voted, etc. When analysing the process and results for reaching KPIs, it is often more difficult to reach citizen engagement targets and they are often more quantified and always dependent on results of Involvement KPIs.

Table 1. Engagement vs. Involvement

Engagement	Involvement
Countable (as responses)	Countable (as invitations)
More efforts to reach citizens	Less efforts to reach citizens
Can't be part of involvement process	Can be a part of engagement process
No engagement without involvement	Engagement is not always the aim
Engagement KPIs depend on Involvement KPIs	Involvement KPIs depend on PB planning and audience preferences

Source: Developed by authors

As engagement requires involvement, both KPI groups have to be defined and quantified where possible in CDP.

Communication and dissemination within PB

Traditional PB models are based on concepts and approaches used in process design. Each municipality adapts a PB model to its specific needs. Several steps of PB exist depending on a type of PB, and at least four phases can be distinguished:

- 1 Information phase (incl. stakeholder identification, analysis of their needs, adjusting PB objectives, etc.);
- 2 Proposal phase (incl. application procedures development based on previous assessment and implementation of application procedures);
- 3 Voting phase (incl. organisation of the voting);
- 4 Feedback phase (incl. implementation and impact measurement).

² Community engagement, Center for Economic and Community Development, source: <https://aese.psu.edu/research/centers/cecd/engagement-toolbox/engagement/what-is-community-engagement>

Each of these phases is accompanied by communication and dissemination activities as an integral part and requires reaching and involving local citizens' groups in each of these basic PB phases. However, each of the phases also depends on legal prerequisites of the respective municipality implementing PB.

Communication and dissemination are essential parts of the PB process and should be strategically planned ahead. In the context of PB, the term communication means effectively disseminating targeted information for local audiences and acquiring the feedback. In this context, *effectiveness* means the use of awareness and interest in raising information content when targeting local citizens. Dissemination, in turn, means broadcasting key messages to the identified target groups without expecting the feedback. Prepared by the organiser, information on particular PB steps is sent out to and received by the target group for their awareness raising. *Dissemination* plays a crucial role in the PB transparency, for instance, when society is informed on the results of supported projects or the details of next PB steps.

The processes are established by municipality organisations to design and support PB processes and to empower citizens to decide how to spend or collect public budget. First of all, communication includes a proper message about phases of PB. The message of communication has to:

- 1 Lead to the action of the target group taking part in PB, and
- 2 Provide process organisers with a feedback on PB process quality.

This way key communication messages stimulate more citizens to respond to the local issues (the objects of PB), evaluate them and provide feedback (opinion or vote). Feedback allows to support the improvement of the following PB initiatives and involve even more citizens with higher effectiveness.

Communication and *dissemination* have to be distinguished by the purpose. The main idea of *communication* is to show **how society can benefit from PB**, starting from promotion of potential benefits to the multiple audiences and exchanging the information with engaged citizens throughout the cycle of PB. *Dissemination* usually covers project results only informing on **how society has distributed the available budget share and what the impacts of participatory decision making are**. Dissemination also encourages society groups to use developed solutions.

Whilst one is speaking informally to a colleague, addressing a conference or meeting, writing a newsletter, article or formal report, the basic principles of communication should apply. Those communication principles can be adapted from others or created from scratch according to the needs of the organiser of PB, its local situation within the institution and local society. Some examples of the basic communication principles are³:

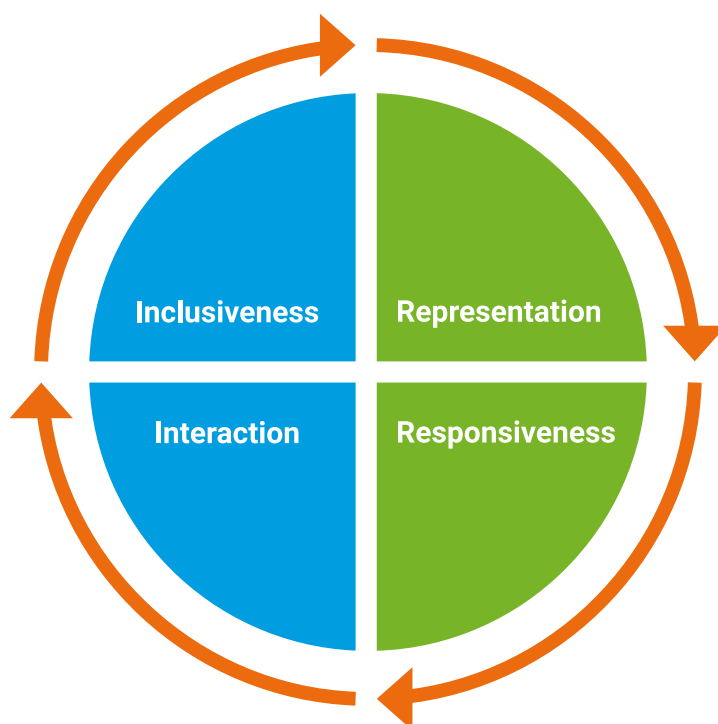
- Know your audience – *Who are the people you want to target and what are their needs?*
- Know your purpose – *Why do you want to communicate with the audience? What are the key messages you want to deliver to the audience?*
- Know your topic – *Did you dig deep in the current PB topic? Is it based on facts?*
- Anticipate objections – *Did you assess all the pros and cons for a particular PB process?*

³ Principles of effective communication, source: <https://ethandaviesq.weebly.com/principles-of-effective-communication.html>

- Present a rounded picture – *Are there all the aspects that might be interesting for a PB target group included?*
- Achieve credibility with your audience – *Is the communication transparent on the PB process?*
- Follow through on what you say – *Are there any inconsistencies in the communication on facts about the PB process or results among different PB project staff?*
- Communicate only a little at a time – *Did you plan the key messages smoothly according to the timeline of the PB project? Are the key messages short and precise?*
- Present information in several ways – *Did you plan to use different communication channels and tools?*
- Develop a practical, useful way to get feedback – *How do you plan to get feedback on particular PB issues communicated? Will your feedback data collection approach be easy in gathering and analysis?*

The *Double R and Double I model of PB* suggests that successful implementation of PB depends on four central factors: responsiveness, representation, interaction, and inclusiveness (see Figure 1). These are important elements to be taken into account when planning communication and dissemination.

Figure 1. Double R and Double I model of PB⁴



- Relationships between PA and citizens
- Relationships among citizens

⁴ The Chartered Institute of Public Finance and Accountancy, Participatory budgeting: what do citizens want?, source: <https://www.cipfa.org/cipfa-thinks/cipfa-thinks-articles/participatory-budgeting-what-do-citizens-want>



In accordance with “Double R and Double I model of PB”⁵:

- **Representation** refers to the extent to which interests, needs, and views have a voice in the process. The wider range of local citizens is involved in representation (including a wide range of representatives from diverse social groups), the more targeted PB is implemented. It is necessary to take into account that each participant has his/her own expectations from participation in this process and often expectations of all cannot be met at once;
- **Responsiveness** concerns continuous attention to citizens’ needs and the capacity to use the PB process to identify and respond to the needs of distinct citizens’ groups. A better understanding of specific needs can be reached through effective two-way communication, including gathering, analysing, and integrating feedback;
- **Interaction** refers to establishing a continuous two-way communication between public administrations (PA) (e.g., municipalities) and citizens that is improved over time. Interaction includes systematic discussions on the issues of citizens’ concerns and adjusting the tools, methods and stakeholders engaged to reach participation process results in effective manner;
- **Inclusiveness** is needed for achieving democracy and for guaranteeing more equal allocation of resources. The municipality is responsible for removing the barriers to citizens’ participation by making the process open, transparent at each stage and ensuring broader access.

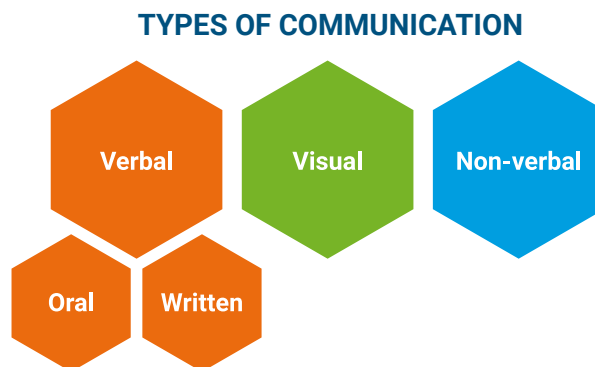
The framework presented above ensures efficient communication and dissemination only when both municipality representatives and citizens participate as equal actors. In PB, municipalities are responsible for ensuring inclusiveness of communication and dissemination activities and maintaining the interaction which follows after appropriate steps are taken towards encouraging citizens to form representative and responsive engagement.

⁵ Barbera, C., Sicilia, M., Steccolini, I. (2016) What Mr. Rossi Wants in Participatory Budgeting: Two R’s (Responsiveness and Representation) and Two I’s (Inclusiveness and Interaction), *International Journal of Public Administration*, 39:13, 1088-1100, DOI: 10.1080/01900692.2016.1177839

Types of communication in PB

It is widely known that different individuals perceive the information in different ways. Therefore several types of communication are necessary to be integrated into PB communication. Different typologies exist, but generally 4 types of communication are distinguished: *verbal (oral)*, *verbal (written)*, *visual* and *non-verbal communication*. Sometimes visual communication is recognised as a subcategory of verbal and written communication, due to employment of written (printed) symbols.⁶

Figure 2. Main types of communication



In *verbal communication*, words are used in delivering intended messages in oral or written form. These two differ by form, as oral communication is used during presentations, video conferences, phone calls, meetings and private conversations, but written form in paper and e-documents, e-mails, chats, etc. It is widely applied in both physical and digital environments, allowing PB process leaders to communicate with citizens during municipality meetings and online webinars, to talk about any stage of PB. Written communication provides a record of information for reference and is shared through pamphlets, blogs, letters, memos, posters and more, combining it with visual content.

As citizens have different learning styles, *visual communication* might be more helpful for some to consume ideas and information. Visual communication is seen as a valuable source for citizen engagement, as in dynamic information exchange, visual communication supports verbal and often helps to memorise, turn attention to something or highlight the attitudes towards topics, especially if integrated into written verbal communication. This type of information includes signs, sketches, charts, graphs, multimedia, maps, colour etc. and is of special importance for people who better perceive visual content (compared to long structured texts or orally communicated messages).

Another type of communication is *non-verbal* that constitutes the use of body language, gestures and facial expressions to convey information to others. It can be used both intentionally and unintentionally. Non-verbal communication helps to understand others' thoughts and feelings, therefore oral verbal communication used together with non-verbal should always focus on matching both for maximising the effect. For example, if "closed" body language (crossed arms or hunched shoulders) is demonstrated by a speaker, the most engaging and positive oral message can fail in delivery if the speaker is obviously feeling anxious, angry or nervous. If citizens as recipients are displaying "closed" body language, the message should be adapted to the citizens' needs for security or peace. When speaking to the citizens, who look positive and open to new information, certain levels of specific details can be provided instead of justifying the topic, and vice versa.

⁶ Bright Hub Project Management Three Different Types of Communication: Verbal, Nonverbal & Visual, 2010, source: <https://www.brighthubpm.com/methods-strategies/79297-comparing-various-forms-of-communication/>

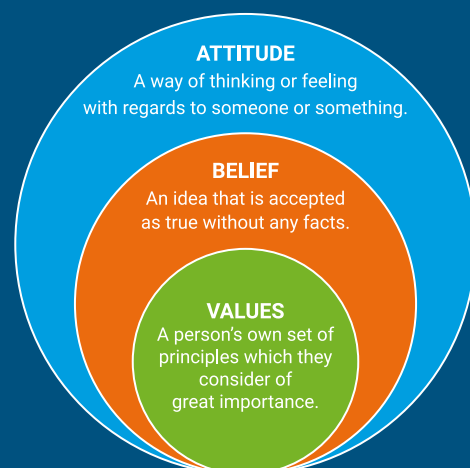


When planning the communication strategy, it is suggested to use all of the proposed communication types combined and integrated into diverse activities. As previously stated, some may better perceive visual information, some turn specific attention to non-verbal communication, some appreciate structured written information that can be reused again. To reach a maximum of target groups, especially those less active in terms of PB, communication should include all types, both in physical and online environments.

Adjusting PB to citizen groups

Communication and dissemination activities will reach the target groups more efficiently if delivered messages match with their *values*, *beliefs* and *attitudes*. Although all three affect decision making of individual citizens, they differ. Values are the core principles set in a childhood and carried through the lifetime, which form the basis for an individual's beliefs and attitudes. Accepted as true, beliefs are the background for various attitudes that constitute the manners of thinking, feeling or behaving towards something.

Figure 3. Definitions of values, belief and attitude⁷



⁷ University of Reading, Values, beliefs and attitudes, source: <https://www.futurelearn.com/courses/supporting-learning-secondary/0/steps/58621>

When analysing social behaviour with a purpose to activate certain citizen actions, various crucial elements have to be taken into account (see Table 2).

Table 2. Influence on attitudes and values

Ethnicity	What cultural or national group (if any) do you have a sense of belonging to?
Religion	What beliefs and practices do you have in relation to faith, worship and spirituality?
Culture	Are there customs, arts, traditions, achievements or institutions of any particular social or ethnic group that are an important part of your life?
Employment status	How do you view being employed, self-employed, a salary or wage earner, unemployed or a beneficiary?
Age	How do you view being old, young or middle-aged? What do you consider old, young or middle-aged to be?
Political perspectives	What beliefs do you have about government, power, the way the country should be run and your rights?
Sexual orientation	What are your beliefs and views of citizens being attracted to others of the opposite, same or both genders?
Gender	What are your beliefs and views about the roles men and women play in society?
Family/Friends circumstances	What do family/friends mean to you? What do you think is the role of family/friends?
Education	What do you think education is? How important is education? How should it be provided?

Source: Developed by authors

Whilst it is almost impossible to generalise large social groups based only on the answers of above mentioned questions, it is possible to analyse social trends in regard to the political and economic situation. When communication and dissemination messages focus on some specific gender, ethnicity, promotion of its culture or certain type of education, one must consider possible reactions based on local context and previous experience. The ideas and forms of expressions being too contrasting with the values of majority may negatively influence the interest and trust in municipality government. PB communication should comfort diversity without promoting the values that can raise the confrontation.

COMMUNICATION AND DISSEMINATION STRATEGY

Communication and Dissemination Strategy constitutes a framework for achieving specific goals of PB, depending on the needs of local societies. The strategy defines the focus areas of necessary intervention (according to priorities of municipality), target communities, which need to be supported, main principles and objectives of PB. Based on that, detailed operational CDP is developed to reach the objectives of *Communication and Dissemination Strategy*.

Since the strategy and CDP are two distinctive elements, the main features are summarised in Table 3.

Table 3. *Communication and dissemination (CD) strategy vs. plan (CDP)*

Strategy	Plan
Big picture	Puzzle pieces to get the picture
Goal-setting	Goal-achieving
Where do you want to be?	How will you get where you want to be?
Made before the plan	Started once strategy is made
Supports PB objectives	Supports communication and dissemination objectives
Contains directions/general ideas	Contains specific actions, measures, approaches
General	Detailed
Long-term	Short-term
What?	How?

Source: Developed by authors

While the *Communication and Dissemination Strategy* describes the big picture of PB and defines what is necessary and why, CDP supports the strategy by defining specific measures and targets to be reached for PB communication and dissemination success. As a goal-achieving plan, CDP is based on the objectives and set up within the strategy.

Major steps of planning communication and dissemination

After defining the need for PB and citizen engagement, the following steps for working out a consistent *Communication and Dissemination Strategy* are to be taken by municipalities regardless of the region, size, industrial specialisation and other specifics (see Table 4):

- **Setting up communication objectives** allows you to establish directions and define expected results and impacts.
- **Identification and selection of local target groups** is necessary to efficiently match PB activities with citizens potentially interested in the results, especially those less active in civic participation.
- **Establishing a strategic partnership** with local organisations, businesses and individuals directly and indirectly involved in work with citizen target groups to mobilise resources and support.
- **Identification of major barriers** is necessary for envisioning potential challenges and properly preparing to overcome them.
- **Design of the key messages** has to be carefully managed to ensure clarity, continuity and diversity of delivered information.
- **Selection of communication and dissemination channels and tools** is necessary to deliver prepared information to the target groups, taking into account their habits and ways of acquiring information.
- **Coordination of communication and dissemination activities** means employment of planned information exchange via tools, methods, channels and human resources to reach the objectives set.
- **Monitoring and evaluation of communication and dissemination activities** is necessary to assess the quality and relevance of implemented communication and dissemination activities to evaluate effectiveness and short-term impact of PB.
- **Feedback communication** is significant to demonstrate the respect and appreciation towards participants' contributions and shows positive impacts of their participation.
- **Impact measurement** needs to be managed to assess success and failure experiences to improve further steps or cycles of PB.

Table 4. Main steps of planning and implementing communication and dissemination activities

✓	Setting up communication objectives
✓	Identification and selection of local target groups
✓	Establishing a strategic partnership
✓	Identification of major barriers
✓	Design of key messages
✓	Selection of communication and dissemination channels and tools
✓	Coordination of communication and dissemination activities
✓	Monitoring and evaluation of communication and dissemination activities
✓	Feedback communication
✓	Impact measurement

The following sections of the document provide insights into each of the steps defined.

Setting up communication objectives

Communication objectives constitute the main purpose of targeting and engaging social groups in PB. In any PB process, the communication objectives must always be formulated whenever it is the long-term or short-term PB process. Setting objectives allows you later on to evaluate if communication has been successful. The four main objectives of communication are:

- Providing information;
- Building awareness;
- Creating interest;
- Building relationships.⁸

Known from the theory, setting objectives need to take into account the S.M.A.R.T. philosophy, which expects objectives to be:

- *Specific* – answers “what exactly is to be done?”
- *Measurable* – answers “how will you know it meets expectations?”
- *Achievable* – answers “can it be done?”
- *Relevant* – answers “should it be done?”
- *Time-oriented* – answers “when will it be done?”⁹

At the same time, being specific, measurable and achievable for a defined period of time and relevant context puts forward the need to be as short and precise as possible, making the objectives and purposes of communication comprehensible for all internal and external stakeholders.

Figure 4. Different approaches to the communication¹⁰



⁸ InteMarketing, Communication Objectives, source: <https://www.intemarketing.org/marketing-information/marketing-mix/communication-objectives>

⁹ Wayne State University, S.M.A.R.T. Objectives, source: <https://hr.wayne.edu/leads/phase1/smart-objectives>

¹⁰ <https://robbeditorial.com/2019/04/03/get-to-the-point/>



Identification and selection of local target groups

To adjust the Communication and Dissemination Strategy to the local citizen groups' needs an analysis has to be conducted, stating who exactly has to be targeted? Is communication going to be targeted on all citizens or specific groups? What are their motivations and how to boost their engagement?

Each of the identified target groups can be segmented into more specific subgroups. The goal of segmentation is to reduce the risk of inefficiencies in the choice of key messages and information channels, to find appropriate key messages and communication channels for each group. On the other hand, targeting does not exclude other potential participants of PB, rather puts emphasis on involvement of direct beneficiaries.

Organisers of the PB process should define very clearly the target group that is expected to benefit from PB (meaning having positive impact) without confronting with target groups that may be negatively influenced by the decision made (negative impact).

Table 5. Target groups of positive and negative impacts

Target group of positive impact	Target group of negative impact
<p>As the direct target group or main target group, it is expected to be involved at various stages of PB. The process expects positive influence of PB on the wellbeing of the group. They should be presented in KPIs and their engagement monitored to avoid the gap between the desired and reached level of engagement of the target group.</p>	<p>The negative target group can appear at any stage as far as the particular interests of some citizens are offended by the interests of other citizens. In those cases usually, the organisers of PB "jump" into the crises communication to serve all the target groups with the appropriate and on-time communication.</p>

Source: Developed by authors

It may happen that the negative influences on certain target groups are neglected by focusing on positive benefits and impacts for target groups only. However, attention and assessment of all aspects are crucial for sustainable communication maintenance between municipality and citizens, as well as among the citizens. While negative attitudes happen on a constant basis, discrimination of whole society groups has to be avoided. The target group of negative impact can try to break morale and the whole image of the PB process, decreasing the level of trust and engagement of society groups.



EXAMPLE 1

Some citizens have green gardens in a particular area of municipality. The PB process aim is to transform this particular area. In this case, the garden tenants become the target group, whose interest may be negatively affected. It is more than clear that attention should be put to this target group at first to minimise the negative effect to the whole PB process. Or, at the stage of project submission for voting, some mechanisms are ensured to minimise possibility of negative impact and comfort the target group of potential interests.

EXAMPLE 2

A large group of citizens supports the project idea of decorating the streets by placing some sculptures on the roundabouts. The involvement of as diverse citizen groups as possible is necessary to evaluate all risks and points of view, for instance, to ensure good visibility on the roads and safety of car drivers. Also, depending on a procedure of proposals and voting, it is important to form a competent evaluation team of the submitted project ideas, from as diverse professionals as possible.

Figure 5. Modelling decorations on the streets¹¹



¹¹ Telšiai district municipality archive

Citizens' needs assessment

To make sure the Communication and Dissemination Strategy of PB meets citizen interests, the *needs* assessment has to be done prior to setting up the Strategy. The most efficient way to prepare for PB communication is a survey, which is conducted offline and online to reach various citizen groups. The survey should ask citizens to define preferred areas of improvement when setting the strategy for PB. The survey should:

- constitute the list of questions to be answered;
- have a pre-determined sample size and types of citizens to answer these questions chosen in advance;
- be conducted as personal or phone interviews, or digitally in written form;
- be summarised and disseminated and integrated into the PB strategy.¹²

Generally, the needs that are rated as the most important are the ones that get addressed and are responded to by the citizens. In result, higher citizen engagement will demonstrate the relevance of priorities, supported projects and larger impact on local society.

While carrying out the survey of citizens, all target groups of interest need to be presented, taking into account the age and gender balance. It is usually more difficult to reach male rather than female by the surveys, therefore special attention should be paid to the gender gap risk. Also, usually, paper surveys are more resource-consuming to collect than online surveys, as the latter do not require printing, putting into envelopes, sending, converting answers back to the digital format, etc. However, online surveys can leave specific target groups without attention – those, who have limited or no access to information and communications technology (ICT), for instance, elderly citizens.

Example of citizen needs analysis – experience of EmPaci

Within the EmPaci project, a citizen needs survey was conducted in the autumn 2019 to:

- 1 Identify the interests of citizens in politics and civic engagement;
- 2 Assess citizen satisfaction with living in particular area;
- 3 Assess the attitudes towards PB.

According to the purpose of the needs assessment survey, the questions were divided into 3 parts and supplemented with the *Demographics* part for deeper understanding of stakeholders (see Annex 1).

¹² Community ToolBox <https://ctb.ku.edu/en/table-of-contents/assessment/assessing-community-needs-and-resources/conducting-needs-assessment-surveys/main>

The questions evaluating *satisfaction* and needs of citizens regarding the place of living were focused on overall assessment of environment and evaluation of importance of specific attributes, such as:

- Urbanity and diversity (cultural activities, shopping, services availability, tolerance, atmosphere etc.);
- Nature and recreation (public green areas, environment quality, cleanness, outdoor activities, open spaces, tranquillity, etc.);
- Job opportunities (wages, promotion opportunities, economic growth etc.);
- Cost efficiency (housing, general price level etc.).

Improvements that were necessary and significant for surveyed citizens, as well as the processes of PB preferred by them are reflected in the [Citizen Needs Analysis document](#) of the EmPaci project.

Telšiai District Municipality in Lithuania survey findings and further actions:

- During the population survey, 45.8% of residents answered that they do not participate in the activities of any public organisations. Therefore project ideas could be submitted by any resident, regardless of whether they are members of a public organisation.
- Residents indicated that a wide range of outdoor activities is important to them. The voting phase has verified this interest, since residents mostly voted for the project, which will provide an outdoor leisure area (beach, sports ground, children's playground).
- During the survey of residents, the residents of Degaičiai eldership had a negative opinion about PB. However, further communication activities enhanced residents of this eldership to submit the idea of the project. In result, it was a winning proposal, which won and launched the implementation phase. The opinion about PB has gradually changed. The area elders worked actively with the community, disseminating information and encouraging citizens to be active.
- Additionally, residents voted to receive a separate report on the results of PB - the results are published on the website of Telšiai District Municipality and information on where to find the report is published on social networks.

The target groups of special attention

These guidelines specifically focus on the least active society groups, which are often underrepresented in democratic decision making: *youth, elderly and unemployed people* (see Figure 6). These groups are viewed as high focus target groups, whose interests are the priority for PB organisers. Depending on a local context, the three above groups can be segmented more specifically based on their characteristics.

Figure 6. Underrepresented citizen groups (partially overlapping)

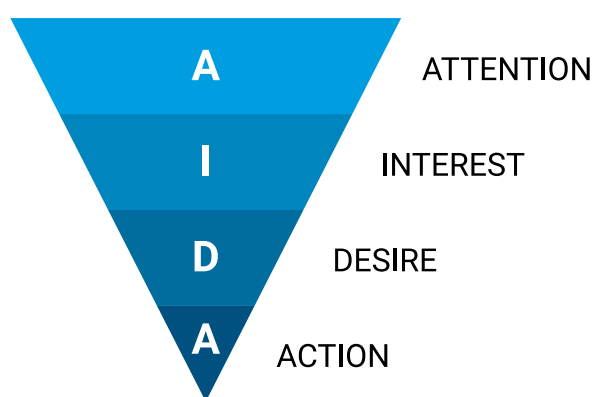


Source: Developed by authors

The opinions of youth, elderly and unemployed citizens are often missing while planning and executing activities by municipalities, therefore community needs are not identified to the full extent. In result, citizens, that are somehow marginalised or don't have enough motivation for civic engagement, can become even more disadvantaged in terms of power and resource distribution. Communication and dissemination aims at raising the interest in PB, using relevant and attractive content and appropriate information channels.

The models of raising the interest to elaborate and act according to the interests have been introduced by E. St. Elmo Lewis as a theory of marketing, called the AIDA model. It helps to understand the behaviour of the citizens before performing activities. AIDA is one of a class of models known as the *hierarchy of effects* or *hierarchical models*, all of which imply that citizens move through a series of steps or stages when they make decisions. This model is a linear, sequential model built on an assumption that citizens move through a series of cognitive (thinking) and affective (feeling) stages culminating in a behavioural (doing) stage.¹³

Figure 7. AIDA model¹⁴



The steps proposed by the AIDA model and adapted to PB are the following:

- *Attention* – citizens become aware of PB;
- *Interest* – citizens become interested in learning more about PB and how this process fits with their lifestyle;
- *Desire* – citizens develop a favourable disposition towards PB and want to engage;
- *Action* – citizens engage into activities.

According to the AIDA model, when establishing communication, the first step towards citizen engagement is catching their attention with condensed, attractive information delivered through the channels preferred by each specific target group of interest. The content of the message should make it worth to learn more and to become interested in the topic. If the message matches the values and attitudes of citizens in a way they see PB as an opportunity to improve their wellbeing, they are willing to participate and motivated enough for proposing or voting.

¹³ Demetrios Vakratsas and Tim Ambler, "How Advertising Works: What Do We Really Know?" *Journal of Marketing* Vol. 63, No. 1, 1999, pp. 26-43 DOI: 10.2307/1251999 URL: <https://www.jstor.org/stable/1251999>

¹⁴ Master the AIDA-model for improved business results, source: <https://neurofied.com/aida-model-improved-business-results/>

Individual and collective *motivations* depend on various factors. According to D. Biggs, there are four major motivators of civic engagement (see Table 6):

Table 6. Major motivators of civic engagement ¹⁵

Fear	Herd mentality	Sense of power & influence	Helping (altruism)
<p>The most motivating force. When it comes to community planning, citizens become fearful when they perceive threats to their life-style or financial security, or if the feeling of uncertainty overwhelms.</p> <p>It motivates citizens for action.</p>	<p>The need of belonging to a group makes citizens to engage when significant other persons or role models they trust and respect do similarly. The ideas about the “others” need to be shared within networks and sustainable partnerships with local opinion leaders established to engage more citizens.</p>	<p>Understanding of tangible outcomes, the results of citizen inputs motivates to take part in collective decision making. When communicating, citizens need to be convinced about their power to control or shape their future.</p>	<p>Whether it is protecting the environment or caring for the needs of the disadvantaged, tapping into the empathy, altruism and desire to protect the commons can be a powerful motivator. The will to help is based on the values of individuals and has the power to attract broader community.</p>

The abovementioned factors can be additionally stimulated by the presence of opinion leaders (influencers), who represent the values and attitudes of diverse groups and can positively encourage them to take part in decision making. The messages should reflect the images and interests of the leader who advocates it. If the youth needs to be motivated to take part in PB, the attention should be put to the issues and people sharing the needs of youth, for instance, ideas of accessible education or paid internships. If elderly people are targeted, accessible environment or culture advocates could act as opinion leaders.

Youth

In these guidelines, the term “youth” or “young people” is used in reference to citizens aged between 15 and 30. However, the period of a lifetime, when a person is considered to be young varies by the EU member states and can definitely be defined by the local municipalities, depending on planned activities and legal restrictions.

Based on identified needs of the local communities, youth as a large non-homogenous social group can be segmented into smaller groups (e.g. unemployed youth, NEET youth, young adults above 25, etc.). Based on their profile, youth targeting should engage local stakeholders that have direct

¹⁵Biggs, D., What Motivates Civic Engagement?, 2015, <https://metroquest.com/what-motivates-civic-engagement/>



access to young people, meaning educational institutions, NGOs providing non-formal education, youth centres etc. Engagement of the young people does not rely solely on their abilities, but is also highly impacted by the social environment.

Young people are distinguished by their habits and interests in relation to digital technologies, therefore specific communication channels should be applied when reaching them. It is necessary to acknowledge that preferred channels depend on the geographical region and are changing rapidly, as new trends and technologies come into the market. However, choosing the right channels do not guarantee the engagement of young people, as:

- They might show low interest in the particular information on PB or they simply are not aware of the PB concept itself;
- Information on participatory budget may be presented inappropriately;
- They don't see the appropriate opinion leader promoting their interests;
- There might be no trust towards the communicator of the message, etc.

When addressing and encouraging young people to become involved in PB, the way how the information is presented is a key for successful communication and dissemination. To make sure it is content-wise and visually attractive, testing on piloting groups of young people can be practiced or - even better - the content development delegated to youth itself. Youth can be the great partners to the organisers of PB, especially in setting up dissemination and being the opinion leaders to encourage other young people to take the action in PB processes. It is important to look at the local youth as a resource as they know the local youth, their values, and attitudes and needs the best.

Elderly citizens

Similar as for the other age groups, the age range and classification of elderly people is not commonly defined. The WHO and UN consider elderly as people aged above 60. Eurostat Europe in its report *Ageing Europe. Looking at the lives of older people in the EU* (2019) considers elderly people being aged 65+. It states that in 2018 almost one fifth (19.7%) of the total population across 28 member states were aged above 65. Due to advancing public health and improved living conditions, life expectancy in future will increase in the EU and the share of elderly people will reach 28.5% in 2050.¹⁶ However, the structure differs by countries, age groups and even gender.

Elderly population is not homogenous, too, as it can be divided into various groups: employed, retraining, retired, looking after their grandchildren, partners or friends, living in elderly care centres, etc. Also, elderly people can be divided into those familiar with ICT tools and those who have no access to digital content. For the latter, one of the major barriers in taking part in PB is that information is often disseminated digitally. Differences among elderly people in any of the regions are determined by social and cultural diversity, ethnicity, education level, health, well-being, lifestyle, etc.

When communicating with the elderly, language specific terms should be noted, as often the term *elderly* is somehow perceived with negative connotations (e.g. *incapable*, *feeble* or similar) and can be viewed as discriminative. In this context the term *senior* is more accepted. The term *older adult* is another alternative.

The other recommendations for setting up and maintaining successful communication includes special attention to the style of communication: it should be highly respectful, clear, and thoughtful. Messages should be delivered in plain language and sometimes even simplified to the maximum when some innovations are introduced to the older generations.

When planning PB communication, the municipality can define what elderly groups need to be specifically involved based on the local demographic situation, policy and legal issues. For example, in municipalities with a low percentage of citizens aged 60+, *elderly* can be defined as of age 55, and vice versa. On the other hand, attention should be paid to justify the need of calling adults as *elderly* to avoid misunderstandings, therefore it is recommended to use the right terms within the communication.

Unemployed citizens

As defined by OECD, *unemployed* are people of working age (usually 15-65, depending on the retirement age), who are without work, are available for work and have taken specific steps to find work. Unemployment occurs when a person who is actively searching for employment is unable to find work.¹⁷ Short- and long-term unemployment are distinguished depending on the period of unemployment – whether the person is in a job shift process or due to some reason is unemployed for more than 12 months.

The causes of unemployment may be different: seasonal unemployment, health issues, low motivation, high local unemployment rates, etc. When setting up PB communication, unemployed people as a social group can be segmented as short/long-term unemployed, unemployed mothers with children, unemployed early school leavers, unemployed of pre-retirement age, unemployed

¹⁶ Eurostat, Ageing Europe – looking at the lives of older people in the EU, <https://ec.europa.eu/eurostat/documents/3217494/10166544/KS-02-19%E2%80%91EN-N.pdf/c701972f-6b4e-b432-57d2-91898ca94893?t=1571047376000>

¹⁷ OECD, <https://data.oecd.org/unemp/unemployment-rate-by-age-group.htm>

youth, etc. Although without work, results of reaching unemployed target groups can be low, as unemployed may be engaged in other activities (e.g. housewife, caring after relatives, volunteering) or simply may be unmotivated.

It is scientifically proven that unemployment level correlates with citizen engagement, meaning that communities with low participation rate suffer from unemployment more.¹⁸ As both are interrelated, special attention should be paid for PB communication and dissemination to unemployed, whether in young or elderly age, to boost their attention, interest, desire and the following actions.

Stakeholder analysis

There are various stakeholders within the PB process. *Stakeholder* is a person or organisation, who is involved with an organization, society etc. and therefore has responsibilities towards it and an interest in its success or actions/operations.¹⁹ Stakeholders of PB are: governing bodies (municipalities and affiliated entities, government), local citizens, industry representatives, educational institutions, NGOs, individuals of municipality, as well as external organisations that have particular interest in implementation of PB. Each particular PB process requires a stakeholder analysis that includes three sequenced steps:



1 Identification and naming of all possible stakeholders to engage. These are target groups (formal or non-formal) and individuals and organisations, who have the power to influence, encourage or stimulate particular target groups (opinion leaders), as local NGOs, business entities, public institutions (municipalities universities, schools, public services etc.), non-formal groups of citizens, individuals and others.



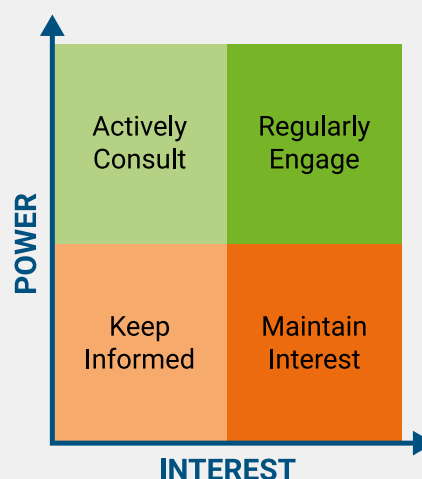
2 Analysis of all identified stakeholders. Target groups of involvement depend on local needs (priorities), objectives of PB, network groups and available resources. Specific criteria for selection of major stakeholders have to be applied while stakeholder running analysis. Two stakeholder mapping techniques are introduced as follows:

The Power-Interest Matrix

The Power-Interest Matrix introduces a stakeholder mapping technique based on their decision-making power and interest, which allows you to categorise them (see Figure 8). Stakeholders with high power and high interest require to be engaged regularly, whereas stakeholders with low power and low interest do not require regular and detailed communication, however should also not be neglected (as the least motivated groups: youth, elderly, unemployed).

Within PB, stakeholders with low interest and recognised low decision-making power should be kept informed to raise their interest and willingness to impact decision making.²⁰

Figure 8. Power-Interest Matrix



¹⁸ AEI, <https://www.aei.org/articles/youth-civic-engagement-and-unemployment-what-cause-and-what-effect/>

¹⁹ Cambridge Dictionary, source: <https://dictionary.cambridge.org/dictionary/english/stakeholder>

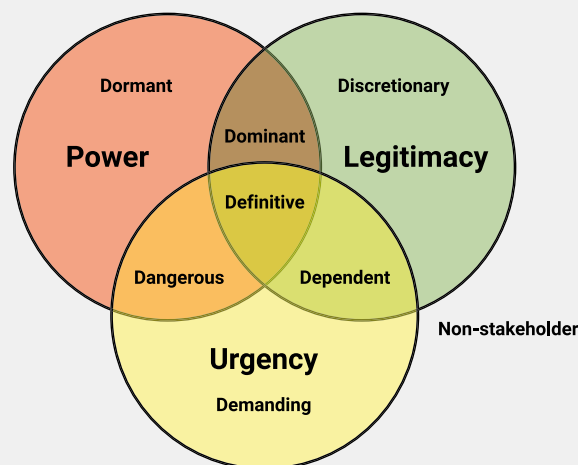
²⁰ Improvement Service, The Power-Interest Grid, <https://www.improvementservice.org.uk/business-analysis-framework/consider-perspectives/powerinterest-grid>

Another classification is presented by the Salience Model (of Mitchell, Agle and Wood), which introduces three dimensions of stakeholder assessment.

Salience Model

Three dimensions of legitimacy, power and urgency are used in the Salience Model to identify eight specific types of stakeholders (see Figure 9). Three latent types (*dormant*, *discretionary*, *demanding*) are the stakeholders, who possess only one of three attributes mentioned previously. They are recognised as the least interested ones, having a “passive” stance to the process and need to be monitored over time. *Discretionary* stakeholders are the least requiring in terms of attention, as they do not really have a power or demanding need, for instance, schools, hospitals or charity organisations that receive necessary support. *Demanding* stakeholders that may create a “noise” and be irritants, but the lack of power and legitimacy (moral, legal authority or the like) will not make them “*dangerous*” for the process. *Dormant* stakeholders do not require active engagement however need to be recognised, as may become “*dangerous*” if their needs are not met. *Dangerous* means readiness to sabotage or make trouble and negatively influence the image of PB, therefore *dangerous* stakeholders should be the objects of special attention and risk mitigation strategies. *Dependent* stakeholders lack the power, but have legitimacy and urgency, meaning they rely on more “powerful” stakeholders (e.g. NGOs, associations etc.) and can be easily influenced by those. *Dominant* stakeholders are those, who are powerful and legitimate, called as “the stakeholders that matter”, and need to be actively engaged and managed, for instance, municipal entities, associations of municipalities and policy makers. *Definitive* stakeholders are powerful, legitimate and have an urgent need, demanding the utmost attention in a timely manner. Not managed properly, these stakeholders can become “*dangerous*”. The last type of stakeholders constitutes those recognised as non-stakeholders, that don’t need to be involved.

Figure 9. The Salience Model



Applying Power-Interest strategies, the most attention-requiring stakeholders within PB are those *definitive* (have to be managed closely), *dominant* and *dangerous* (have to be kept satisfied). *Dependent* stakeholders have to be kept informed, *dormant*, *discretionary* and *demanding* ones – monitored on a constant basis to ensure effectiveness of PB²¹.

²¹ Harwinder, S., The Salience Model for Stakeholder Classification, 2019, source: <https://www.deepfriedbrainproject.com/2017/09/salience-model-for-stakeholder-classification.html>

Different strategies should be applied when communicating and disseminating information to distinct profile stakeholders.



Find the common needs and interests among the different stakeholders. To make communication and dissemination as efficient as possible, the common needs and interests of mapped stakeholder groups need to be identified and strategic partnerships developed, if relevant. To identify the needs and merge target groups that have common interests, a needs assessment is recommended to be conducted within each particular municipality.

Establishing a strategic partnership

Strategic partnership is an arrangement between two organisations to help each other or work together in making it easier for each of them to achieve their goals.²² If more than two organisations are involved in PB (e.g. municipality and different NGOs), strategic partnership is of high importance. Strategic partners support municipalities in arranging and distributing information on PB activities across their networks, helping to reach those less interested in policy and citizen participation. Strategic partnership (incl. partnerships on an inter-institutional level) can bring a great value to communication and dissemination activities when properly planned and managed.

There are a few practical steps with examples for creating new strategic partnership:



Identify potential partners - organisations, institutions, business entities and individuals - directly and indirectly involved in work with targeted citizen groups for the implementation of your Communication and Dissemination Plan. To establish sustainable partnerships, a database of potential local strategic partners should be developed and their possible roles identified, taking into account their audience, resources and networks. Information of possible networks of partners should be assessed, including asking potential partners for recommendations on planned activities and other stakeholders to involve.



Specify common interests of identified stakeholders (win-win points) to ensure their commitment and active support is driven by their motivations and the partnership brings real benefits to the target groups they represent. Each of partner-organisations should be contacted in advance, explaining their expected involvement and benefits from supporting communication and dissemination processes.



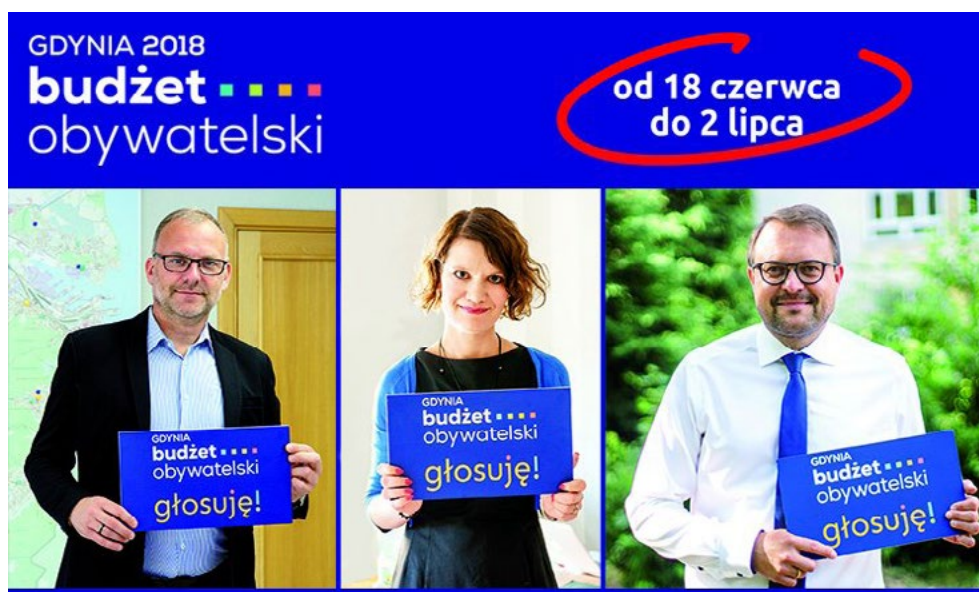
Document the arrangement of partnership in written form (e.g. detailed agreement, declarative memorandum) to oblige involved partners to engage according to agreed terms and PB stages.



Set common and individual communication and dissemination goals and expected results. Individual goals and responsibilities will depend on what targeted groups are represented by the partners and what are their resources. Some may agree to share the information in own social media, some may be directly involved in design of promotional materials (as seen on Figure 10).

²² Cambridge Dictionary, source: <https://dictionary.cambridge.org/dictionary/english/strategic-partnership>

Figure 10. Representatives of several municipal organisations as influencers during PB campaign in Gdynia, 2018 ²³



5

Improve the Communication and Dissemination Plan. Engage partners in the discussion and improvement of the Communication and Dissemination Plan, as they know their represented target groups best. The final plan can serve as a basic guide for planning and managing your partnership.

6

Quantify goals. To quantify goals, the performance indicators should be used and adapted for local needs.

7

Provide publicity to this collaboration. Use every opportunity to make information on PB significant and visible.

Additionally, a successful partnership can serve the quality improvement goals, not limiting to communication and dissemination only. Academic partners can be attracted to improve the capacity of PB implementation team. Municipality representatives receive valuable data-based information on PB, while researchers from universities and research institutes gain the direct access to respondents and data.

²³ Budżet Obywatelski i Przyjazna Dzielnica - głosuj mobilnie, source: <https://www.gdynia.pl/co-nowego,2774/projekty-budzetu-obywatelskiego-i-przyjaznej-dzielnicy-czekaja-na-glosy,524302>

Telšiai District Municipality, Lithuania

In Telšiai, academic partners from Klaipeda University have delivered the presentation to municipality staff and residents (incl. young people) on PB implementation. Later internal training was delivered specifically for municipality staff. The information was provided in a solid and convincing way, resulting in bigger confidence about the necessity of PB among politicians and municipal administration leaders.

Figure 11. Presentation on PB delivered for administration and residents of Telšiai District Municipality²⁴



When organising this and other events on PB, it was crucial for Telšiai District Municipality to send personalised emails and have private phone conversations with local active people of their own networks of municipality staff. It was proven that municipal staff (elders of rural elderships, staff of the social support department, youth work organisers) can be very useful in disseminating information. Applied together with webpage information, posters and social media posts, they helped invite local residents and engage into PB activities more effectively.

Identification of major barriers

The most common communication and dissemination barriers and risks experienced by citizens in the civic engagement process need to be acknowledged to reach out to those less engaged citizens, minimise the thresholds and make it easy to participate. The municipality is responsible for removing the barriers to citizens' participation by making the process more open, facilitating the collection of information from the various stakeholders (e.g. associations, educational institutions, specific interest groups, citizens), increasing the transparency of the process at each stage and ensuring broader access in terms of *linguistic, time, trust, technological and psychological* aspects.

²⁴ Telšiai district municipality archive



Language barrier

It often happens that communication and dissemination organisers use language full of concepts, terms, expressions and meanings that are weak and not relevant for targeted citizen groups. Language differences make it difficult to process the content presented and to be attracted by it. When using a text-heavy context, recipients often get lost and don't catch the idea of the purpose and meaning of the message. Naturally, the “*What do they want from me?*” question arises. To avoid this language barrier, the content and key messages should be more clearly defined to be comprehensible for an audience, allowing them to receive the content in *their language*.

Slow response from organisers

Time is a crucial factor in the scope of communication, where fast-paced interaction with targeted groups is important in ensuring sufficient engagement of targeted citizens. Social media users as target group members are accustomed to and expect real-time communication (24/7 availability), which could be problematic for many organisations and their implemented communication and dissemination activities from a resource perspective. If a municipality expects citizens to be active, its communication and reaction should be relevant: quick and responsive. Gained *attention* should be maintained to develop interest, desire and action, otherwise the moment is lost.

Disbelief and lack of trust

Disbelief and the lack of trust towards governing institutions are extremely common barriers for citizen engagement. The conviction that their participation does not make any real impact or previous negative experience in communication with the municipality, as well as feelings of powerlessness may constitute a barrier for engagement and contributing to PB. To reduce disbelief and mistrust to the municipality from citizens takes time, however, PB itself is a tool for improving the image of governing bodies and perceptions thereof, if communication and dissemination (meaning, showing the real results and impacts) is run effectively.

Technological barriers

Where the PB process requires the usage of technological solutions, it turns out that certain target groups can have a limited access to technology and are unable to take part in communication. Requests to use ICT tools within the PB process without providing the access and knowledge can result in frustration and refusal, followed by substantial decrease of potential participants. On the one hand, technology maximises the efficiency of communication for ICT users, on the other hand, it can be a threat if it is not properly explained and served. If the opinions of citizens are collected via special apps in the physical venue, support in explaining how the system/device works should be provided beforehand or during the process of collection. If the opinions of citizens are collected via social media, organisers should make sure the majority of the target group has the accounts in specific media and alternatives have to be provided, without limiting communication to only one type of social medium.

Psychological Barriers

The psychological state of the target group will influence how the message is interpreted. For example, personal worries and stress can affect receptivity and proper interpretation of the message. Local contexts of targeted communities should be analysed to use proper key-words within communicated messages. For example, if the focus area has been affected by fire, it way wrong to use the messages which include the word “fire” or if youth in the orphanage institutions are approached, the targeted messages should be careful about using terms associated with family. Extreme attention should be paid to the messages to disadvantaged social groups to avoid inappropriate messages.

Design of key messages

Taking into consideration particular needs of citizen groups (acknowledged during the needs analysis) and risks that may occur in relation to each of target groups, customised communication and dissemination messages should be developed. It involves adopting several communication types, paying attention to the content, form and visual identity, both online and offline.

There are basic steps for developing key communication messages that raise awareness and interest in PB:

- 1 Conceptualising the idea about PB;
- 2 Identifying challenges that PB will be trying to solve at the local level;
- 3 Conceptualising impact of these challenges for local citizens;
- 4 Providing feedback as part of two-way communication.

The communication content must be relevant. The messages must explain what will change from the implementation of PB and what solutions and benefits (e.g., economic, environmental, social) PB is offering for local citizens. These messages must be properly adjusted to meet specific needs and characteristics of each specified target group. Messages must be positive (to make positive attitude), persuasive, clear, simple, focused, relevant for the target groups and must be expressed in a form that raises awareness and interest depending on the type of audience to which it is addressed. The languages addressing distinct groups may differ, as youth prefer less formal communication while elderly people would require a more formal tone. Also, if PB aims at reaching different language groups (e.g. ethnic minorities, refugees) relevant translations should be used accordingly.

Also, the messages should be appropriate to the particular stages of PB. Citizens need to be informed about particular stages and the ways they can contribute at the beginning of PB, stating the timeframe, processes and rules. There is no need to focus particularly on the criteria of the projects to be submitted by the citizens the before citizen needs analysis is carried out. The procedures of voting should also be explained just before the voting phase starts, not at the beginning of the campaign. This avoids overwhelming citizens with unnecessary and confusing information and allows you to focus on specific tasks (e.g. submitting applications, analysing proposed projects, voting etc.).

Table 7. The questions to answer during the communication and dissemination process

Stage of PB implementation	Communication Focus
Launching a PB campaign (especially, when done for the first time)	<ul style="list-style-type: none"> • What is PB? • How PB is done in other municipalities? • Why is it important to participate for each of the target groups? • What benefits does PB provide? • How does PB create an impact? • How is participatory budget compiled?
Citizen needs assessment	<p>According to results of the citizen needs assessment:</p> <ul style="list-style-type: none"> • What are the interests of citizens? • What is citizen satisfaction with the place of living? • What are the areas of improvement (priorities)?
Submission of project proposals	<ul style="list-style-type: none"> • What are the selected priorities (topics) of specific PB announced? • How to submit the project application and when? • What are other eligibility criteria for submitting the project application (who can submit it, what document and information to submit)? • Where to find all information related to submitting?
Voting on project proposals	<ul style="list-style-type: none"> • Who can vote and who is necessary to participate in voting? • Where to vote (online/offline) and how (instructions)? • When will the voting take place? • What are the projects to vote for? • Who are the organisations submitting the proposals? • What are the costs of the projects and how will money be distributed? • What are expected results of PB/specific projects, if selected? • What areas/citizen groups will benefit from proposed projects?
Implementation of selected ideas	<ul style="list-style-type: none"> • What are the quality criteria for selected project implementation? • What projects have been selected? • What areas/citizen groups will benefit from selected projects? • What will be the results and impact of selected projects? • In what stage are the projects currently? • How is the implementation going?

While creating the key messages (whether on a webpage, poster or social media), the main point is to be *creative, short and precise*.

Figure 12. Online poster of PB in Kraków, Poland ²⁵



The messages should be easily understandable: why citizens should participate, where they can do it, what benefits are offered, what PB is about, etc., and include visual identity to be “catchy” (see other examples in Annex 2).

Visual identity

Visual identity is a crucial element of PB communication and dissemination, as it allows PB to be recognised and trusted each time the civic participation is required. The very basics of each PB (similarly to any project or initiative that requires participation of large audience) are: colours, fonts, logos, slogans, graphic elements, photographs and other visual attributes that make information to stand out and attract.

Each municipality is recommended to have unique visual identity of PB, similarly to how identities of each municipality websites differ (see Figure 13). The usage of the same visual identity for years will attract more citizens and demonstrate sustainability of democratic participatory processes and increase trust of citizens.

Figure 13. Logos of PB in several cities of Poland



Source: Webpages of respective municipalities (Poznan, Warsaw, Mazowska, Gliwicki, Krakow)

²⁵ Zagłosuj, by zmienić Mistrzejowice i Kraków – Budżet Obywatelski 2019, source: <http://www.mistrzejowice24.pl/2019/09/25/zaglosuj-by-zmienic-mistrzejowice-i-krakow-budzet-obywatelski-2019/>

Visual identity should not limit to the logo only. It should be present on all materials communicated and disseminated internally (within organisations or partnership) and externally. Even simple lines or ornaments of specific colours can make presentation templates, banners, samples, letter forms, specific disclaimers and other information forms distinctive and memorable.

Figures 13. Visual identity of Bielsko-Biala municipality, Poland ²⁶



More advanced visual identity strategies include design of the storylines, for instance, making sets of photographs or graphics, involving stakeholders into promotion of specific PB initiative or its idea in general (see an example of a Facebook promotion campaign in Figure 14).

Figure 14. PB project campaign on Facebook ²⁷



²⁶ Bielsko-Biala municipality archive

²⁷ The participatory Budgeting Project, source: https://www.facebook.com/ParticipatoryBudgetingProject/pho_tos/?ref=page_internal

Figure 15 Lahti municipality's #OmaLahti campaign materials for the use on Twitter, Instagram and Facebook ²⁸



Selection of communication and dissemination channels and tools

Communication and dissemination channels and tools in the civic engagement practices are changing fast due to new trends in ICT usage. Social media is seen as a powerful and promising tool for communication and dissemination. However, selected target groups can also include those less familiar with digital social media and ICT in general. Therefore PB information should never be communicated through digital channels only.

Channels

The objective of the use of appropriate information channels is to reach as large audience of target groups representatives as possible. Recommended online and offline communication and dissemination channels are presented in Table 8 and in each particular PB initiative is strongly dependent on the target group preferences and habits. Local or national surveys often gather the information on ICT usage and should be checked prior setting the communication and dissemination strategy.

²⁸ Lahti municipality archive



Table 8. Communication and dissemination channels and tools ²⁹

Online channels	Offline channels
<ul style="list-style-type: none"> • Webinars and other online events 	<ul style="list-style-type: none"> • Conferences
<ul style="list-style-type: none"> • Online broadcast media (radio, TV, YouTube) 	<ul style="list-style-type: none"> • Offline broadcast media (radio, TV)
<ul style="list-style-type: none"> • E-mails (incl. mailed Newsletters) 	<ul style="list-style-type: none"> • Workshops, seminars, hackathons
<ul style="list-style-type: none"> • Phone calls 	<ul style="list-style-type: none"> • Open (public) spaces
<ul style="list-style-type: none"> • Social media (incl. pages, closed groups, personal accounts) 	<ul style="list-style-type: none"> • Post/mail, newspapers • Thematic meetings (round-table discussions)
<ul style="list-style-type: none"> • Webpages of municipality, partners, networks and other webpages 	<ul style="list-style-type: none"> • Personal visits • Festivals / thematic events
<ul style="list-style-type: none"> • Blogs and vlogs of the opinion leaders (influencers) • Online forums 	<ul style="list-style-type: none"> • Agents (volunteers-recruiters, project's staff members, ambassadors; considered as <i>word-of-mouth</i> communication)
<ul style="list-style-type: none"> • Online platforms (designed for civic engagement purposes) 	<ul style="list-style-type: none"> • Strategic partners (educational institutions, NGO's, business entities etc.)
<ul style="list-style-type: none"> • Online press releases and conferences 	<ul style="list-style-type: none"> • Press releases, press conferences

The advantages of *online channels* include opportunity to reach huge number of citizens with less effort and costs (as costs are easily adjustable to the situation), as well as involve participants themselves in communicating and disseminating information to others (e.g. peers, colleagues, clients, friends), as social media networks allow local citizens to share the information with own networks not always reachable by municipality. Social media targeting can help a lot in reaching specific citizen groups (e.g. young people, elderly people, ethnic minorities, etc.), as specific parameters of each promoted publication can be set and information disseminated with relatively low costs. Variety of tools is provided to monitor the data on reached citizens and dynamics.

²⁹ Adjusted by authors from the following source: <https://ctb.ku.edu/en/table-of-contents/participation/promoting-interest/communication-plan/main>

Bielsko-Biała Municipality, Poland

As part of the voting for PB in Bielsko-Biała, a promotional campaign was conducted in social media, incl. Facebook and Instagram, encouraging the residents of Bielsko-Biała to take part in the vote. The advertisement was addressed to the residents of Bielsko-Biała living in area of 6 miles radius from the city centre, aged 18 to 65, of both genders and speaking Polish. In addition, a group of non-standard recipients has been created with local users involved. Remarketing campaigns were conducted, incl. those based on a group of so-called “lookalikes”, i.e. people similar to specific users of the municipality Facebook page. The results of the campaign are presented in the Table and graphs below.

Figure 16. Social media statistics: number of clicks and spending ³⁰

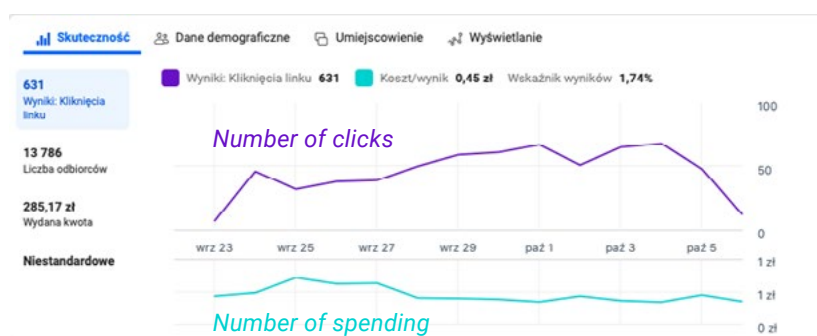


Figure 17. Social media statistics: campaign reach by gender (data on women reflected on the left, on men – on the right) and age



Figure 18. Social media statistics: number of clicks by channel



³⁰ Bielsko-Biała municipality participatory budgeting campaign data, 2020

Vidzeme Planning Region, Latvia

A webinar on PB was organised by Vidzeme Planning Region representatives as a part of Vidzeme Innovation Week 2021. PB and its role in democratic societies was presented and discussed with local organisations and civic groups: public sector representatives, NGOs and, specifically, cultural organisations, as Vidzeme Planning Region was in the middle of PB piloting in cultural sector. Due to pandemic, the webinar took place online and several digital tools were applied, such as Zoom, Miro.com and Menti.com.

The event was structured in two parts. First, a webinar about public participation as a mechanism for good governance and innovation was held. The webinar discussed the ways of involving and activating society groups, reviewed forms of participation, methods of encouraging like-minded people to represent common interests, etc. The second part of the training event was dedicated to practical work in four workshop groups, where the co-creation process took place and concept for innovative cultural project initiatives were developed using creative thinking methods. Special emphasis in the workshops was on issues and solutions on how to better involve society in co-development and influence cultural processes in the region.

Figure 19. Public Webinar on PB, Vidzeme Planning Region ³¹



It is extremely important to address the target group with the right information – relevant and adjusted to the level of knowledge of the audience. Therefore, the audience should be carefully selected and gathered. The importance of complementing academic knowledge with relevant examples of PB shouldn't be undervalued. For instance, if the audience of PB is professionally interested in cultural project development (as in case of Vidzeme Planning Region PB 2021), creative and culture-oriented good practices of PB should be offered. Also, the ICT tools should be simple in use and adjusted to the audience, taking into account the age and possible habits of the target groups.

³¹ <http://innovation.vidzeme.lv/lv/pasakumi/2021-02-26/sabiedribas-lidzdaliba-vietu-izaugsmei.html>

In turn, *offline channels* (also called *traditional channels*) have to be applied in order to reach those PB target groups that do not use ICT actively, to create bigger trust to PB. Also, the use of offline channels is justified by the resistant nature of individuals who do not accept sudden changes easily. It takes time to get used to the new tools, therefore the transition forwards e-participation (or vice versa) should also be gradual.

Bielsko-Biała Municipality, Poland

During the piloting of PB in Bielsko-Biała, a consultation point was established to reach people who do not use online channels. The consultation point was a place where the inhabitants of the community could get advice on preparing and submitting the project for PB. As part of the information, educational and promotional campaign, information meetings for residents were conducted, during which they explained how the civic budget works, provided advice during the project submission stage and answered questions. Special seminars (workshops) were designed for inhabitants to help prepare project proposals.

Figure 20. Poster for citizen engagement and support in project preparation phase



Bützow Municipality, Germany

The results of municipalities organising PB with the use of varied communication channels stress the necessity to use both online and offline channels. The PB voting in Bützow Municipality (2020) has counted 399 voters (with 1921 valid votes), and 24% of them have voted offline. As expected, the average age of the online voters was lower (49 years) than for offline voters (60 years). However, for both of the audiences the minimum age of the voter was similar, 12-13 years³², which indicates the variety of voting preferences. Therefore, it is extremely important to differentiate the communication channels and tools of PB, as there is a risk of losing significant part of voters if, for instance, moved to online voting exclusively. The Bützow Municipality has opted for the usage of variety of offline tools, such as banners, posters, local press announcements, as well as special cards delivered to each household. However, the channels and tools have to be adjusted to each individual municipality based on citizen preferences.

³² Data presented by Bützow Municipality Administration, the EmPaci Partnership Meeting, March 18th 2021



Taking into account the special attention to three identified target groups least involved in PB, Table 9 proposes several ideas on reaching youth, elderly and unemployed citizens.

Table 9. Communication and dissemination channels for youth, elderly and unemployed citizens

<p>Youth</p>	<p>Young people are best to reach through educational institutions and organisations offering non-formal or informal learning activities for youth out of school settings. Through detailed segmenting of young people, one might find out the group of youth in NEET, therefore it is recommended to consider local companies of municipality, events, organisers and family service providers as possible channels in reaching youth. Social media and other online channels are a must when communicating and disseminating to young audience.</p>
<p>Elderly</p>	<p>Elderly people are far not that active in using ICT tools as citizens of other age groups. Traditional communication channels as post/mail, printed media materials, broadcast media or communication over the phone would be more appropriate than online channels. Also, offline events (e.g. conferences, seminars, focus groups and workshops) are efficient for retired elderly people, who have more spare time. Face-to-face engagement is appropriate, however requires a lot of investment, therefore peer-lead communication, which includes local influencers/ambassadors is more resource-efficient. Elderly associations might be targeted as well.</p>
<p>Unemployed</p>	<p>Unemployed persons are best to reach through employment agencies, educational institutions that implement training and retraining programmes for unemployed, social insurance agencies and other social services' representatives. Social media (especially, LinkedIn) and job-seeking webpages are some of recommended channels, as it is assumed that unemployed persons would be interested in searching for jobs there. However, communication should not limit to the online solely.</p>



Tools

After the channels have been selected, the tools for communicating and disseminating the key messages have to be carefully thought of. Similar to classification of the channels, the tools can also be grouped as *printed tools* and *online tools*. *Printed tools* are tangible and include posters, leaflets, articles/publications in the newspaper, brochures, official letters, banners, thematic exhibitions, while *online tools* include mutual tools (discussions, storytelling, interviews, surveys), presentation slides, videos, e-mail letters, press releases, articles/publications on web pages, social media posts, photo galleries, souvenirs etc. (see Table 10). There are plenty of tools that can be applied to both environments (e.g. posters, letters) depending on the preferences of the audience. Some of the tools can be produced at low costs (for instance, social media content), while some of them require large investments (e.g. exhibitions).

Table 10. Characteristics of the communication and dissemination tools

Tool	Brief characteristics
Posters	Small amount of text, attractive photo or picture. Appropriate for the announcements of the meetings, launching the voting process, call for actions etc. Information on the poster should be concrete and precise. The larger the quantity of posters printed, the higher is the cost-efficiency of this tool.
Leaflets, brochures	Contain larger amount of text comparing to the posters, photos or pictures, therefore is more explicit. Often used to explain the process of the PB in detail. Leaflets usually of 1-page size, while brochures can contain more pages and come in different sizes. Visual identity is of special importance in leaflet and brochure design.
Articles/ Publications	Very detailed information can be provided. Usually used, when there is a need to announce new PB cycle, explain/introduce the opposite opinions, explain the idea and engagement processes of PB, promote case studies of other municipalities, introduce the projects for voting etc. When publishing on webpages, the form and length of the content is not limited and can be accompanied with pictures, infographics and other materials, especially if published on its own webpage. The advantages of publishing articles/publications on own webpages are freedom to choose the content and form, low costs and easy to share options. Larger audience will be reached if articles and publications will be shared on the webpages of partners and stakeholders as well, but similarly to press releases it requires time and efforts to build collaborative relationships.
Letters	The letters are usually seen as a personal approach for communicating with the citizens. However, printing and mailing costs should be taken into account, as delivery of information is expensive. E-mailed (digital) letters are cheaper as a tool, however also requires extensive preparation (creation and managing the database of email addresses). With possibility to add the attachments to the email letters, the amount of the added information should be critically evaluated, as information still should be as short as possible.

Tool	Brief characteristics
Banners	Small amount of text, attractive photo or picture. Oversize information always attracts, however banners can be extremely expensive depending on their location and size. Great for the publicity during the offline meetings, however for an outdoor use proper construction of the banners have to be considered. There is a huge diversity of formats of the banners and constructions: roll-up banners are pretty suitable to use indoors, large banners – outside.
Exhibitions	Interactive or static, explicit visual information. Usually takes a lot of time to prepare and is costly, but very effective especially for presenting of results.
Conversations	No matter the type of the conversation (discussions, storytelling, interviews, surveys, etc.) this is the tool with the highest risk of communication mistake, as inappropriate tone, position, language or simply style of communication can spoil the message. On the other hand, certain individuals need to have the personal touch – see and hear the people who spread the opinions and information. The conversations can be implemented during face-to-face meetings, consultations and other events.
Presentation slides	Presentations are the way to present the messages in detail avoiding tons of text to be read by the recipients. These are considered as a more attractive form of structured conversation, if delivered appropriately. Each slide should have a very limited amount of information, while the presenter explains the issues in detail. Any visual materials are the added value to any key message and constitute the attractiveness of information.
Videos	Various formats exist from the very expensive professional videos (short movies) to self-made 1-person video recording with the use of a smartphone. Videos are currently recognized as a powerful tool for citizen engagement at any stage of the communication and dissemination process. Videos can be published online or presented during offline events.
Press releases	It takes the time to develop the media network interested to publish information provided by the organisers of PB, but as partnerships with media are established, press releases can be a comfortable tool to use. The maximum of A4 format accompanied by attractive picture(s) is recommended.
Social media posts	Specifics of social media channel should be taken into account as information formats and publishing possibilities are different, for instance, text or video length, sharing options, customized picture formats (e.g. Twitter, Facebook, YouTube, LinkedIn, Instagram etc.). Regular updates are necessary, however, not too often. Otherwise people will start to ignore the topic.
Photo galleries	Photos from events are necessary to be published to demonstrate real offline activity in the PB process. However General Data Protection Regulation (GDPR) has to be taken into account. Ideally few words about each picture should be added, however photo gallery itself is a great follow up tool when disseminating PB events. Photos are great visual materials to complement other type of communicated information.

Tool	Brief characteristics
Trainings/ workshops	Very specific audience can be addressed through the online trainings, providing very detailed information for both target groups and municipalities, if the event includes some research or service design elements. During events, it is possible to provide different additional materials along the online training course. It takes time to prepare interesting and interactive content, but provides an opportunity to exchange ideas, views and knowledge on different stages of PB
Promotional materials	Small representative materials can be distributed for larger visibility of information campaign, incl. items like T-shirts, cups, bags, umbrellas, stickers, USB-memory sticks, pencils, bracelets, pens etc.

Source: Developed by authors

Properly selected dissemination channels and tools help to reach the communication and dissemination objectives during particular participation budgeting stages. The use of channels depends on suitability for the specific target group and context of the municipality.

Several principles should be followed when selecting the communication channels and tools:

The use of existing channels

When selecting communication channels, the first step is to conduct evaluation of previous experiences in communication and disseminating the information to the citizens. The existing channels should be the priorities only if they have demonstrated to be effective in reaching and involving the audiences. Existing channels are already known by the citizen groups and the latter will be more likely to find your information – online or offline. Whether it is a municipal website, municipal newspaper, social media or newsletter, it should be adapted to the target audience.

Regularity

Once the communication and dissemination of PB has been launched, it is important to keep citizens informed about what is going on within PB on a regular basis. The activities conducted via various channels have to be scheduled in advance, using the calendar (see Table 11). The regular messages will not only help in gaining more engaged citizens/followers, but also reinforce trust which is essential to the success of the PB process.

Table 11. Scheduled communication and dissemination activities in relation to the target groups

Communication and dissemination activities	Selected target groups														Schedule		
	YOUTH					ELDERLY					UNEMPLOYED						
	Partners/ Responsibility					Partners/ Responsibility					Partners/ Responsibility						
	Municipality	Individuals/volunteers	Educational institution	NGOs	Employers	Other organisations	Municipality	Individuals/volunteers	Employers	NGOs	Other organisations	Municipality	Individuals/volunteers	Employment agencies		Educational institutions implementing training and retraining programmes	Other organisations
COMMUNICATION activities																	
Development of communication content	X			X			X			X			X				April
Printed promotional materials																	
Brochures	X					X					X						May, June
Leaflets	X					X					X						
Roll-up banners	X					X					X						
Printed press releases	X					X					X						
Invitation letters (by post)						X					X						
Other printed materials	X					X					X						
Digital promotional materials																	
Invitation letters	X					X					X						May, June
Articles in social media	X					X					X						
Promotional video	X					X					X						
Promotional interviews	X			X		X			X		X						
Presentations	X					X					X						
Other digital materials	X					X					X						
DISSEMINATION activities																	
Individual letters by E-mail	X	X	X	X	X		X	X	X	X		X	X	X	X		July, August, September
Individual letters by post							X	X		X		X	X	X	X		
Articles in website	X			X	X		X		X	X		X		X	X		
Articles in social media	X			X			X			X		X		X	X		
Promotional video (e.g. existing events, local TV shows)	X			X			X			X		X					
Promotional interviews (e.g. into Local TV and radio shows)	X			X			X			X		X		X			
Presentations (e.g. conferences, seminars, workshops, into existing community events)	X	X		X			X	X		X		X	X				
Face-to-face communication or over the phone (e.g. individual meetings, conversation by phone)	X	X	X	X	X		X	X	X	X		X	X	X	X		

Source: Author's example on the planning communication and dissemination activities

Diversity

Using a mix of various online and offline channels helps to increase awareness and make sure all distinct audiences are reached. It ensures larger coverage and engages more stakeholders in promoting PB. The more differentiated channels and tools of communication are employed, the more citizens will be reached. However, resource efficiency has to be taken into account, as planning and implementing communication via each of the channels requires time as well as financial and human resources.

Uniqueness

Sometimes it is worth the money and time to develop and implement some special events/initiatives no one has seen before in a particular municipality. Something unique can help to shake the minds of the citizens, even if the citizens are very conservative.

Lahti Municipality, Finland

Innovative approach has been applied in Lahti to promote PB. It included diversification of stakeholder supporters and engaging them into several informative and co-design activities.

Project Guardians

A group of four city officials from different fields of the organisation, who helped run the PB internally and made sure the preliminary checking of ideas given by the inhabitants, was conducted in time and according to the rules.

PB Coaches

12 ordinary citizens took part in running and promoting PB externally. Each had their own area where they distributed information to other citizens. No set limits or rules, but individual styles. Some relied heavily on social media, others on their own networks and neighbourhoods (by distributing flyers and other materials).

Lahti PB Lackathon

To bring an element of co-creation into the pilot (where Covid-19 had made most live meetings impossible), the implementation team of PB in the municipality held a live event in August 2020 at a Service Point located in a shopping centre at the heart of Lahti. At the event city officials, citizens and NGOs – everyone was welcome – worked together on 14 ideas to improve them before they went into voting phase.

Figure 21. Lackathon implementation in Lahti Municipality ³³



³³ Lahti Municipality archive

Use of existing networks

Engaging with the local communities and connecting with existing events helps to reach communities which are not connected on-line or exist in different *information spaces*. In this way students can be efficiently reached through educational institutions, employees through internal communication of municipal organisations or largest companies operating in the area, elderly through specific municipal services, youth through youth centres, etc. If personal relationships exist to members of any of the important target groups, communication activities like e-mails, phone calls and visits are preferred in establishing the partnerships.

Rietavas Municipality, Lithuania

To promote civic participation among youth, the Rietavas Municipality has initiated PB simulation for Rietavas L. Ivinski Gymnasium students and teachers. The idea of simulation included students developing ideas and larger society of Rietavas voting for the best ideas to implement in the municipality. The process of idea development included learners researching, developing proposals for their projects and establishing local partnerships with public institutions - culture centre, library, etc. In result of cooperation between the municipality administration and the school, 17 proposals were submitted, 2430 persons voted and 5 best ideas were selected to take part in the second round of voting on the municipal level. The applicants had to be 15-18 years old, but the voting phase had no age limitations.

From organisational part, 8 teachers and several high school students were trained on PB implementation prior the project development. Online webinars were organised to clarify PB and the procedures of submitting project ideas. Following the training, the group called "Ideas for Rietavas" was formed on the Microsoft Teams platform to promote PB across the gymnasium classes and wider communities (e.g., parents, other schools, friends etc.). Students were informed about the PB principles and motivated to apply with own ideas.

Figure 22. PB Simulation – Ideas Development ³⁴



Two teachers of History and Civil Education served the simulation as coaches for the idea applicants. Apart from the simulation organisers, the IT professionals of Rietavas Municipality Administration and Rietavas Tourism and Business Information Centre were attracted to support the PB simulation. Also, the Principal of Gymnasium and Heads of the Municipality Administration were engaged in promotion of the simulation.

Mentioned ways of communication can also be aimed at targeting audiences where no personal relationships exist, but whose participation is necessary for successful implementation of PB (see "Establishing a strategic partnership").

³³ Rietavas Municipality archive



Coordination of Communication and Dissemination Activities

Implementation of communication and dissemination activities within PB is a resource-intensive process. It requires setting up and training of a team of implementers, meaning that one person might be overloaded and implementation required at least several responsible persons, including the main implementation coordinator. When the objectives, main target groups, stakeholders, communication messages, channels and tools are identified, implementation requires technicians and communication professionals with extensive knowledge in social media, events organisation, copywriting, online publishing, knowledge of local media market and project management skills. Also, human resource and leadership skills might be of special importance when engaging local interest groups and volunteers in helping with distribution of information. Apart from external communication with the citizens as end-recipients, there are three additional types of communication applied for coordination of the Communication and Dissemination Plan: *internal*, *external*, and *inter-institutional* communication.

Table 12. Internal, External and Trans-institutional Communication

Communication aspect	Internal	External	Trans-institutional
Recipients	Employees of implementing organisation	Sub-contractors, influencers (ambassadors)	Strategic partners
Communication style	Can be informal, depending on relationships within the team	Formal communication	Formal communication
Communication channels and tools	Defined by the internal procedures and ICT applied internally.	Depends on the tasks and specific ICT requirements, but usually communication is done via e-mail, phone and during offline meetings	Defined by internal standards and formal relation between particular institutions or set in a partnership agreement
Follow-up	At least once per week	Upon necessity – depends on tasks	Regular updates at least once per month
Involvement	The team of CDP implementers trained to carry out specific tasks. Other employees of department and whole organisation – regularly updated on events, campaigns and stages (via internal newsletters, emails etc.) of PB, to be able to respond to citizen inquiries	Specific persons or a team engaged into delivery of specific tasks – need to be monitored according to the timeline and quality criteria. Need to be timely informed about the required intervention.	Need to be updated on each of the stage and timely equipped with necessary information and materials to be communicated and disseminated.
Relationship agreement	Employment agreement or subcontracting agreement with confidentiality disclosure, if external specialists need to be attracted (written)	Subcontracting or partnership agreement (written)	Declarative memorandum, Partnership agreement (written or oral)

Source: Developed by authors

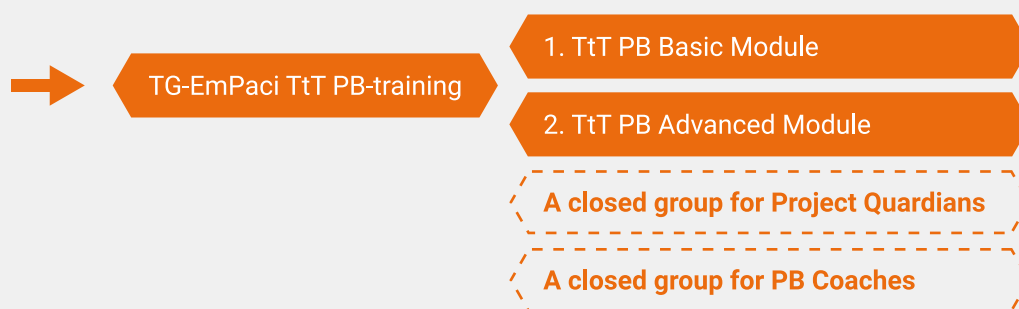
To have the common ground and understanding of communication and dissemination activities of PB, the training on related topics has to take place before starting the action, such as an extensive few-days training or few smaller and more targeted training sessions for specific stakeholders (implementation team, possibly engaging strategic partners), as the training-activity depends on the scale of PB, implementers' background and variety of key target groups. There are no particular rules in setting up the training activity. The most important is to discuss the Communication and Dissemination Plan (CDP) with involved stakeholders in detail, distributing responsibilities for specific tasks.

Lahti and Riihimäki Municipalities, Finland

Train the Trainer (TtT) concept was used in Finland to help the Municipalities of Lahti and Riihimäki prepare for PB pilots. In Lahti, training was provided for city officials and PB Coaches (municipality staff), as well as Project Guardians – citizens who took part in running the pilot. The aims of the most online events were to bring all stakeholders together for establishing a good working relationship, provide them knowledge on PB, promote participation within their communities and promote awareness of the EmPaci project. During the COVID-19 pandemic, training sessions were held online using the Microsoft Teams platform that could be accessed from any place using a desktop, tablet or smartphone.

As a part of the EmPaci project, TtT consisted of several modules. The basic module included basic information of PB idea and case studies (with special focus on Finland), local experiences of citizen needs assessment and survey results in Lahti. The advanced module included topics such as participation in municipalities, resourcing for PB, case studies and overview of PB within international settings. Special online spaces were created for participants (Project guardians, PB Coaches) to discuss internal matters, exchange ideas and share knowledge (see Figure 23). For ease of use, the Finnish EmPaci Team provided further study materials, such as documents, videos, links and presentations for the groups on the platform.

Figure 23. Train the Trainer course structure in Lahti



Most training sessions were held online using the Microsoft Teams platform that could be accessed from any place using a desktop, tablet or smartphone. Additionally, supporting online events were arranged to give an overview of the topics and promote communication between all persons involved. A follow up event was held for Project Guardians in autumn 2020, as the piloting was coming to an end.

Bielsko-Biała Municipality, Poland

A 3-day training organised in Bielsko-Biala in 2021 involved administrative staff from the City Hall and specifically organisational units responsible for PB implementation. In total, 22 persons from 8 municipal units took part in the training. Training participants were extensively trained on communication with the residents and communities, covering such topics as:

- The parties involved in cooperation with residents and how to address them?
- Communication and public involvement processes - how to organise them?
- Obstacles and problems - how to solve them?

The topics and the structure of the trainings have been selected taking into account the level of knowledge of Bielsko-Biała municipal staff – municipality representatives are experienced PB implementers (8 years of implementation) and the communication topics were selected to increase the efficiency and effectiveness of the team. Partly, the curriculum proposed by the EmPaci project was applied, however more focus has been put on the exact issues related to social media tools applied in Bielsko-Biała. A coach was attracted and a training program with a manual was developed during the preparation phase.

At the end of the training, the online evaluation form was distributed across the training participants. The following questions were asked to be rated:

Evaluation form question/ aspect	Evaluation method
To what extent did the training meet your expectations?	Likert scale: 1-5
To what extent will the training improve communication with residents and positively impact community engagement?	Likert scale: 1-5
How would you rate each element of the training? <ul style="list-style-type: none"> • Online platform; • Training materials; • Timetable. 	Likert scale: 1-3
How will the training benefit the employees of the Municipality? <ul style="list-style-type: none"> • Improve communication with residents; • Increase awareness of the role of employees and their interdependence; • Develop communication skills for increased effectiveness in interpersonal and task communication; • Learn principles and improve skills in effective communication oriented to building “communication bridges” in any professional relationship or situation; • Activation of the local community and possibilities of its influence on the development of the commune area; 	Yes/no
Please evaluate the training instructor <ul style="list-style-type: none"> • Method of communication • Theoretical background • Communicativeness • Manners 	Likert scale: 1-3
What overall rating do you give to the training?	Likert scale: 1-5

Before starting the implementation and partnership activities, all involved parties should be fully aware of communication principles and timings. The guidelines on cooperation should be presented, including preferred channels of communication to avoid miscommunication, over-communication, inappropriate timings and channels of information delivery. An agreement on responsibilities on particular duties might be signed and be a part of CDP.

MONITORING AND EVALUATION OF COMMUNICATION AND DISSEMINATION ACTIVITIES

The quality control is of special importance when implementing communication and dissemination activities and reaching desired results. Monitoring and evaluation are two functions that enable tracking the progress and responding to the areas of necessary intervention to adjust to circumstances, whether positive or negative. Although the purpose of monitoring and evaluation may seem similar, the focuses of both differ. Monitoring is the regular collection of information about all project inputs and outputs, such as activities, reporting, documentation, finances, budgets, supplies, equipment. Incorporated as a daily activity, it shows whether things are going according to the plan and helps project staff and their partners to keep track of their work, identify and solve problems quickly.

In turn, the evaluation keeps track of key outcomes and impacts related to the different project components, assessing whether the objectives are achieved. To make it work, baseline research should be carried out at the beginning of an intervention to be able to evaluate the result comparatively. Compared to the monitoring, evaluation can be also performed by external bodies (agencies) or other stakeholders. However, involvement of the project staff and partners cannot be avoided as it builds team's capacity and provides a sense of ownership of the results.³⁵

Both approaches are equally important, therefore a combination of the two should be applied to each PB.

Monitoring

As stated previously, monitoring is the systematic and routine collection of data during PB implementation for the purpose of establishing whether the intervention is moving towards the set objectives.³⁶ The data collection tools are integrated into processes of PB to ensure fluency of the processes. When planning monitoring activities, the data is considered as a relevant and reliable measure of achievements, performance and progress indicators.

The main person responsible for implementation of the plan and monitoring of processes and results (e.g. Communication Officer, Coordinator or any other) has to overlook all processes (incl. media monitoring) to react to possible unexpected issues and deviation from the plan, managing overall strategy in communicating with the citizens, strategic partners and even internal communication specialists. Monitoring of communication and dissemination processes needs to be done according to the plan and budget, and reports available upon request of the stakeholders. The relevant managing person(s) should have strong leadership and project management skills, being equipped with the relevant knowledge, however can also be responsible for separate functions within specific phases of PB, for instance, preparation of press releases, presenting the content during events with citizens,

³⁵ WHO, https://www.who.int/hiv/topics/vct/sw_toolkit/monitoring_and_evaluation/en/

³⁶ Types of monitoring <https://impact-evaluation.net/2013/07/02/types-of-monitoring-in-monitoring-and-evaluation-me/>

development of visual identity etc., depending on the function within municipal organisation. Being an expert in both strategic management and technical implementation ensures the coordinator taking adequate measures in response to the monitoring results.

There are several types of monitoring and they include:



Process monitoring measures inputs, processes and outputs to establish whether the project tasks and activities are leading towards expected results;



Technical monitoring in PB communication and dissemination context relates to specific tasks or communication and dissemination activities. It may include the monitoring of citizen activity and feedback, monitoring of the number and quality of events and publications etc. If there is low activity of the citizens, the communication and dissemination strategy should be adjusted.



Assumption monitoring means assessing the external factors that determine PB success or failure. The failure might not always be justified with the wrong strategy for implementation, but may also be associated with the political scandals, technical and legal restrictions of using selected communication channels, meaning the external factors that could not be envisioned.



Financial monitoring measures the expenditures and compares them with the planned budget. It allows you to avoid or timely respond to excesses or wastages and prepare for financial reporting.



Impact monitoring assesses the impact of implemented activities to the target citizens in a longer term to demonstrate if the wellbeing (or certain challenged situation) is improving.³⁷ Although it is the most complex type of monitoring and can be seen rather as evaluation. The impact indicators should be set and gains demonstrated to the citizens, as they are rather interested in the impact, nor process or technical monitoring of communication and dissemination.

The focus of each monitoring process is the data. Its gathering may require specific tools to make data available for analysis and applicable to processes improvement.

Monitoring tools

There are offline and online monitoring tools to help follow the progress and assess the results. Digital tools are becoming more popular recently, as they help teams to be more organised and efficient.

Process monitoring

In terms of *process monitoring*, the teams still needs to be gathered for offline meetings on a regular basis to make sure that all tasks are understood right and will be delivered on time. However, delivery of specific tasks heavily depends on reminders, calendars, status reports, emailing, checklists, digital collaboration tools and other monitoring tools, for instance, Weekdone, Asana, Freedcamp, Trello and many others.

³⁷ Ibid



Technical monitoring

In terms of communication and dissemination online, social media technical monitoring tools are available for gaining analytics on published posts, activity dynamics, reached audiences size, their characteristics, etc. Large variety of specialised online software are available for social media monitoring mainly for business marketing purposes, however can still be successfully applied to any field of action. The tools as Sprout Social, Hootsuite, Mediatoolkit, and Social Pilot are popular and applied for both planning of social media entries and monitoring of interactions. These and similar tools ensure the collection, analysis and storage of both internal and external data, incl. citizen feedback and opinions.

Assumption monitoring

Broader strategies and events monitoring have to be implemented based on main external data sources, such as newspapers, popular websites of locality, social media and other sources, where locally and nationally important updates are being published for the citizens. Even global events (as Covid-19 pandemic) can largely impact the processes and results of PB. Therefore, a large context analysis needs to be critically carried out throughout the PB process for proper risk management and quick response to the changing environments.

Financial monitoring

There is a large variety of financial monitoring tools. Each municipality has established its own system of accountancy and usually it is difficult and resource intensive to implement new tools into an existing framework. However, digital financial monitoring tools are helpful in tracking working hours and converting them into expenses, accounting, invoicing, inventory and checking the overall status of the budget and financial status for each specific task. The right tools have to be carefully selected based on the needs. Some of examples are: Zoho Finance Plus, Xero, Oracle Financial Cloud. The budget, security issues and access rights have to be taken into account when deciding on the tool to avoid sensitive information going rounds.

Impact monitoring

Impact assessment tools differ from other types of monitoring, as impact measurement lasts for much longer period than just the PB cycle. Focus of results and complex methodology has to be designed for impact monitoring. Detailed information can be found in the "Impact measurement" section.



Evaluation

Evaluation aims at determining the relevance, impact, effectiveness, efficiency and sustainability of interventions and the contributions of the intervention to the results achieved. Evaluation focuses on expected and achieved accomplishments, examining the results chain (inputs, outputs, outcomes, and impacts), processes, contextual factors and causality, in order to understand achievements or the lack thereof. Basic terms related to evaluation of PB elements (see Table 13) need to be acknowledged and distinguished to apply the methods of evaluation correctly.

Table 13. Key terms of evaluation ³⁸

Evaluation term	Definition (applied to PB evaluation)
Inputs	Human, physical or financial resources used to undertake a PB such as costs to the participants or costs to the organisers.
Outputs	Measures of what an activity has resulted in, e.g. workshops, interviews, meetings conducted, the number of participants attending the event etc. Outputs are not the benefits or changes achieved for your participants, rather interventions made to bring about those achievements (outcomes).
Outcomes	The changes, benefits, learning or other effects that result from what the PB offers or provides. Outcomes are the results produced within the PB process, facilities or products. Outcomes can be beneficial for individuals, families or whole communities.
Impacts	Broader or longer-term effects of PB inputs, outputs and outcomes (see section "Impact measurement").

A comprehensive and methodical approach to evaluate participation can improve understanding of where, when, why and how public participation works or fails to work. Evaluation helps stakeholders and practitioners to understand what type of participation creates specific results.

³⁸ McGrow, G., Greenaway, L., Evaluating Participation A guide and toolkit for health and social care practitioners (2013) source: https://www.betterevaluation.org/sites/default/files/SHC13_evaluation_toolkit_Sep13.pdf

There are two approaches to evaluation (see Table 14):

Table 14. Evaluation approaches ³⁹

Formative evaluation	Summative evaluation
<p>Usually undertaken from the beginning of the PB and is integrated into the development of activities. Formative evaluation allows ongoing learning and adaptation in response to interim findings, rather than having to wait until the end of the PB process to discover something should have been done differently. It examines the progress of participation against the PB objectives and identifies unexpected barriers or outcomes as part of a continuous improvement cycle. The benefits of formative evaluation would include improving the participation process as the project progresses as well as receiving feedback from participants while it is fresh in their minds. It is also easier to collect data, so long as this is planned for. A potential downside is that sometimes a clear picture does not emerge on what is working well and what is not because the project is not completed, yet.</p>	<p>Usually undertaken at the end of the PB process and provides an overview of the entire process. Focused on how successful an activity was and whether it met its objectives in terms of both process and outcomes. The advantages of summative evaluation is that it can stop people from repeating initiatives, which have not been successful, and it can uncover information, which supports people build on the successful PB processes. A potential downside to summative evaluation is that too much time may have elapsed between the participation activities and the evaluation. This can make it difficult to contact participants for their views or those that are contacted may not recollect everything you need to know.</p>

Independent of whether formative or summative evaluation is chosen, it essentially involves answering the questions. There are three major groups of questions to answer during the evaluation:

What did we do? (inputs)	How well did we do it? (process)	What impact did we have? (outcomes)
<ul style="list-style-type: none"> • What were the objectives? • What methods were used? • How many people did we reach and how diverse are the target groups? 	<ul style="list-style-type: none"> • Were the objectives met? • What worked well and not so well? • Were the methods and techniques appropriate? • What could be improved? 	<ul style="list-style-type: none"> • Did it achieve intended outcomes? • What was the impact on people, communities or municipality's staff?

Appropriate methods for data collection and answering those questions should be selected and thought of. There are plenty of evaluation methods to be used for data collection and analysis: surveys, interviews, focus groups, document reviews, experiments, observations, needs analysis, etc. (see table 15).

³⁹ Ibid

Table 15. Basic evaluation methods ⁴⁰

Method	Description
Surveys	A way of collecting information directly from the people involved in a systematic, standardized way: all respondents are asked the same questions in relation to the inputs, processes, outcomes and impacts. Several forms of collecting surveys exist: hand-outs, mail and phone, face-to-face and electronic surveys. All of them (except face-to face) are filled in by the respondents themselves. Can be applied internally to a smaller respondent sample or externally to evaluate the opinions and ratings of large respondent groups. Regular surveying is recommended to assess the changes over time.
Interviews	There are structured, semi-structured and unstructured interviews, depending on the questions and expected answers – if the questions are “close-ended” (with pre-set answers), “open-ended” with possibilities of adjustment to each interviewee and context or there is informal conversation conducted with the focus on rather themes than standard questions. Interviews can be distinguished based on the form of delivery –phone, computer-assisted, elite interviews, life histories, household surveys and key informant interviews. Mainly used in evaluations when extended answers need to be gathered for in-depth analysis purposes. ⁴¹
Focus groups	A focus group is defined as a group of interacting individuals having some common interest or characteristics, brought together by a moderator to collect some data. As group depth interviews they usually gather 7-10 respondents (unfamiliar with each other) to gather information on a group level, however are too small to be representative. No individual progress can be assessed during focus group interviews, rather the perceptions, attitudes and ideas collected for further analysis. A good method for designing and improving projects, initiatives or programmes.
World café	The world café means hosting group dialogue which emphasise the power of simple conversation in considering relevant questions and themes. Compared to focus groups, world café is less formal and the respondent group can consist of any number of participants. During the session, participants rotate between tables, where 4-5 participants sit and discuss the answers to specific questions. Rotation allows you to develop ideas and conversations moving from one topic to another. This method is specifically designed for addressing decision-making and effective planning issues. ⁴²

⁴⁰ Adapted by authors from Watanabe, Y., Sinicrope, C. (2008) Overview of Common Evaluation Methods, source: [http://www.nflrc.hawaii.edu/evaluation/files/Watana be&Sinicrope_Eval%20Methods_resources.pdf](http://www.nflrc.hawaii.edu/evaluation/files/Watana%20be&Sinicrope_Eval%20Methods_resources.pdf)

⁴¹ Interviews, source: <https://www.betterevaluation.org/en/evaluation-options/interviews>

⁴² World Café, source: <https://www.betterevaluation.org/en/evaluation-options/worldcafe#:~:text=The%20World%20Caf%C3%A9%20is%20a,considering%20relevant%20questions%20and%20themes>

Document review	A way of collecting background data by reviewing existing documents: reports, strategies, activity log-frames, performance ratings, funding proposals, meetings minutes, newsletters, marketing materials etc. It includes revealing a difference between formal statements, activity plans and actual implementation. Document review is relatively inexpensive and good source of information, which can be internally or externally, depending on the ownership of the documents reviewed.
Experiments	Experiments are specifically dedicated activities to put particular people in a particular artificial situation to receive the feedback on some issue. The experiment must be repeatable. It means that any other investigator should obtain the same or very similar result under the same conditions.
Observations	A flexible approach to quantitative and qualitative data collection, assessing a process or situation and documenting evidence of what is seen and heard. It allows you to notice the actions and behaviours in a natural context to provide with insights on some event, follow-up session or other activity. Can be applied in addition to other methods – as focus groups, interviews. ⁴³

Selection of the right evaluation methods is important for the time- and cost-efficiency of the evaluation process. The **questions to be answered** (according to communication and dissemination objectives) and the size of **target groups** are determining aspects when selecting the methods of evaluation, and - further - tools of evaluation. For instance, semi-structured interviews might be too expensive and time-consuming if the large number of people should be asked for feedback. Analysis of such a large data set might seem to be unbelievably difficult. Therefore, more standardised surveys with some open-ended questions might be the most appropriate evaluation method, for instance, to assess to what extent the objectives were met, what could be improved and what is the overall satisfaction with activities implemented. Also, focus groups might be a more efficient method than qualitative interviews, if an in-depth analysis of more opinions is to be provided. Observations, for instance, is less informative and is not recommended as a basic method of evaluation.

The challenges associated with the evaluation process are described by the lack of time, human and financial resources or the lack of appropriate expertise to conduct the evaluation. It is often accompanied by the lack of commitment from senior management. Also, the lack of experience and knowledge about evaluation, which can result in an inappropriate choice of evaluation timeframe and methods, are obstacles that need to be taken into account. Other challenges are related to responsiveness of the stakeholders (incl. both citizen audience and partners) – it is often difficult to collect the feedback from event participants after the communication and dissemination activities have been implemented. Stakeholders and participants of the PB process have to be informed in advance about the follow-up evaluation activities. However, this does not guarantee their active participation in evaluation.

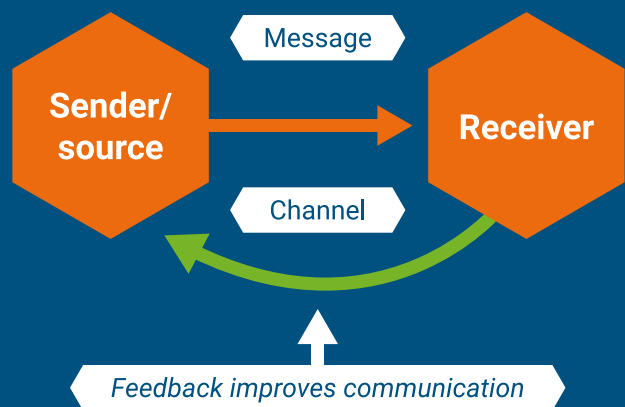
⁴³ Observation: a guide for use in evaluation, source: <https://education.nsw.gov.au/teaching-and-learning/professional-learning/evaluation-resource-hub/collecting-data/observation#:~:text=Observation%20provides%20the%20opportunity%20to,activity%20or%20situation%20being%20evaluated.>



Feedback communication

The target groups of PB and stakeholders engaged directly or indirectly are a significant part of PB evaluation. They should be updated about the stages of PB and results reached to feel significant part of the process and be motivated to provide the feedback for evaluation purposes. Feedback is the target audience's reaction after perceiving or understanding the message. As an essential two-way communication, which allows to evaluate the effectiveness of communication and dissemination activities – whether the target audience was reached and to what extent the communication objective was reached (see Figure 24). Without the feedback, two-way communication is either ineffective or incomplete.

Figure 24. Feedback provision as a result of two-way communication ⁴⁴



⁴³ Adapted by authors from: <http://mmrcse.blogspot.com/2018/11/communication-is-two-way-process-of.html>

The feedback from the target audience actually indicates if communication and dissemination activities have reached the target audience and if delivered information has been appropriate, being a measurement criterion for communication and dissemination effectiveness. If the target group members express a desire to become involved in PB or express an interest in taking part in PB, it means that the key messages and chosen communication and dissemination channels were appropriate. The improper key message or channels cannot positively engage the target groups and provision of the feedback fails.

There are three distinct types of feedback based on the objective and phase of implementation:




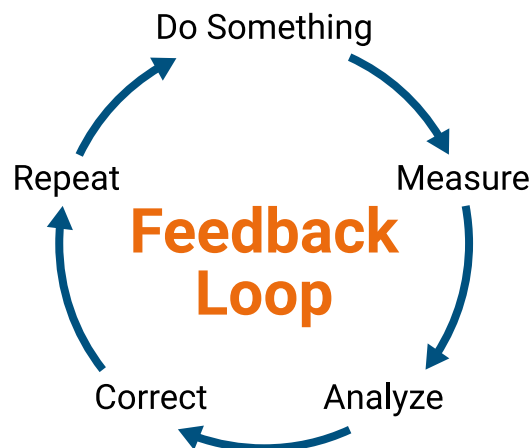
- 
Feedback during the communication process, when citizens are asked to respond to the invitation to take part in participatory governance (budgeting) and their responses are carefully monitored, analysed and integrated into decision-making. In this case feedback is collected for citizen engagement and improvement of their PB experience.
- 
Feedback about dissemination quality, when citizens are asked to evaluate the quality of dissemination activities. Dissemination quality is assessed to assure that PB is disseminated at the right time, to the right audience and the messages are appropriate. Implementation of so-called 'feedback loop' (see Figure 25) can contribute greatly to the proper feedback collection. When citizens provide input, they must be confident that it will be applied. Let them know when they can expect a reaction or when their input will be analysed.
- 
Feedback on reached results is associated with the long-term evaluation, which assesses how selected initiatives are implemented, what are the exact outcomes of the initiatives etc. The situation may arise that PB ends within the 6 months and the next 6 months the feedback on the achieved results is organized.

Figure 25. Feedback loop⁴⁵



Requesting and listening to the feedback is not only the good manner of communication, which expresses the appreciation of their engagement and contribution within civic participation and motivates citizens for future participation. It is also a valuable data collection resource that helps to measure performance and establish key performance indicators.

⁴⁵ Rashell, R., Get Better Faster With A Tight Feedback Loop, Source: <http://www.golfwrx.com/175284/get-better-faster-with-a-tight-feedback-loop/>

Key Performance Indicators in use

The *Key Performance Indicators* (KPI) within PB measure the values that demonstrate how effective communication and dissemination activities are in achieving key objectives. KPIs can only be set when the goals are clearly set up. As mentioned previously, the aim and expected impact from the communication and dissemination process is to engage representatives from different local citizen groups in meaningful PB: to provide information, create interest, build awareness or relationships.

As offered Guidelines for Communication and Dissemination Strategy focus mainly on three target groups – young, elderly and unemployed citizens – the following *quantitative and qualitative* KPIs are significant in evaluating the efficiency of communication and dissemination (see Table 16).

Table 16. Quantitative and qualitative KPIs

Quantitative KPIs	Qualitative KPIs
<p>The number of (1) young people, (2) elderly people and (3) unemployed people engaged in PB - should be applied for each of events and engaging actions organized during the PB process, which demonstrates the activity of target group:</p> <ul style="list-style-type: none"> • Participants of opening event; • Participants of public voting; • Participants of closing event; • Participants commenting and directly contacting PB organisers, etc. 	<p>The level of knowledge/skill improvement among targeted citizens in results of engagement in particular PB activities – can be assessed through the surveys and interviews:</p> <ul style="list-style-type: none"> • Self-assessed level of knowledge improvement (e.g. insignificantly/significantly improved knowledge on civic participation, PB, etc.); • Self-assessed level skill improvement (e.g. insignificantly/significantly improved skills of online voting procedures, etc.).
<p>The number of (1) young people, (2) elderly people and (3) unemployed people reached during informative communication and dissemination activities, but not necessarily engaged into action:</p> <ul style="list-style-type: none"> • The number of materials (e.g. brochures, flyers) distributed offline; • The number of press releases and social media posts published online in the sources relevant for each specific target group; • The number of people reached through social media (online) publications (data analytics), etc. 	<p>Satisfaction with results of PB:</p> <ul style="list-style-type: none"> • Level of satisfaction with environmental projects (revitalized areas, greener neighbourhoods, etc.); • Level of satisfaction with improvement of cultural life; • Level of satisfaction with the quality of any provided services/events/activities as results of PB, etc.; • Level of satisfaction with the change of political and economic priorities of municipality; • Increased quality of society-oriented projects (evaluated internally), etc.

The number of **partners** (local organizations, institutions and individuals) directly involved for communication and dissemination support:

- The number partner of ambassadors representing and targeting youth;
- The number of partners ambassadors representing and targeting elderly;
- The number of partners ambassadors representing and targeting unemployed;
- The number of (1) online (publications, sharing posts etc.) and (2) offline (events, materials distributed etc.) activities provided by partners etc.

The number of the projects submitted during application phase:

- The number of submitted projects;
- The number of the projects that met administrative criteria;
- The number of the projects that gained at least a defined minimal score during project evaluation.

Satisfaction with and improved interest in participatory governance (PB) among citizens:

- Level of interest among citizens to take part in PB and governance;
- Level of satisfaction with PB implementation;
- Level of readiness to participate in other civic participation initiatives expresses during or after successful PB implementation, etc.

Improved trust in and satisfaction with governing bodies of municipality:

- Level of satisfaction with governing organisations' operations and decisions;
- Innovativeness of ideas on how to deliver public services more efficiently submitted by the citizens (evaluated internally or externally);
- General awareness of political affairs in local municipality improved (assessed internally), etc.

Source: Developed by authors

Addressing the objectives of PB, KPIs for evaluation should be set timely when developing particular PB communication and dissemination activities. Proper evaluation framework should not only define the indicators, but also the methodology of measurement, time and regularity of delivery and responsible person(s) in charge (see Table 17).



Table 17. Monitoring and Evaluation Framework - selected proposals

N#	KPIs	Applied methodology	Data source	Deadline	Person in charge
1	At least 30 young people aged 18-25 at the PB opening event/discussion	The sum of participants	Registration sheet with the age column	PB opening event/discussion	Event coordinator
2	At least 1 000 people taking part in the voting process	The sum of participants	Voting system analytics	Last day of the announced voting	Voting system administrator
3	The average self-assessment rate of the knowledge/skills gained during the PB workshop is not lower than "good" (or "satisfied", or "6 out of 10", depending the question and proposed scale of self-assessment)	Answer the question: "How do you rate the knowledge gained during the workshop?", the scale of answers is proposed. When analysing, the scale is converted into numbers and the average rate out of maximum is identified.	Follow-up online survey or offline written evaluation done at the end of event	After the implementation of workshop	Project coordinator
...

Source: developed by authors

A separate plan with respective methodology for evaluation should be developed prior the start of PB activities. To make it as informative and efficient as possible, contribution of PB team members and strategic partners is necessary. It will ensure that the data are delivered in the right quality and can be processed accordingly. The positive results of evaluation for some socially-significant indicators (e.g. improved participation rate, increased involvement of marginalized groups) should be delivered to the audience to demonstrate the positive impact of the initiative.

Impact measurement

Impact measurement is necessary to assess the effect of PB and specific initiatives on local citizens. Impact measurement usually includes the period of at least 3 years and applies a customised methodology, including both quantitative and qualitative indicators, depending on the resources and PB strategy. The impact measurement framework as a tool should include assessment of citizen perception of PB (e.g. how satisfied the citizens are with an implemented project) and larger context indicators, that are specifically linked with the topic or area of PB focus. For instance, if PB in certain area is focused on boosting cultural life of citizens or enhancing youth employment, the following impact assessment indicators can be applied:

Table 18. Examples of impact measurement framework indicators

Boosting cultural life of citizens	Enhancing youth employment
<ul style="list-style-type: none"> • The number of citizens engaged in each of cultural events; • The number of tourists attending the city/ county; • The number of cultural organisations and creative industry start-ups established; • The number of cultural events organised; • The number of children and young people engaged in artistic activities; • Level of satisfaction of citizens with the cultural life of the area, etc. 	<ul style="list-style-type: none"> • The number of educational and training activities created specifically for youth; • The number of young people trained within municipality; • The number of youth workers attracted; • The number of youth start-ups established; • The number of internships done; • Quality of youth entrepreneurship infrastructure; • Level of satisfaction of young people with education and employment-related activities, etc.

Source: Developed by authors

As seen from the example, the impact assessment methodology is fully dependent on the topic of PB activities and should be measured in dynamics. It is important to assess the impact on a regular basis, as the changes (impacts) are gradual and no single initiative can promise immediate results on a large scale.

Example

After PB, the proposal to create an outdoor gym in a particular neighbourhood of the city was implemented. The idea was motivated by the low sporting activity in this neighbourhood. Three years later the survey approves that the indicators of sports activity increased and one of the reason is that people have access to the outdoor gym. Here direct impact on the quality of life can be assessed in the form of availability and also the use of the outdoor gym.

ANNEXES

Annex 1. EmPaci Citizen Survey questions ⁴⁶

Please replace [HOME MUNICIPALITY] and [COUNTRY] accordingly.

1. Interest in politics and civic engagement

- 1** How strong is your interest in municipal politics?
- Very strong
 - Rather strong
 - Moderate
 - Rather weak
 - I am not interested in municipal politics
- 2** How often do you discuss politics with your family?
- Daily
 - Weekly
 - Monthly
 - Yearly
 - Never
- 3** How often do you discuss politics with your friends?
- Daily
 - Weekly
 - Monthly
 - Yearly
 - Never
- 4** Have you ever sought for contact of a member of the municipal council?
- Yes
 - No
- 5** Did you vote at the last election for the municipal council?
- Yes
 - No
 - I don't know.
 - I am not eligible to vote
 - I don't want to answer
- 6** With which sentence below do you agree most?
- Local politics is represented by men.
 - Local politics is represented by women.
 - There is approx. equal representation of men and women in local politics.
- 7** Which of below is more important in municipal politics?
- Ability to negotiate hard and win.
 - Ability to find consensus.
 - I have no opinion.

2. Living in [HOME MUNICIPALITY]

- 11** How satisfied are you with your life in [HOME MUNICIPALITY]?

	item	1 „I fully disagree” to 5 „I fully agree”
Overall satisfaction	In general, I am satisfied with the city I live in	○ ○ ○ ○ ○
	In general, I do not like the city I live in*	○ ○ ○ ○ ○
	In general, I like living in this city	○ ○ ○ ○ ○
	How satisfied are you with the city you live in?*	😊 😊 😊 😊 😊

- 8** Have you ever:

	Yes, more than twice	Once or twice	Never
Engaged in persuading others to a social cause?			
Signed a petition?			
Boycotted a brand/product/person because of your beliefs?			
Taken part in charity event?			
Taken part in protest/ a demonstration?			

- 9** Which form of local engagement does seem most appealing to you?

Multiple answers possible

- Supporting local council's projects
- Joining an NGO
- Volunteering/social work
- Neighbours' initiatives
- Collaboration with municipal organisations
- Protests
- Other <TEXTBOX>
- None of the above

- 10** If any, are you affiliated with groups/organisations aiming at solving problems in your community, related to?

Multiple answers possible

- Environmental protection,
- Health or social services,
- Education,
- Work with youth,
- Political organisations/parties
- Community organisations
- Urban planning
- Other <TEXTBOX>
- None of the above

- 12** How long do you live in [HOME MUNICIPALITY]?

- Less than a year
- 1-2 years
- 3-5 years
- 6-10 years
- More than 10 years

- 13** Were you born and raised in [HOME MUNICIPALITY]?

- Yes
- No

⁴⁶ The questionnaire in the six national languages of the EmPaci partners is available here: http://empaci.eu/photo/Files/EmPaci%20GoA%202.2%20Output%201%20Citizen%20survey_final.pdf This document also includes explanations on how the questionnaire has been compiled.

14 In my opinion, in my [HOME MUNICIPALITY] it is:

- a. Very comfortable
- b. Comfortable
- c. Rather not comfortable
- d. Not comfortable at all
- e. Difficult to say

15 In your opinion, what is your attachment to your [HOME MUNICIPALITY]?

- a. I am much attached
- b. I am rather attached
- c. I am rather not attached
- d. I am not attached at all
- e. Difficult to say

18 How important is the following city factor for your location satisfaction and how satisfied are you with these factors in [HOME MUNICIPALITY]?

Factor	General item	Importance	Satisfaction
		1 "not at all" ... to ... 5 "fully"	1 "not at all" ... to ... 5 "fully"
Urbanity & diversity	A wide range of cultural activities (theatre, nightlife, etc.)	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	A variety of shopping opportunities	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Many different cultures and subcultures	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	The energy and atmosphere of the city	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Availability of different services	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	The urban image of the city	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Openness and tolerance of the city	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
Nature and recreation	A lot of nature and public green area	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Environmental quality (low pollution)	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	A number of parks and open spaces	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	A wide range of outdoor-activities	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Tranquillity of the place	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Cleanness of the city	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Access to water	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
Job opportunities	The general level of wages	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Good job and promotion opportunities	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	General economic growth of the particular region	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Professional networks in the city	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
Cost-efficiency	Housing market/ cost of hiring	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	The general price level in the city/ costs of living	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>
	Availability of apartments and houses	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>	<input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/> <input type="radio"/>

16 How long do you plan to live in [HOME MUNICIPALITY]?

- a. Leave within a year
- b. Stay 1-5 years
- c. Longer than 5 years
- d. I don't have plans to leave the municipality
- e. Difficult to say.

17 Where do you live?

- a. In a rented apartment or house
- b. In an own apartment or house
- c. Other <TEXTBOX>

3. Participatory Budgeting

19 Have you heard of Participatory Budgeting before?

- a. Yes
- b. No

Participatory budgeting (PB) is a democratic process in which citizens decide how to spend part of a municipal or public budget. Thus, citizens decide how to allocate part of a municipal or public budget.

PB started in Porto Alegre, Brazil, in 1989. Since then, PB has spread to over 3,000 cities around the world and has been used to decide about budgets from states, counties, municipalities, housing authorities, schools, and other institutions.

20 Do you think the Participatory Budgeting idea should be implemented in [HOME MUNICIPALITY]?

- a. Yes
- b. No. Why? [textbox] – go to personal data Q30 below
- c. It is already implemented (Q28 will be visible for participants who have chosen this answer option.)
- d. I don't know

21 Which areas do you like to influence by Participatory Budgeting?

Multiple answers possible

- a. How the municipality collects money (e.g. taxes).
- b. How the municipality saves money (e.g. budgets cuts).
- c. How the municipality spends money (e.g. implementing projects).

- 22 In Participatory Budgeting, I would like to vote on:
- The entire budget of [HOME MUNICIPALITY]
 - Part of the budget with a fixed amount for any topic
 - Only specific budget areas (e.g. health services)
 - Only particular and important topics/projects
 - I have no preference

- 23 In Participatory Budgeting, I would like to influence and vote on the following budget areas:
Multiple answers possible

- Education
- Cultural affairs
- Social affairs
- Youth affairs
- Urban planning
- Health services
- Sport services
- Infrastructure
- Environment
- Ecology
- Tourism
- Central administration
- Other specific areas, namely: <TEXTBOX>
- None of the above

- 24 In my opinion:
Select one sentence that is closest to your point of view

- Citizens should submit only the proposals that are further selected by the local council of [HOME MUNICIPALITY].
- Citizens should submit proposals, which are further selected in citizen vote. (SHOW Q25)
- Proposals should be submitted by the local council of [HOME MUNICIPALITY] and these are further selected in citizen vote. (SHOW Q25)
- Other, namely <TEXTBOX>.
- It is hard to say.

- 25 (It only appears if Q24 b or c is selected). Should there be a discussion about the proposals before the submission is made?
- Yes.
 - No.

- 26 On how many proposals would you like to vote on?
- All the proposals that have been suggested by the citizens.
 - Just proposals that have been preselected by the local council.
 - A limited number, namely <TEXTBOX>.

- 27 For Participatory Budgeting I would prefer the following ways of participation:
Multiple answers possible
- Online only
 - Paper and pencil surveys
 - Face-to-face
 - Other, namely <TEXTBOX>
 - I have no preference

- 28 At what age should citizens be eligible to vote on Participatory Budgeting?
- Over 16
 - Over 18
 - Other, namely- <TEXTBOX>

- 29 What information would you like to receive about the results of the completed **Participatory Budgeting procedure**?
Multiple answers possible

- No information necessary
- Together with the general report of [HOME MUNICIPALITY].
- A detailed report about Participatory Budgeting only.
- A detailed report about Participatory Budgeting together with a monitoring of implementation
- Other, namely <TEXTBOX>
- I have no preference

- 30 Have you participated in Participatory Budgeting before?
- Yes (SHOW question No. 32)
 - No (SHOW question No. 31)
 - I don't know.

- 31 If you haven't participate, why? (SHOW this question if Q30 was answered with "No")

- I am not interested in politics
- I am not interested in societal questions
- I was not informed enough to make a decision
- It's inconvenient/I don't have time
- It's hard to get reliable information
- I had other reasons <TEXTBOX>

4. Personal data

- 32** (If applicable in the partner municipality) In which part of [HOME MUNICIPALITY] do you live?
- [MUNICIPALITY PART NAME 1]
 - [MUNICIPALITY PART NAME 2]
 - ...
 - [MUNICIPALITY PART NAME N]
 - Not living in [HOME MUNICIPALITY]
- 33** Your gender:
- Female
 - Male
 - Other
- 34** (If possible: try to ask for the age in numbers, otherwise use this scale): Your age:
- Under 18 years
 - 19 to 20 years
 - 21 to 25 years
 - 26 to 35 years
 - 36 to 45 years
 - 46 to 55 years
 - 56 to 65 years
 - 66 to 75 years
 - 76 to 85 years
 - 86 years or more
- 35** Your marital status:
- Single
 - Living with Partner
 - Married (registered partnership, where applicable)
 - Divorced / Separated
 - Widowed
- 36** Your family status:
- Independence
 - Coupling or Marriage
 - Parenting babies through adolescents (Show Q37)
 - Launching adult children (empty nest) (Show Q37)
 - Retirement or senior years.
- 37** How many children do you have?
- 0
 - 1
 - 2-3
 - 4 and more
- 38** Current activity status:
- Employed
 - Self-employed
 - Unemployed, between jobs (less than 3 months)
 - Long-term unemployed
 - Retired
 - Studying/Learning (not economically active)
 - Homemaker
 - Others <TEXTBOX>
- 39** Highest level of education:
- No educational level
 - Primary education
 - High school level or General Certificate of Secondary Education
 - A level (General or subject related university entrance)
 - University degree (Bachelor or Master degree)
 - Doctoral degree
 - Other degree
- 40** The size of your household is:
Number of persons living together with you, including yourself
- 1 person
 - 2 persons
 - 3-5 persons
 - More than 5 persons
- 41** Country of birth
Place of birth in [MUNICIPALITY'S COUNTRY]
[DROPDOWN LIST or TEXTBOX]
- 42** Country of citizenship
I am a citizen of [MUNICIPALITY'S COUNTRY]
[DROPDOWN LIST or TEXTBOX]

Annex 2. Variety of messages in communicating and disseminating participatory budgeting

Bützow

Danke für ~~136~~ Vorschläge!
54 ZUR WAHL STEHENDE

Verkehr Wallstraßen
Bäume und Blühstreifen
Rutschen
Umwelttag
Festival
...

Was ist jetzt mit der Skateranlage?
Oder der Hundespielwiese?

LASTENRAD FÜR ALLE?
Tierschutz?! Bänke!!

Abstimmen!!

Abstimmungsalter:
Grundsätzlich können alle Bützowerinnen und Bützower (mit Hauptwohnsitz in Bützow) ab 12 Jahren (mit Vollendung des 12. Lebensjahres) über die zur Wahl stehenden Vorschläge abstimmen.

Online-Wahl:
19.10. - 25.10.2020 (unter www.buetzow.de)
Legitimation: Eingabe personenbezogener Daten

Offline-Wahl:
26.10. - 30.10.2020 (im Rathaus) sowie am 31.10.2020, 16:00 - 17:30 Uhr (Kirchplatz; beim Glockenfest)
Legitimation: Personalausweis (oder vergleichbares Dokument)

Stimmzahl pro Person:
maximal fünf Stimmen

Stimmverteilung:
Die Stimmen können beliebig auf die wählbaren Vorschläge verteilt werden, also z. B. auch mehrfach für einen Vorschlag (bei mehr als fünf Stimmen wird der Wähleranteil allerdings als ungültig bewertet)

Infoveranstaltungen:
jeweils am 19. | 22. | 26.10.2020 von 18:00 - 19:30 Uhr
im Kulturraum, Pferdemarkt 10, Bützow
(weitere Hinweise unter: www.ufedmarktquartier.de)

Ergebnisbekanntgabe: 31.10.2020

BÜTZOWER BÜRGERHAUSHALT

Details: www.buetzow.de

Bielsko-Biała

BUDŻET OBYWATELSKI BIELSKA-BIAŁEJ 2021 to już 8. edycja

10 do wydania MLN

- 8,4 mln na projekty osiedlowe (po 280 tys. zł dla każdego osiedla)
- 1,6 mln na projekty ogólnomiejskie

ZGŁOŚ SWÓJ PROJEKT!

www.obywatelskibb.pl

Vidzeme Planning Region

Interreg Baltic Sea Region EUROPEAN UNION VIDZEME

EMPAZI

VIDZEMES KULTŪRAS PROGRAMMA 2020

balso.vidzeme.lv

IZVĒRTĒ

IZDARI IZVĒLI

BALSO*


par kultūras projektu iniciatīvām Vidzemē!


*Vari nobalsot par **3** dažādiem projektiem!

Osallistuva budjetointi Lahdessa
IDEOI. KEHITÄ.
ÄÄNESTÄ.

**Tule kehittämään asukkaiden
ideoista suunnitelmia
Lahti Lackathoniin
to 13.8. klo 14 - 18
Palvelutorille (Trio 2. krs.)**

Kaupunkilaiset päättävät, kaupunki toteuttaa.
lahti.fi/osbu



#OmaLahti LAHTI 
Ideoi. Kehitä. Äänestä.

#OmaLahti
Ideoi. Kehitä. Äänestä.

**Sinun Lahtesi.
Anna äänesi
28.8. - 9.9.**

**verkko-osoitteessa
lahti.fi/osbu**



LAHTI **#omalahti**
#osbu
#EmPaci 





Participatory budgeting is a process of democratic decision-making, where ordinary people take part in preparing and adopting a municipal or public budget. In the BSR, only a few municipalities have applied a PB process on a regular basis. The objective of EmPaci is to get more municipalities involved and mobilise different types of citizens via building municipal capacities, transnational clusters and cooperation among municipalities and their citizens. The project aims to foster civic acceptance and to build social ties within municipalities, spread the idea of participatory budgeting and the project's piloted good practices within the BSR.

If you are interested in getting the support to develop your PB, please contact your national or the nearest EmPaci partner. More about the project can be found on www.empaci.eu.

