

HOW TO MAKE PARTICIPATORY BUDGETING TUTORIALS: AN INVENTORY

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Executive Summary

In a democracy, budgets are a key instrument of policy making. They are the result of an extensive and complex process, traditionally executed by the political leadership. The decisions involving budgets have the potential to affect the lives of citizens on the entire social spectrum by shifting focus to one priority over another, by introducing change to the environment, or by impacting long-term nexuses.

The idea behind the concept of participatory budgeting is to provide the electorate with an opportunity to impact the decision-making process behind budgets. In order for this process to be feasible, several preconditions need to be met, because a participatory process needs participating citizens. Whereas this may sound ridiculous, it actually summarizes a complex challenge: for the electorate to participate, it needs to be made aware of the existence of a participatory budgeting process, it needs to learn certain aspects about it, and it needs to perceive its efforts as yielding results. Learning materials, tutorials and online portals explaining the process are the central instruments to overcome these challenges.

The purpose of this investigation is to map best practices for these instruments by examining a number of concrete examples taken from existing implementations. The review of the various materials (manuals, handbooks, guidebooks, flyers, etc.) has shown that successful examples are well-structured, brief without neglecting detail, attractive, findable, engaging, and in some cases innovative. Moreover, a highly important aspect is accountability, meaning that the outcomes of the process need to be communicated in a way that reaches the participants and demonstrates the consequences of their efforts. Expert interviews have been conducted to enrich the findings with tacit knowledge, thus enabling the outcomes of this report to serve as inspiration for future reports.

Introduction

The public budget manifests clear political priorities and sets public commitments in the allocation of resources. This makes it one of the most important policy documents a government produces.¹

Porto Alegre -in Brazil, in 1989- for the first time opened up the city's annual budget to include citizens in the process of deciding how the cities resources should be spent. Since then, up to 50,000 residents have decided each year on the allocation of as much of 20% of the city's annual budget.² Many cities and municipalities have followed the example of Porto Alegre so that we now have participatory budgeting processes in over 1,500 cities across Europe, North America, Latin America, Asia and Africa.³

Per definition participatory budgeting is an approach which allows citizens to deliberate and negotiate over the distribution of public resources. Participatory budgeting can be applied at local, regional or national level.⁴ In contrast, citizens budgets are budgets (national, local, regional) specifically designed for a general audience. The key public finance information is typically written in accessible language and incorporates visual elements to help non-specialist readers understand it.⁵

Participatory budgeting and citizen budgets carry the potential to improve government efficiency, build greater trust between citizens and government, support collective decision-making capacity, and in some cases even generate more tax revenues according to some.⁶ Still, many participatory budgeting processes do not live up to their full potential. The needs assessment (deliverable 7.1) expressed the need of clear information policies and the call for new educational policies on participation at a local, regional and national level.⁷

This research sets out to map best practices for participatory budgeting tutorials, led by the question of how tutorials can be used as tools to convey complex topics such as participatory budgeting. This research looks at information material distributed in participatory budgeting processes including manuals, handbooks, guidebooks, flyers and other forms such as videos. How do they simultaneously fulfil the roles of giving clear information and encouraging participation and what can we learn from that for future tutorial writing?

1 - Reames with Lynott "Involving Citizens in Public Budgets", 6.

2 - Participatory Budgeting Project "Examples of PB".

3 - Tiago Peixoto "Where has it worked".

4 - Wampler "Participatory Budgeting".

5 - International Budget Partnership "CITIZENS BUDGETS".

6 - Reames with Lynott "Involving Citizens in Public Budgets", 6.

7 - Open Budgets.eu "Needs assessment and gap analysis", 35.

Methodology

We have made an inventory of 22 participatory budgeting manuals, and examined these against 8 categories. This inventory was complemented by two expert interviews and the study of secondary literature.

EXAMINATION CATEGORIES

We have selected 8 categories for examination based on three different sources. Only one source specifically looks at information on judging participatory budgeting processes “Die Gestaltung von Infobroschüren zum Bürgerhaushalt – Worauf sollte geachtet werden?”⁸.

Since there is little existing research on quality categories for participatory budgeting manuals, we have additionally looked at Horsleys’ judging criteria for the quality of educational materials and the “Evaluation and Selection of Learning Resources: A Guide”¹⁰ by the PEI Department of Education: Evaluation and Selection of Learning Resources are looking at educational material in general.

- Structure
- Understandability
- Visualizations
- Innovation and flair
- Quality and correctness of content, scope (range) of topics and appropriateness of depth
- Context information: how was it last time, follow up of processes and implementation of decisions, how many suggestions were agreed on?
- Promotes engagement
- Findability

INVENTORY MATERIAL

We have selected 22 manuals based on pioneers named in Civio’s report and geographic spread. Valuable sources for finding different participatory budgeting processes and manuals across the world were the map by the Participatory Budgeting Project¹¹, the Participaedia case studies¹² and buergerhaushalt.org¹³.

The geographic spread in our sample contains six manuals from the United States, one from Canada, two from the United Kingdom, eight from Germany, one from France, one from Spain, one from India, one from Brazil and one from South Africa. Those from the United States and the United Kingdom are distinctive as rulebooks seem an established form. Manuals from Germany are more complex. The limited number of manuals examined from the global South can be attributed to the language issue, and limitations on online availability.

8 - Bürgerhaushalt “Die Gestaltung von Infobroschüren zum Bürgerhaushalt – Worauf sollte geachtet werden?”

9 - Dargusch, Persaud, Horsley “Judging the quality of educational materials – a research project on student voice”, 48.

10 - Prince Edward Island Department of Education “Evaluation and Selection of Learning Resources: A Guide”.

11 - Tiago Peixoto “Where has it worked”.

12 - Participaedia “Cases”.

13 - Bürgerhaushalt.

New York City, United States	Berlin Treptow-Köpenick, Germany
City of Ekurheleni, South Africa	Pune, India
Chicago, United States	Stuttgart, Germany
Boston, United States	Spandau, Germany
Vallejo, United States	Potsdam, Germany
Seville, Spain	Hinton, United States
London, United Kingdom	Hamburg, Germany
Cambridge, United Kingdom	Troisdorf, Germany
St. Louis, United Kingdom	Maintal, Germany
Cologne, Germany	Toronto (Community Housing), Canada
Paris, France	Porto Alegre, Brazil

INTERVIEWS

Additionally two interviews with experts for educational information in a political context were done. The first interviewee works with participatory budgeting for an organisation specializing in participation in Germany. The second respondent is an expert in media communication in Germany. The interviews were semi-structured and approximately 30 Minutes long.

Analysis of Manuals

STRUCTURE

Regarding the structure of the manuals it is important that the layout is logical and consistent. Therefore, a well structured table of contents is essential,¹⁴ including hierarchies in headlines, listings and info boxes. Fonts should be readable and special attention needs to be paid to matching line spacing and creating meaningful paragraphs¹⁵ For the latter, subheadings are a useful instrument; they are a good eye-catcher. It allows the reader to only focus on those sections they are interested in; and to quickly find relevant sections.¹⁶

“Ideally the brochure is structured by questions citizens have on their mind and the corresponding answers to these questions.”¹⁷ Many manuals are clearly structured according to the principal categories of process, goals, timeline and roles. Some include additional information on the background of the budgeting process in general or results from last year. The more information is included, the more relevant an accurate structure becomes. When the text is insufficiently structured too much information gets mixed up and it becomes difficult to fully digest the provided information, let alone quickly finding the right sections.

The manuals from the US that we have studied seem to suggest that in the US a standard has been established in the form of a rulebook of approximately 10-15 pages, detailing the participatory budgeting process, the roles of different actors in the process, the timeline of the entire process and precise goals. The best examples are the rulebooks of Boston¹⁸ and New York¹⁹.

In Germany much more contextual information is given, often spread across several documents. This quickly leads to a loss of oversight. This is for example the case in Treptow-Köpenick where various types of information are brought together in a 103 page long powerpoint presentation. This makes it rather difficult to find what you are looking for. Additionally, information only is provided in short bullet points. Finally, Treptow-Köpenick²⁰ releases an “A-Z”²¹ document, a glossary explaining the specific terms of the budget process. For the latter, it is hard to know whether this would even help participants as the terms are quite specific and it is difficult to imagine that participants have ever encountered those terms before.

Stuttgart²² combines basic information on the process²² with detail and background information in one document, but clearly distinguishes the two from each other by presenting them into two separate parts.

UNDERSTANDABILITY

To be understandable concepts should be clearly introduced, developed and summarized. In addition, it is of importance that instructional goals and learner objectives are clearly stated. The language of the readers should be spoken. Difficult words should be avoided where possible. Instead, active verbs and easy sentences should be preferred which does not necessarily mean short sentences. Longer sentences are acceptable but they should not be interlaced. A mix between long and short sentences is advisable. It is also important that citizens are directly addressed and a thread runs through the whole text which connects single paragraphs.²³

14 - Bürgerhaushalt “Die Gestaltung von Infobroschüren zum Bürgerhaushalt – Worauf sollte geachtet werden?”

15 - Bürgerhaushalt “Interview mit Frau Prof. Dr. Weber – „Fachdaten einfach aufbereiten“.

16 - Ibid.

17 - Interview with participatory budgeting expert, Germany.

18 - Steering Committee for participatory budgeting in Boston “PB Boston Rulebook 2014-15”. Accessed September 29, 2016. <https://youth.boston.gov/youth-lead-the-change/about/pb-rule-book/>

19 - <http://www.participatorybudgeting.org/wp-content/uploads/2012/07/Rulebook.pdf>

20 - Bürgerhaushalt Treptow-Köpenick “Informationen zum Bezirkshaushalt 2015/2016”. Accessed September 29, 2016. - <http://www.berlin.de/ba-treptow-koepenick/aktuelles/buergerbeteiligung/buergerhaushalt/>

21 - Bürgerhaushalt Treptow-Köpenick “A bis Z des Bezirkshaushalts”. Accessed September 29, 2016. <http://www.berlin.de/ba-treptow-koepenick/aktuelles/buergerbeteiligung/buergerhaushalt/>

22 - Stuttgart “Haushalt und Bürgerhaushalt 2015” Accessed September 29, 2016. <http://www.stuttgart.de/buergerhaushalt>

23 - Bürgerhaushalt “Die Gestaltung von Infobroschüren zum Bürgerhaushalt – Worauf sollte geachtet werden?”.

If specialized terms and jargon such as “amortization”, “balance sheet”, “the annual yield”, “consolidation” or “cost allocation”²⁴ cannot be avoided, they have to be explained. One possibility is the inclusion of a glossary in the handbook itself, as we find in the handbook of Maintal. Also Porto Alegre publishes a glossary, but only on their website. However, as a general rule jargon should be avoided so that the need for a glossary is minimized.

Understandability according to the above definition is not the case in the manuals that we have studied. Concepts or learning objectives are not clear and language remains very plain and on the surface. Most of the manuals from the US and the UK only explain the participatory process but little about the budget in general, a good example is the Cambridge rulebook.²⁵ This is acceptable if additional information can be found in other places. The Treptow-Köpenick manual²⁶ both mixes rules and background information and the powerpoint format and bullet points do not allow further explanation or story building. A positive example is the manual of Potsdam²⁷, it uses a lot of examples and explanatory language. For example questions are asked: “How does the budget influence you personally?”

Die Potsdamer Haushaltswaage 2014:

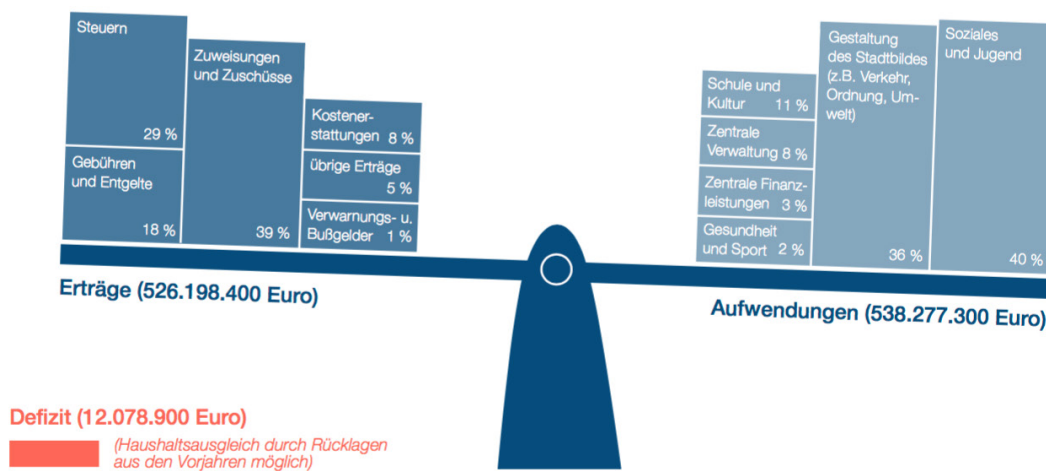


Figure 1: Budget Scale in Potsdams manual²⁸

How often and where does the tram go? Which books are available in your local library? Is there enough room in the Kindergarten closest to you? Do you like to go by bike? Through these questions it is shown how the budgeting process impacts everyone. In addition, the Potsdam²⁹ manual shows examples of budget posts that were admitted during the last budgeting cycle using pictures. Finally, context such as city tasks and growing city structures and how that relates with the city's' budget are explained. Even the visualizations are contributing to the manuals explanatory power, clearly showing revenue, expenditure and amount allocated for participatory budgeting processes (Figure 1).

VISUALIZATIONS

The design and the visuals must be interesting and effective, the text needs to relate to the visualizations. As one of the interviewees points out: “Many brochures which can be downloaded online are not well designed. They do not look like something to be handed out. If somehow possible, numbers should not be pure numbers but visualized in diagrams, graphics and comparisons.”³⁰ or as the german guide to participatory budgeting manual

24 - Interview with participatory budgeting expert, Germany.

25 - PB Steering Committee of the City of Cambridge “Cycle 2 Rulebook June - December 2015” Accessed September 30, 2016. http://pb.cambridgema.gov/read_the_pb2_rulebook

26 - Stuttgart “Haushalt und Bürgerhaushalt 2015” Accessed September 29, 2016. <http://www.stuttgart.de/buergerhaushalt>

27 - Landeshauptstadt Potsdam “Bürgerhaushalt 2015/2016”. Accessed September 29, 2016. https://buergerbeteiligung.potsdam.de/sites/default/files/documents/140610_infoheft_buehh-201516.pdf

28 - Budget Scale in Potsdams manual. Accessed September 29, 2016. <http://www.potsdam.de/haushalt-und-finanzen>

29 - Landeshauptstadt Potsdam “Bürgerhaushalt 2015/2016”. Accessed September 29, 2016. https://buergerbeteiligung.potsdam.de/sites/default/files/documents/140610_infoheft_buehh-201516.pdf

30 - Interview with participatory budgeting expert, Germany.

writing states: "Appealing design also includes how colors are chosen for example in diagrams: not too colorful and colors chosen in a consistent way. If one specific color for one budget area is used in a diagram, then same color should be used in all the diagrams"³¹

In this report we have selected three design principles that are most relevant for manual writing. First, items or issues that are related to one another need to be in close proximity, as the viewer will instantly relate these two. This is true for visuals but also for corresponding texts. Second, items and issues that are portrayed in a similar way are seen by the reader as belong to each other. Third, cleaner and simpler forms are easier to identify and understand than complex ones.³²

To provide an example, this section goes into depth into one of the most commonly used figures to visualise budget allocation, pie charts. They are used to clearly visualise division of the total in relative parts. However, they are often wrongly arranged in a way that fits with the page layout. Attention should be paid to the following: You start in the 12 o'clock position and put the biggest element right of that, the second in size left of that. We see a clock in pie charts that's why we look at the 12 o'clock position first. It is also possible to to arrange the parts of the pie chart clockwise as long as the rule of starting with the important segments at the 12 o'clock position is not neglected. This is often done wrong as the smaller segments are put first or the segments are arranged according to how the colors match. The number of segments per chart should not be higher than five otherwise comparison becomes difficult with too many colors to assign. If used correctly, the pie chart is a powerful instrument, as are tree maps, slope graphs, line-graphs and other visualisation that show both division of the whole in parts, and allocation. A good example we found was the pie chart in the Paris³³ manual.

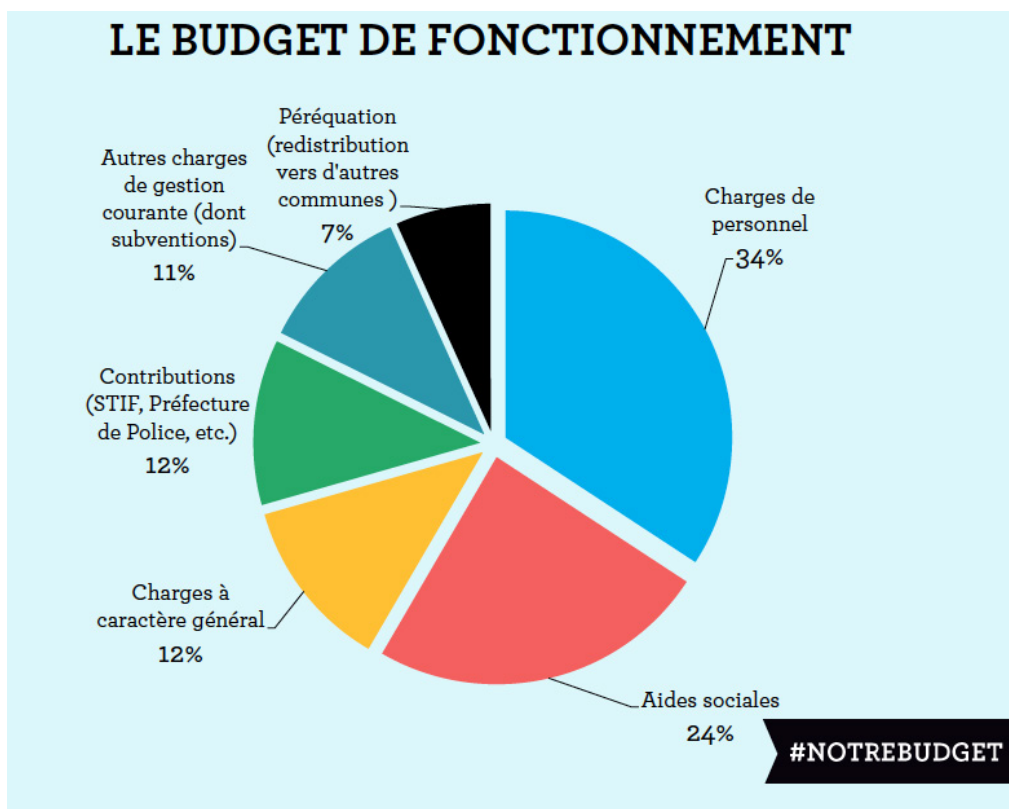


Figure 2: A well done pie chart in the Paris manual³⁴

INNOVATION AND FLAIR

Innovation and flair refer to new approaches in design and form of manuals. We live in a world of social media

31 - Bürgerhaushalt "Die Gestaltung von Infobroschüren zum Bürgerhaushalt - Worauf sollte geachtet werden?"

32 - Ibid.

33 - Mairie de Paris "TOUT SAVOIR SUR LE BUDGET PARTICIPATIF". Accessed September 29, 2016. <https://budgetparticipatif.paris.fr/bp/le-budget-participatif-.html>

34 - A well done pie chart in the Paris manual. Accessed September 29, 2016. <https://budgetparticipatif.paris.fr/bp/le-budget-participatif-.html>

and multimedia approaches, hence new forms of delivering information can be explored in order to increase engagement. This could be a video, transparency of processes and information integrated into the voting platform, a participatory writing approach or a design that catches our attention so that we want to know more. A pdf document might not always be the best way to reach citizens anymore, but can be a good additional - traditional - resource.

For citizens who are already interested the format is less essential. However, to reach new audiences it is extremely important.³⁵ A fresh approach, imagery, layout, presentation, pace, topics, suggested activities, and instructional design all serve to instigate interest in the content.

The look of the front page is key. The word 'Budget' is not attractive.³⁶ Even worse is the german word "Haushalt", which in german not only has the meaning of "budget" but also means daily chores in family life or "household". Instead Boston calls it "Million Dollar Vote Fest"³⁷, making it much more attractive to voters.

The participatory budgeting expert from Germany has an innovative idea for a very participatory approach to design a handbook:

"A good option is to put different questions, which need to be answered on the front page: "What was saved during the years and how much expenditures for culture were there. It would be great to develop a brochure in a participatory way. For example a Czech organisation invited citizens and asked them what they would like to know to include it in the handbook".³⁸

Some administrations and organisations go beyond the format of a handbook. Short videos on the websites are a good way to attract new audiences which might not have looked at a longer document directly but might turn there after having watched a short video. A video should not be much longer than two minutes. Examples for videos like that are Boston³⁹ and Stuttgart⁴⁰.

The website by St. Louis participatory budgeting gives a very simple introduction asking to "GET INVOLVED AND HELP DETERMINE HOW MONEY IS SPENT IN YOUR NEIGHBORHOOD" and offer the choice between learning more and directly getting involved. This distinguishes those who directly want to get involved from those who want to know more. However only little information follows when clicking the buttons. Most information is on the bottom of the landing page which is not indicated clearly. The choice of the buttons with colors red and green can be optimized as well to help citizens with the not uncommon inability to distinguish red and green. The same website shows the view from underneath one of the cities most famous landmarks which offers a way for the citizens to identify with the city's cause.

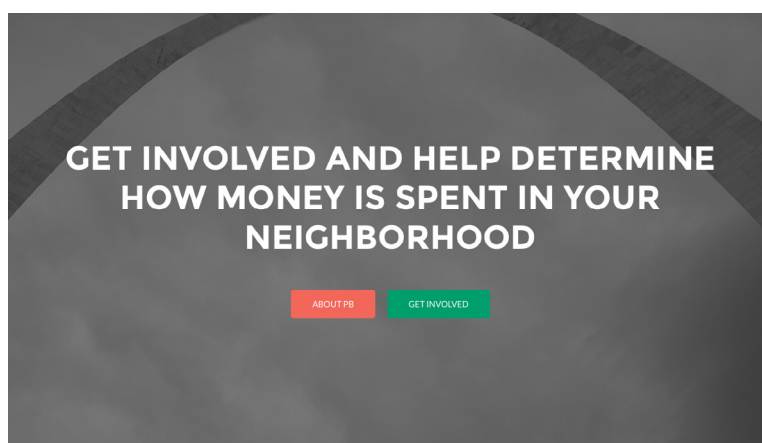


Figure 3: Encouraging design on the St. Louis participatory budgeting website⁴¹

35 - Interview with participatory budgeting expert, Germany.

36 - Interview with participatory budgeting expert, Germany.

37 - Steering Committee for participatory budgeting in Boston "PB Boston Rulebook 2014-15". Accessed September 29, 2016. <https://youth.boston.gov/youth-lead-the-change/about/pb-rule-book/>.

38 - Interview with participatory budgeting expert, Germany.

39 - <https://youth.boston.gov/youth-lead-the-change/>

40 - <http://www.stuttgart.de/buergerhaushalt>

41 - St. Louis' participatory budgeting website. Accessed September 29, 2016. <http://pbstl.com/>

The platform of the city of Cologne⁴² is innovative in terms of transparency. Not only can citizens pitch their own ideas, they can also directly see how many votes in favor and against an idea were received. In addition, they are allowed to comment and review comments made.



Figure 4: Transparency in Cologne's participatory budgeting portal⁴³

QUALITY OF CONTENT, RANGE OF TOPICS AND APPROPRIATENESS OF DEPTH

The importance of the quality and correctness of content is unquestionable. Facts and numbers should be accurate. Although, the mere frequency of citing numbers does not automatically translate to quality. As a general rule, a manual should only address what is essential to understand and do participatory budgeting. The scope and range of topics presented in the manual and the appropriate level of depth and difficulty of the materials offered depends on the intended audience, and the goal of the manual.

You rarely find wrong information in the brochures. Most brochures are written by experts who know about their subject, namely the budget and the budgeting process. Key is to communicate this expertise in such a way it is understandable to the general public. This requires cooperation between the experts and communication professionals. As our interviewee from the participatory budgeting program puts it: "Early in the process of guidebook making it should be considered what information citizens want to know and which questions they specifically have. A common question is for example why the city is in debt. This needs to be answered."⁴⁴ We find such clear answers in the handbook for Potsdam, the handbook of Troisdorf, and the handbook of Maintal. In Potsdam's handbook⁴⁵ the answer to that question is the growth of the city. Troisdorf⁴⁶ finds a good way to go beyond facts and numbers and the handbook of Maintal is another good example for its appropriateness of content.

A balance between too much and too little needs to be found. Surprisingly, our interviewee gives a very clear number on length and format: "As a general rule, it should not be much longer than 15-20 pages in an A5 format."⁴⁷ The brochures of Maintal⁴⁸ and Cologne follow this rule indeed. Toronto housing has all information in one page, which only leaves room for the most necessary information. It can be argued that the housing budget is a limited one which needs less space but a bit more background would have been helpful. Treptow-Köpenicks 103 pages powerpoint is too extensive and the glossary simply overwhelming. Finally, St. Louis only offers very little information on its website.

The last thing to keep in mind is that handbooks are not the right format for citizens who want to know more: "They should rather be directed on the website, where they can find more information."⁴⁹ A rule of thumb: as much information as necessary, as little information as possible.⁵⁰ Additional support materials should be offered to those participants interested in specific details, but this can be done in other forms, online, booklets etc.

42 - Stadt Köln "Haushaltsinformationen". Accessed September 29, 2016.

43 - Cologne's participatory budgeting portal. https://buergerhaushalt.stadt-koeln.de/sachstaende/vorschlaege?field_category_tid=All&field_district_value=All&field_status_tid=All&field_dialogue_year_value=2015&keys=&sort_bef_combine=created+DESC&=Suchen

44 - Interview with participatory budgeting expert, Germany.

45 - Landeshauptstadt Potsdam "Bürgerhaushalt 2015/2016". Accessed September 29, 2016. https://buergerbeteiligung.potsdam.de/sites/default/files/documents/140610_infoheft_buehh-201516.pdf.

46 - Manual for Troisdorf, based on description in the interview with participatory budgeting expert.

47 - Interview with participatory budgeting expert, Germany.

48 - Manual for Maintal, paper version, received September 21, 2016, published by the municipality of Maintal in 2013

49 - Interview with participatory budgeting expert, Germany.

50 - Bürgerhaushalt "Interview mit Frau Prof. Dr. Weber - „Fachdaten einfach aufbereiten“.

ACCOUNTABILITY AND CONTEXT INFORMATION

A well written tutorial does not suffice to make a participatory budgeting process a success, the manual needs to provide insight in the political process and report on the (intended) results of the participatory budgeting exercise. Conditions and context such as the amount of budget to be decided on and the likelihood of government adopting the suggestions and proposed allocations are crucially important. In addition it needs to answer the following questions. What were the results of the last participatory budgeting process? How many suggestions were agreed on? Finally, a follow up to the participatory process and the eventual implementation of decisions made in this process is key.

To be accountable per definition is "to proof usually in a written form for example in a report on what basis actions are or are not executed or how things, money and material assets are dealt with and where they remained."⁵¹ In the context of participatory budgeting accountability primarily refers to the written feedback on how the ideas developed in the process have been taken forward, and an explanation to whether a suggestion had been taken up or not. In general, accountability also includes an explanation of the entire process itself. This is in most cases provided in an accountability report after the final council decision on the suggested ideas that resulted from the participatory budgeting process.⁵² Some cities and municipalities even have a continuous monitoring during the implementation in place.⁵³

Beispiele realisierter Bürgervorschläge



Figure 5: Pictures of realised citizen suggestions in Potsdams manual⁵⁴

The example of participatory budgeting process in Hamburg shows why accountability is important. The number of participants in Hamburg decreased from 3000 in 2006 to only 600 in the following process in 2009. The results of the three proposals in the 2006 process selected in the plenary had not been published which provoked criticism. During the second participatory budgeting round in 2009 "some of the local media questioned the value of the participatory budgeting because of the comparatively few political consequences of the first one."⁵⁵

Cologne⁵⁶ does better as it releases a separate statement of the administration (status report) and the council decisions on the public's ideas. In this report, the decision on implementation are explained by highlighting the criteria on which the decisions are based and providing examples. London⁵⁷ even has a tick box system in place

51 - Wiktionary "Rechenschaft ablegen".

52 - Bürgerhaushalt "Bürgerhaushalte und Rechenschaft", 4.

53 - Ibid.

54 - Tickbox system showing the status of each idea in the London manual. Accessed September 29, 2016. https://www.google.com/url?q=https://buengerbeteiligung.potsdam.de/sites/default/files/documents/140610_infoheft_buehh-201516.pdf&sa=D&ust=1475140585337000&usg=AFQjCNEyC2neZlobOdkqLABb8dSj2HCuG

55 - Luehrs; Rolf. "Hamburg (DE) e-Participatory Budgeting".

56 - Stadt Köln "Haushaltsinformationen". Accessed September 29, 2016. <https://buengerhaushalt.stadt-koeln.de/2015/haushaltsinformationen>.

57 - Tower Hamlets, London "You Decide!". Accessed September 29, 2016. http://participedia.net/sites/default/files/case-files/312_265_You_Decide_brochure_v6.pdf.

that shows the actual state of a suggested idea, answering the following questions: has this idea been realized in the former budget cycle in 2009, and is it provided by the third sector, a new project or an additional service. Finally, Potsdam⁵⁸ uses some realized ideas from the past process in the beginning of the current guidebook.

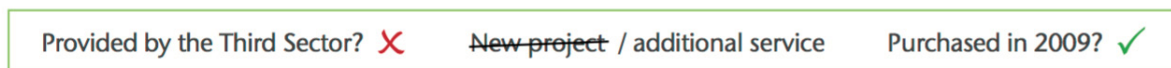


Figure 6: Tickbox system showing the status of each idea in the London manual

PROMOTING ENGAGEMENT

A well written manual promotes engagement, the manual has to both explain the process and motivate people to participate. Taking into account the categories as we laid them out in this report - structure, understandability, visualisation, innovation and flair, quality of the content and appropriate levels of depth, and accountability - helps to create engagement. Additionally, different engagement forms and opportunities need to be offered and, because the inclusiveness of the process is prerogative, special attention needs to be paid to language considering gender, ethics and race.

A guidebook that considers gender, ethics and race seems as obvious as participatory budgeting in itself. It is supposed to be a process that includes those in the budgeting process who have not been part of it before. The city of Chicago even mentions equity and inclusion as primary goals in its' budgeting process. However through inappropriate language, and discrimination of any kind, the inclusionary effect that participatory budgeting is supposed to have is nullified.

To motivate people to participate questions such as: why, for whom, with which goal, and which result should be addressed in the manual. First, different actors and institutions need to be introduced and processes be clear. Second, it should be foreseeable how much effort and time participating requires. A good option is to offer different levels of engagement so that a citizen can decide how much they want to get involved, based on their own time-constraints, duties, and abilities. If citizens cannot fulfill what is expected, and the demands on their time are high, they might feel like they will look bad in public and therefore not engage at all.⁵⁹ In Cologne, the minimum participation is simply to vote on the proposed ideas. If participants can invest more time, they can suggest ideas and participate in the process in full.

FINDABILITY

A brochure can be outstanding but if no one finds it, it is of no use. Therefore the information needs to be easy to find. This is important for online as well as for printed versions of the guidebook. A possible approach is to analyze the right communication channels by considering the citizenry as specific groups and audiences: the young, the elderly, women etc. How can you reach specific groups such women, elderly, migrants or a young audience? Where do they spend time and how can you reach them there?

On webpages for participatory budgeting processes the manuals are often very hidden and an extensive search for them is necessary. They are on a subpage or a subpage of a subpage and between 5-15 downloadable documents are available. In Spandau for example there are 15 different documents that can be downloaded. The guidebook should be accessible in one click from the landing page.

On hard copy material, our respondent from the participatory budgeting organisation says the following: "Printed versions should be available during the participatory budgeting cycle for example in gatherings that allow participation in the budgeting process in person. Also they should be available in the mobilisation phase where it should be handed out during info events. Another option is sending a shorter flyer in the direct mail while navigating the citizens to additional information online. An example for this is the six pages long flyer⁶⁰ made by the city of

58 - Landeshauptstadt Potsdam "Bürgerhaushalt 2015/2016". Accessed September 29, 2016. https://buergerbeteiligung.potsdam.de/sites/default/files/documents/140610_infoheft_buehh-201516.pdf.

59 - Interview with media pedagogy expert, Germany.

60 - Flyer for Cologne, based on description in the interview with participatory budgeting expert.

Cologne. Of course it is also possible to have a stock of the brochures or flyers lying in buildings of the public administration. But it can also be seen critically. Why should citizens look at the brochure if it is not connected to the possibility of participation.”⁶¹

Finally, spread the information about the participatory budgeting process in those places where the current contested themes in politics are already discussed. This can be community centres, youth clubs etc. but also the local playground especially if that is on the agenda.⁶² To amplify the impact of the outreach it makes sense to announce the participatory budgeting process in the traditional media. Pune for example announced that it is calling for project idea submissions in the leading newspaper Marathi daily.⁶³



जाहिरात क्र. ४/३५९/ दि. ७-८-०८

पुणे महानगरपालिका
शिवाजीनगर, पुणे ४११००५.

जाहीर प्रकटन
पुणे महानगरपालिका सन २००९-१० अंदाजपत्रक
नागरिकांचा सहभाग

पुणे महानगरपालिकेच्या सर्व प्रभाग समितींमध्ये सन २००९-१० चे अंदाजपत्रक तयार करताना नागरिकांनी सुचविलेली कामे विचारात घेण्याबाबतचा निर्णय घेण्यात आला. यानुसार नागरिकांना त्यांच्या प्रभागातील/वॉर्डातील कामे सुचविण्याबाबत जाहीर प्रकटन करण्यात येते.

प्रस्तुत प्रयोजनासाठी विशिष्ट नमुन्यातील 'नागरिक सूचना अर्ज' प्रत्येक क्षेत्रीय कार्यालयात कार्यालयीन वेळेमध्ये व प्रभागातील नागरी सुविधा केंद्रात, दिनांक ११ ऑगस्ट २००८ ते दिनांक १० सप्टेंबर २००८ पर्यंत विनामूल्य वाटपाकरिता उपलब्ध आहेत. तसेच पुणे महानगरपालिकेच्या www.punecorporation.org या संकेतस्थळावर (website) 'नागरिक सूचना अर्ज' उपलब्ध आहे. सदर 'नागरिक सूचना अर्ज' दिनांक १० सप्टेंबर २००८ रोजी सायंकाळी ५.०० वाजेपर्यंत प्रभाग कार्यालयात/ नागरी सुविधा केंद्रात स्वीकारण्यात येतील.

प्रवीणसिंह परदेशी
महापालिका आयुक्त, पुणे महानगरपालिका

Figure 7: Newspaper announcement in Pune⁶⁴

61 - Interview with participatory budgeting expert, Germany.

62 - Interview with media pedagogy expert, Germany.

63 - Wiktionary "Rechenschaft ablegen.

64 - http://government.wikia.com/wiki/Participatory_Budgeting_in_Pune

Conclusion

Tutorials for participatory budgeting need to simultaneously fulfil the role of giving clear information and of encouraging participation. This report shows that in order to do that, it needs to answer to a large range of components. The foundations are a clear structure, understandable language and corresponding visualizations. The quality and correctness of content, the scope of topics and appropriateness of depth is very much related to understandability. 'As much information as necessary, as little information as possible' in the language of the audience should be provided. In addition, the information needs to be findable. It should be available through different channels according to where the citizens can be reached. A hidden link on the websites subpage, possibly among several documents is certainly not enough.

An often neglected but extremely important aspect is accountability. What were the results of the last budgeting process? How did these results get implemented? Leaving such questions unanswered may have a negative impact on the number of citizens getting involved in the future. Offering different levels of engagement such as voting and suggesting an idea further helps citizens to gather an understanding of the nature of the process allows them to decide how strongly they want to commit to it in the future.

Innovative approaches use new formats such as videos or information integrated into web tools. They have a design that directly appeals to citizens and promote the wish to find out more. But most importantly, innovative approaches for tutorials include citizens in design process, which allows the final product to directly address the questions citizens might have and to adjust it to the language the citizens use. Even after the publication the tutorials should be open for citizens to change and redistribute the information, so that they themselves can become multipliers for participatory budgeting.

Manual Do's and Dont's

- The page number of the main manual should not exceed 15-20 pages. Otherwise the amount might seem overwhelming.
- Central questions 'why, for whom and with which goal and for what results' should be addressed in the document. Concretely this means a timeline, goals, process and roles.
- Additional background information should be offered, ideally in a different document or clearly structured in the second half of the document.
- The language of the reader should be used: explanatory language and examples help citizens understand the process.
- Results of participatory budgeting processes need to be clear otherwise it can harm future engagement.
- Different stages of engagement such as voting and suggesting ideas allow citizen to estimate their involvement and to engage as much as they would like to.
- The information should be accessible. This requires using the channels and reaching out in places where different citizen groups, such as youngsters, women, elderly, already are.

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Annex

<p>New York City, United States</p>	<p><i>Summary:</i> http://www.participatorybudgeting.org/what-we-do/where-we-work/nyc/</p> <p><i>Resource Collection:</i> http://www.participatorybudgeting.org/resources/sample-materials/</p> <p><i>Rulebook:</i> http://www.participatorybudgeting.org/wp-content/uploads/2012/07/PB-NYC-2013-2014-Rulebook-easy-print-version.pdf</p> <p><i>Special:</i> Biggest Budget in the US and most participants in the US (source: http://www.participatorybudgeting.org/about-participatory-budgeting/examples-of-participatory-budgeting/)</p>
<p>City of Ekurheleni, South Africa</p>	<p><i>Website including summary selection:</i> http://www.ekurheleni.gov.za/annual-budget</p>
<p>Chicago, United States</p>	<p><i>Summary:</i> http://www.participatorybudgeting.org/what-we-do/where-we-work/chicago/</p> <p><i>Resource Collection:</i> http://www.pbchicago.org/pb-chicago-materials.html</p> <p><i>Rulebook:</i> http://www.pbchicago.org/uploads/1/3/5/3/13535542/final-_pbchicago_2015-16_rulebook.pdf</p> <p><i>Special:</i> Second biggest budget in the US (source: http://www.participatorybudgeting.org/about-participatory-budgeting/examples-of-participatory-budgeting/)</p>

Boston, United States	<p><i>Summary:</i> https://youth.boston.gov/youth-lead-the-change/</p> <p><i>Video:</i> https://youth.boston.gov/youth-lead-the-change/</p> <p><i>Rulebook:</i> https://youth.boston.gov/youth-lead-the-change/about/pb-rulebook/ ,</p> <p><i>Timeline:</i> https://youth.boston.gov/youth-lead-the-change/about/timeline-what-happens-when/</p> <p><i>Goals:</i> https://youth.boston.gov/youth-lead-the-change/about/goals-2/</p> <p><i>Special:</i> targeting youth</p>
Vallejo California, United States	<p><i>Rulebook:</i> http://www.ci.vallejo.ca.us/common/pages/DisplayFile.aspx?itemId=160934</p>
Seville, Spain	<p><i>Manual:</i> http://www.presupuestosparticipativos.com/Manual-de-presupuestos-participativos-de/_C3VTDDatmVEmYYsYdvRIsil_ngZxyrpxlSoGTR7IC5EY-Tgpz_aJTmpAL-FibDBG</p> <p><i>Summaries:</i> http://participedia.net/en/cases/participatory-budgeting-seville-spain</p> <p><i>Analysis:</i> http://www.redcimas.org/wordpress/wp-content/uploads/2013/04/t_prepar_analisis_ppsevilla04_09.pdf</p> <p><i>Special:</i> One of the biggest in Europe</p>
London, United Kingdom	<p><i>Rulebook:</i> http://participedia.net/sites/default/files/case-files/312_265_You_Decide_brochure_v6.pdf</p>
Cambridge, United Kingdom	<p><i>Rulebook:</i> http://pb.cambridgema.gov/read_the_pb2_rulebook</p>
St. Louis, United Kingdom	<p><i>Website:</i> http://pbstl.com</p>

<p>Cologne, Germany</p>	<p><i>List of the most successful ideas:</i> https://buergerhaushalt.stadt-koeln.de/2015/buergeranschlaege/bestenliste/Bezirksuebergreifend</p> <p><i>About the process:</i> https://buergerhaushalt.stadt-koeln.de/2015/seiten/ihre-ideen-sind-gefragt</p> <p><i>About the budget 2015:</i> http://www.stadt-koeln.de/politik-und-verwaltung/finanzen/os/#pg/2013/aufwand</p> <p><i>Summary:</i> little explanation, instead links to concrete political budget documents</p>
<p>Paris, France</p>	<p><i>Website with link to the manual:</i> https://budgetparticipatif.paris.fr/bp/le-budget-participatif-.html</p>
<p>Treptow-Köpenick (Berlin), Germany</p>	<p><i>Website:</i> http://www.berlin.de/ba-treptow-koepenick/aktuelles/buergerbeteiligung/buergerhaushalt/</p> <p><i>Information on the districts budget:</i> http://www.berlin.de/ba-treptow-koepenick/aktuelles/buergerbeteiligung/buergerhaushalt/</p> <p><i>A to Z on the districts budget, also detailed investment plans:</i> http://www.berlin.de/ba-treptow-koepenick/aktuelles/buergerbeteiligung/buergerhaushalt/</p> <p><i>Special:</i> Very detailed information on districts government processes</p>
<p>Pune, India</p>	<p><i>Summary:</i> http://government.wikia.com/wiki/Participatory_Budgeting_in_Pune?action=edit&section=4</p> <p><i>On the Map:</i> https://www.google.com/maps/d/u/0/viewer?mid=1XSWIeYDu8G8JuwUV2KNf-Q9K06EU&hl=en</p> <p><i>Analysis:</i> http://spa.ac.in/writereaddata/Session6bMrNaimKeruwalaArKomalPotdarandMs-MayaRoy.pdf</p> <p><i>Form:</i> http://government.wikia.com/wiki/File:PB_Form_2009-10.PDF</p> <p><i>Special:</i> Announced via newspaper ad</p>
<p>Spandau (Berlin), Germany</p>	<p><i>Resource collection:</i> https://www.berlin.de/ba-spandau/politik-und-verwaltung/service-und-organisationseinheiten/finanzen/artikel.189420.php</p>

Hamburg, Germany	<p><i>Description:</i> http://www.participatorybudgeting.org/about-participatory-budgeting/where-has-it-worked/</p>
Hinton, United States	<p><i>Rulebook:</i> http://www.hinton.ca/DocumentCenter/View/4330</p>
Stuttgart (2011), Germany	<p><i>Website:</i> http://www.stuttgart.de/buergerhaushalt</p> <p><i>Video:</i> http://www.stuttgart.de/buergerhaushalt</p>
Bürgerhaushalt Potsdam, Germany	<p><i>Website:</i> https://buergerbeteiligung.potsdam.de/content/buergerhaushalt-201516-1</p> <p><i>Manual:</i> https://buergerbeteiligung.potsdam.de/sites/default/files/documents/140610_infoheft_buehh-201516.pdf</p>
Hinton, Ca, USA	<p><i>Rulebook:</i> http://www.hinton.ca/DocumentCenter/View/4330</p>
Maintal, Germany	<p>Manual for Maintal, paper version, received September 21, 2016, published by the municipality of Maintal in 2013.</p>
Troisdorf, Germany	<p>Manual for Troisdorf, based on description in the interview with participatory budgeting expert.</p>
Toronto (Community Housing), Canada	<p><i>Central Website:</i> https://www.torontohousing.ca/pb</p> <p><i>Process Guide:</i> https://www.torontohousing.ca/residents/getting-involved/participatory-budgeting/Documents/PB%20process.pdf</p> <p><i>Workshop Flyer:</i> https://www.torontohousing.ca/residents/getting-involved/participatory-budgeting/Documents/Brainstorming%20Session-11x17_All%20locations_FINAL.pdf</p> <p><i>Special:</i> Since 2001, Toronto's public housing authority has engaged tenants in allocating \$5 to \$9 million of capital funding per year. Tenants identify local infrastructure priorities in building meetings, then budget delegates from each building meet to vote for which priorities receive funding. (source: http://www.participatorybudgeting.org/about-participatory-budgeting/examples-of-participatory-budgeting/)</p>

Porto Alegre, Brazil	Website: http://www2.portoalegre.rs.gov.br/op/
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