



PB Works – Outcomes, Accountability and Evaluation

Crescent Arts Centre, Tuesday 18th September 2018





Dr Louise O’Kane – Welcome



PB Works Project

- BCT: Civic Activism Programme
- Collaborative effort
- Raise awareness of and advocate for Participatory Budgeting (PB)
- Tailored Support - working with PB Partners and Democratic Society
- PB Works Website www.participatorybudgetingworks.org
- Join the PB Works Network



PB PARTNERS



Independent social enterprise that is working to empower citizens



- Supporting new ways of doing PB
- Community engagement specialists



PB Network: Advocating for PB across the UK

www.pbnetwork.org.uk

and supporting PB in Scotland

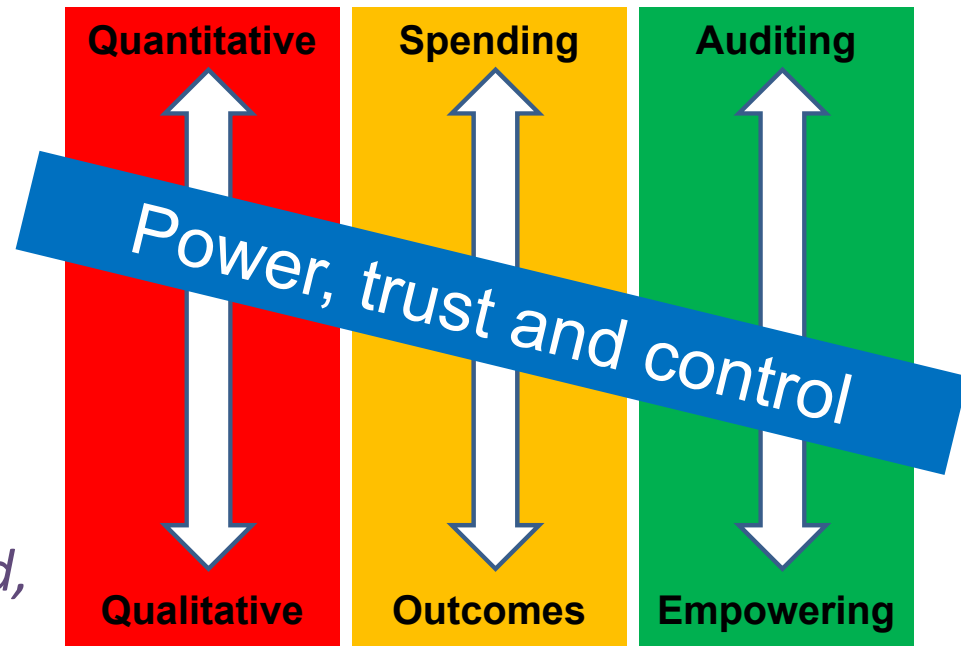
<https://pbscotland.scot>



WHAT IS PARTICIPATORY BUDGETING?

'PB directly involves local people in making decisions on the spending and priorities for a defined public budget.'

*If it feels like **we** have decided it's PB.
If it feels like **someone else** has decided, it isn't.'*



POSSIBLE PB MODELS

Participatory grant making

Money spent within communities by local groups...
 (With lots of involvement in the decision)

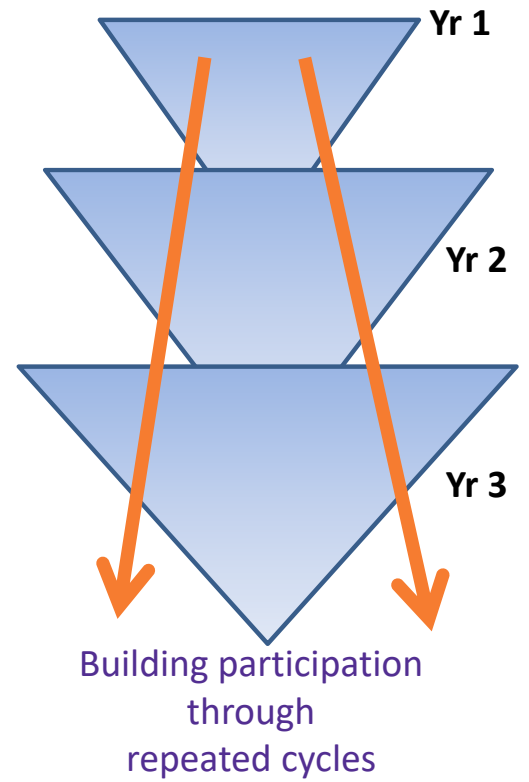
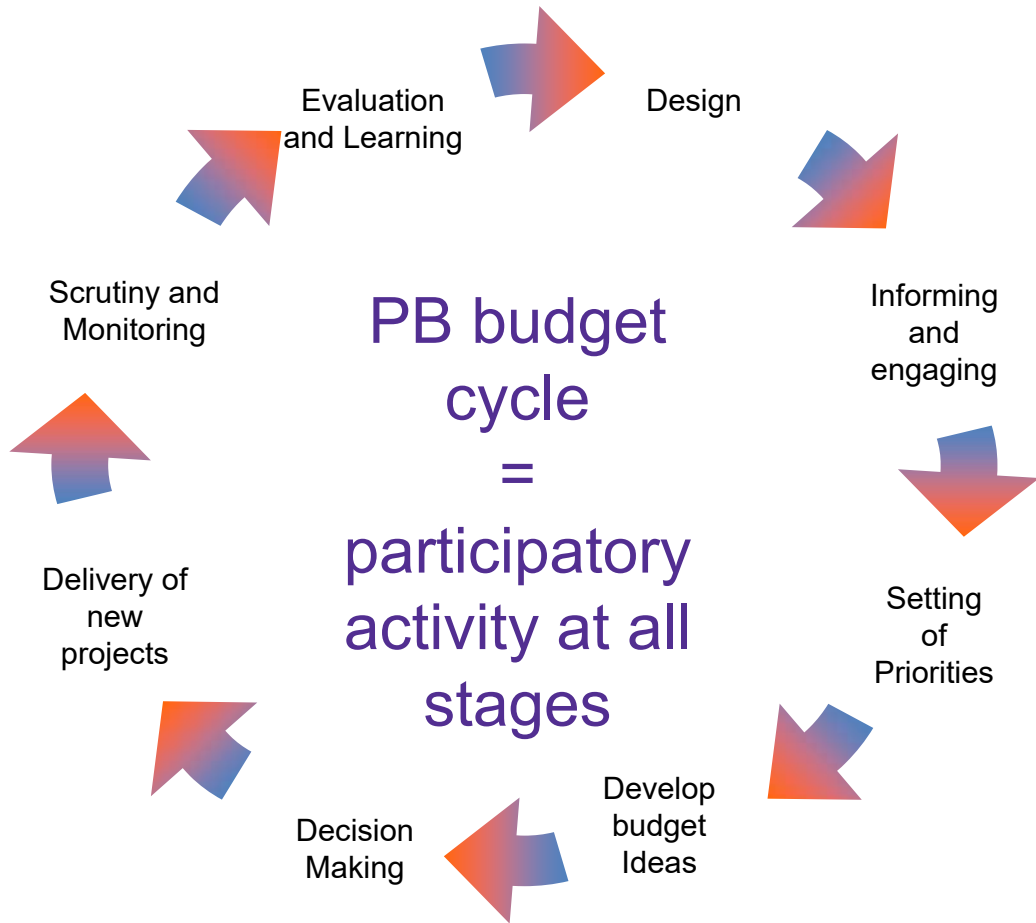


Mainstream Investment

Money spent by public bodies as directed by citizens...
 (With lots of involvement in the decision)



How ... varies widely based on local co-design and the context



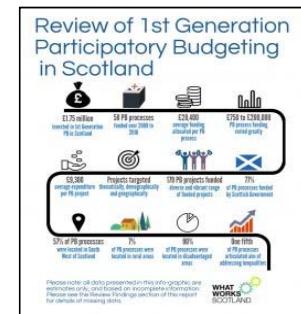
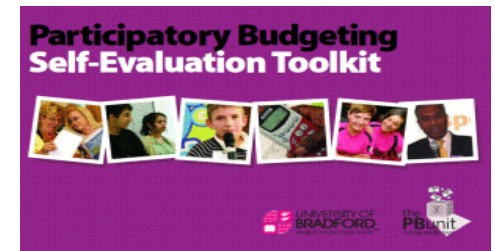
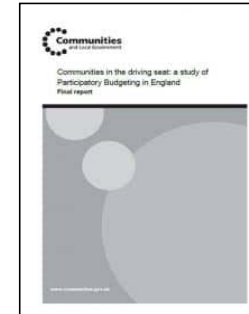
Tools for reporting on PB Outcomes

PB Network's Case Study Template
(what, when, where, why, who and how)

SQW national evaluation of PB in England:
Cost/benefit review from an external perspective

The PB Unit Self Evaluation guide:
Academic designed, focussing on capturing qualitative (and quantitative) evidence

WhatWorksScotland's reviews



Tools for reporting on PB Outcomes

PB Partners Evaluation Guide

1. Agree outcomes before you start
2. Establish your baseline
3. Regularly gather feedback
4. Ask participants what they felt
5. Keep track of the numbers
6. Use films to tell the story
7. Hold a stakeholder reflection event
8. Follow what happens next
9. Use external experts as critical friends
10. Share your learning



Seven Defining Characteristics for PB

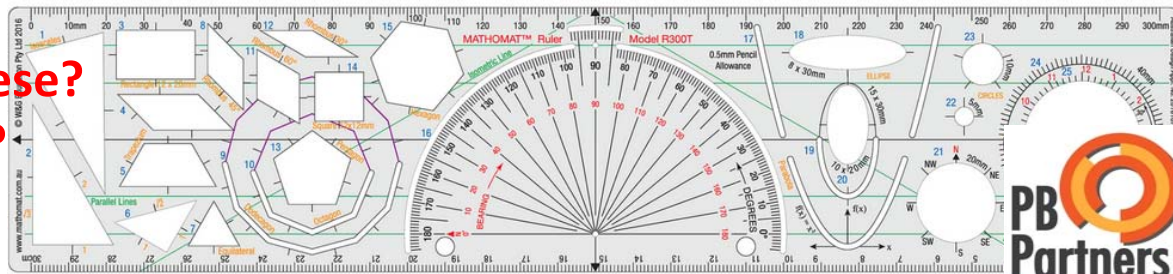
1. That **directing public budgets** is the primary focus of the process.
2. Citizen **participation has an impact** on the budget.
3. Citizens can shape **the rules governing the process**.
4. The process has a **deliberative** element.
5. The process seeks to **redistribute resources** on the basis of need.
6. Designed to ensure that **citizens can monitor** public spending.
7. Its **repeated** periodically.



Adapted from:

<https://democracyspot.net/2012/09/12/participatory-budgeting-seven-defining-characteristics/>

Can we design measures for these?
And how complicated are they?



Public Agenda's PB key metrics (another framework)

Impact on Civic and Political Life:

Does PB engage a significant and growing number of residents, including those who cannot or do not participate in mainstream political life?

Does PB foster collaboration between civil society organizations and government?

Is PB associated with elected officials' political careers?

Impact on Inclusion and Equity:

Is PB engaging traditionally marginalized communities?

Does PB facilitate participation?

Is PB fostering a more equitable distribution of resources?

Impact on Government:

Number of PB processes and amounts allocated to PB changing from year to year?

Implementation rate of winning PB projects?

Are additional resources being allocated to projects or needs identified through PB?

Cost to government of implementing PB?



Open Government



*The Open Government Partnership is a multilateral initiative that aims to secure **concrete commitments** from governments to:*

*promote **transparency**, empower **citizens**, fight **corruption**, and harness new **technologies** to strengthen **governance**.*



Transparency in Practice



Left column reads:

Where the money comes from...

Right column reads:

What the money is spent on...

Below it says: *When the administration is transparent, everything works smoothly...*

From the participatory budget of Icapui, Brazil.

Audit Perfection? ... or Good Enough PB?

My challenges, or questions...

to you...

How effective is our existing spend?

Does money go where it should, and do what it should?
Let's compare PB against reality, not perfection.

Asking citizens what to cut is like

Asking them if they want their toe or a finger removed first

The complexity of arrangements for monitoring will depend on:

- ✓ the size of the organisation
- ✓ the availability of administrative staff
- ✓ appropriate systems.



"If we stopped counting things we could cut our costs by 15%"

Opportunities and Challenges in PB?

Effective Audit

What do we
DESIRE?

What do we
WANT?

What do we
NEED?

Democratic Accountability

What VALUES
drive us?

What PROBLEMS
face us?

What can we
BUILD upon?

Evaluating Impacts

What TOOLS
could we use?

What SKILLS
can we draw on?

What ACTIONS
need to happen?



Learning from Scotland



Scotland's Participatory Budgeting Journey

Kathleen Glazik
Policy Manager
Community Empowerment Unit



Scottish Government
Riaghaltas na h-Alba
gov.scot

- ▶ National Policy Context
- ▶ Legislative background
- ▶ Scotland's PB Journey to date
- ▶ Key Milestones
- ▶ Evaluation

Policy Context

- ▶ **Scottish Community Empowerment Action Plan – 2009**
Key to achieving a more successful Scotland is communities doing things for themselves
- ▶ **Christie Commission – 2011**
People should have equal opportunity to participate and have their voice heard in decisions shaping their local community and society.
- ▶ **Commission on Strengthening Local Democracy - 2014**
That a process of PB, covering tax and spending options, is adopted by all local governments to enhance local choices over tax and spend within a new system of local government finance.
- ▶ **Referendum – September 2014**
Harnessing the Democratic Energy



Community Empowerment (Scotland) Act 2015



- ▶ It creates new rights for community bodies and new duties on public authorities.
- ▶ makes it easier for communities to take on public sector land and buildings.
- ▶ It provides a mechanism for community bodies to seek dialogue with public sector providers on their own terms.



Scottish Government
Riaghaltas na h-Alba
gov.scot

11 Parts in the Act

Participation Requests
improving Services

Community Right to Buy
Land

CPP Locality Plans
disadvantaged areas

Football Clubs
Supporters Rights

Participation in Public
Decision Making

Community
Involvement in
Forestry Leasing

Establish a Register
for Common Good
Property

National
Outcomes

Asset Transfer Buy or
Lease Land & Buildings

Non Domestic Rates
for Councils

Allotments



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PB - Our aim in 2014

- ▶ Support and promote PB as a **tool for community engagement** and as a **resource to widen participatory democracy**.
- ▶ Raise awareness, provide practical support and funding.
- ▶ Put conditions in place for PB to be delivered in a **meaningful and sustainable** way across Scotland.

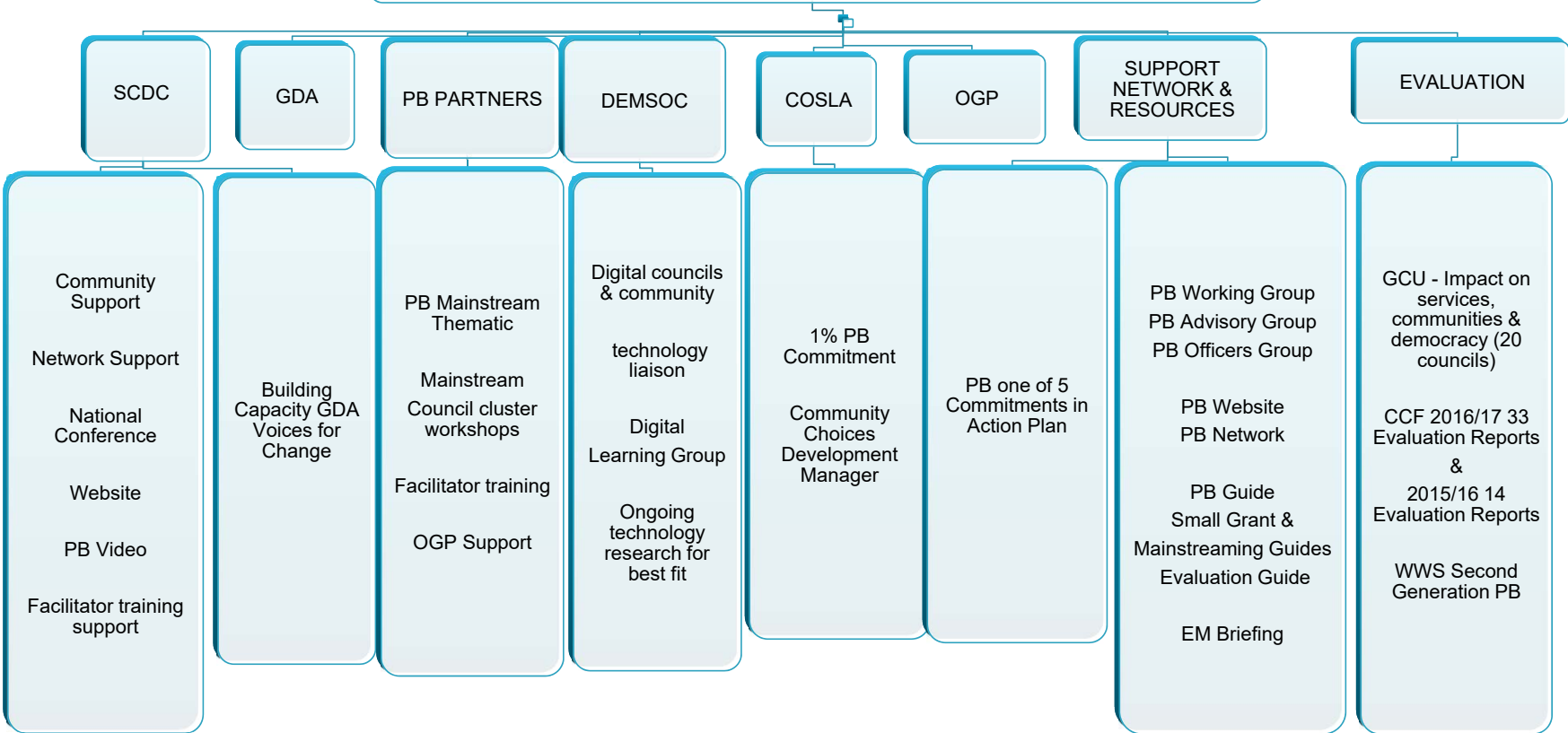


Scottish Government Funding

Community Choices Fund



NATIONAL SUPPORT PROGRAMME COMMUNITY CHOICES FUND

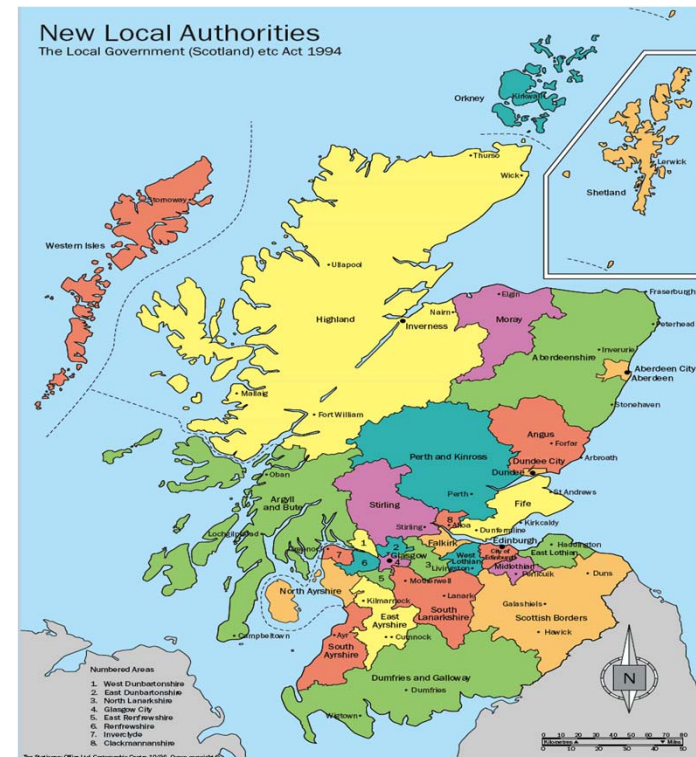


Key Milestones

**Landmark Agreement
£100 million by 2021**

At least 1% of local government budgets will be subject to PB by 2021.

All of Scotland's 32 Local Authorities



Scottish Government
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PB in Schools



PB in schools will:

- Build more confident and active young citizens
- Provide a real experience of democracy in action.
- Provides awareness of wider community needs and ways of addressing them.
- Develops research, interviewing and presentation skills.
- Builds useful skills in budgeting and financial literacy.

PB is included in the Pupil Equity Fund Operational Guidelines for Head Teachers as *“an innovative and effective mechanism to engage with parents and pupils, in particular those who face barriers to participation”*.



Scottish Government
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Inclusive Engagement

Recommendation

Develop a PB Framework to tackle barriers to include:

- ▶ Better Planning and Design
- ▶ Enable Deliberation
- ▶ Embed a Test & Learn Culture



Budgeting for Equality

Action research by disabled people exploring:
how can disabled people play a full and meaningful
role in participatory budgeting in Scotland?



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Developing a PB Charter for Scotland

Values & Principles

The Charter will be co-produced with the PB Scotland Network and stakeholders.



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Local Governance Review

Democracy Matters



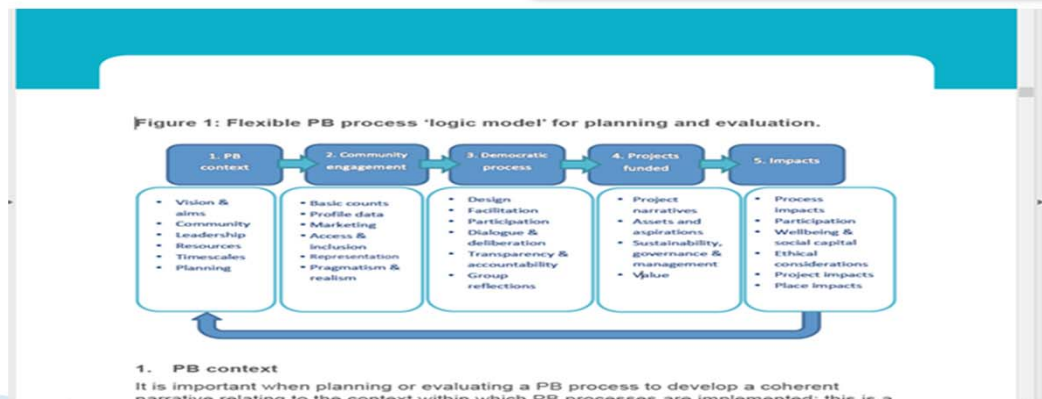
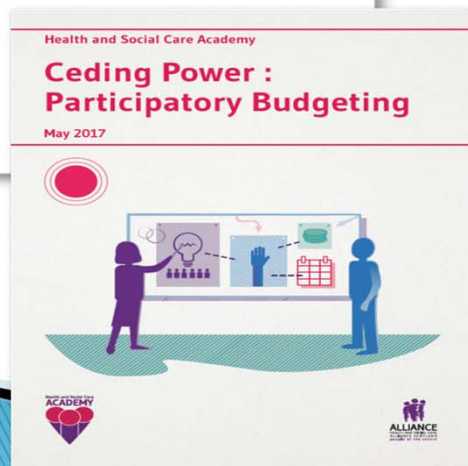
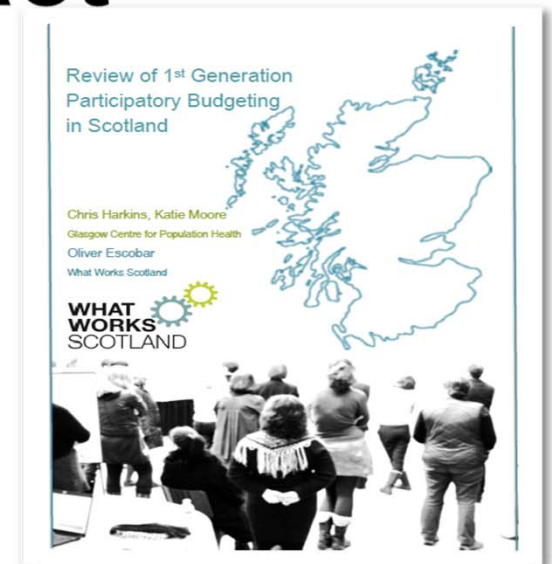
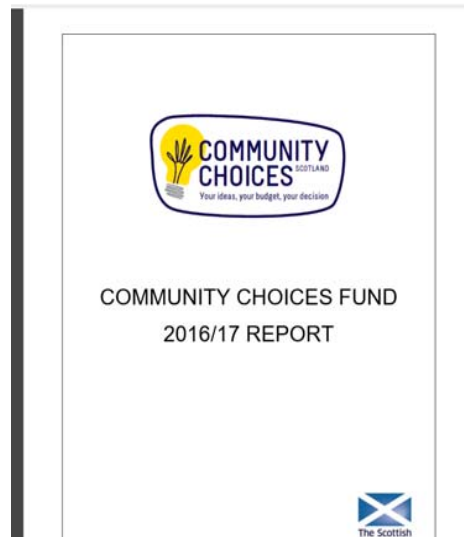
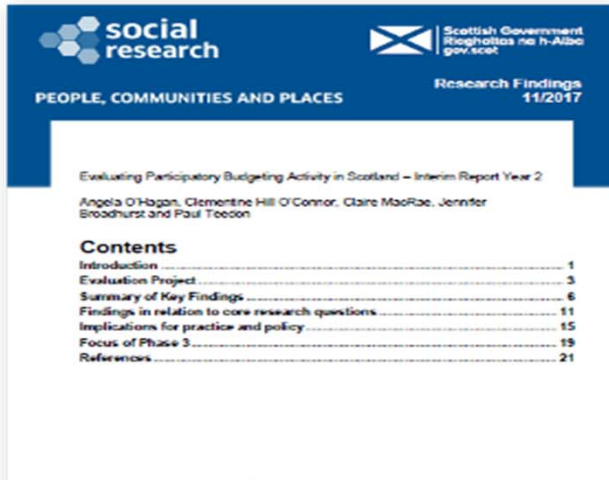
The way we live our lives is constantly changing; just think of all the changes that have happened in your lifetime. Democracy is changing too. It used to be that most citizens were content to cast their vote and then leave the decisions to others. Increasingly people want to share in making those

decisions, or at least have a greater understanding as to why certain decisions have been made on their behalf. In order to make democracy work better for everyone, and especially for those who feel left out, we are asking people all over Scotland:



Scottish Government
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gov.scot

Evaluation & Impact



Evaluation: Implications for practice and policy

- ▶ Living up to expectations and ‘principles’ of participatory budgeting **requires improvements and clarity in articulating the purpose and intention** of participatory budgeting.
- ▶ Building capacity and competence for **meaningful and sustainable participation** within communities, local authorities and partnerships.
- ▶ Policy and legislative drivers for Participatory Budgeting e.g. the Public Sector Equality Duty.
- ▶ Strategic engagement with 1%



Scotland on the world stage!



Participatory budgeting in Scotland



We're talked about in Kuala Lumpur!

Simon Langelier
PhD Urban Studies



www.pbscotland.scot

The screenshot shows a web browser window with the address bar displaying 'pbscotland.scot'. The website has a blue header and a white main content area. The navigation menu includes 'Welcome to PB Scotland', 'Reports & ideas', 'News', and 'About'. The 'Reports & ideas' section features a webinar announcement and a film trailer. The 'News' section lists two recent articles. The 'About' section includes a search bar, a '60-second guide to PB' button, and a 'Where is PB happening?' section with a map button. The Windows taskbar at the bottom shows the date as 11/09/2018 and the time as 17:00.

Welcome to PB Scotland - The latest events, news & ideas on Participatory Budgeting in Scotland.

Reports & ideas
See PB voting in action

Webinar: A Charter for Participatory Budgeting in Scotland
You're invited to one of our webinars about developing a PB Charter for Scotland. We will think about 'What principles should underpin good quality PB in Scotland?'
[Read More →](#)

Watch now: A new film about the next steps for PB in Scotland
'Moving Toward the Mainstream' looks how we can take PB a step further by using it to decide mainstream budgets - watch our final trailer now, full film out now.

News
Read the latest

Voice Your Choice Voting Events 2018, Edinburgh
Edinburgh's employability themed participatory budgeting programme has moved into the voting stages and you are invited to attend.
Aug 31, 2018

North Ayrshire PB: Date set for Cumbræes, Fairlie, Largs, Skelmorlie and West Kilbride event
Local people can bid for up to £1,200 from a pot of £20,644 to help make a difference in their communities.
Aug 21, 2018

Vacancy: Demsoc - Digital Engagement Officer
Are you passionate about developing and supporting participation and giving citizens the opportunity and tools to

About
What is PB?
Participatory budgeting (PB) is a way for people to have a direct say in how local money is spent.

A 60-second guide to PB
[Get started](#)

Where is PB happening?
PB is used across the world, and now in Scotland where community groups and local authorities are using PB to give power to local people.
[VIEW THE PB SCOTLAND MAP](#)

How can I get involved?

Contact

Kathleen.glazik@gov.scot

Tel: 0131 244 0831



Mainstreaming PB



Mainstreaming Participatory Budgeting

Simon Cameron

Development Manager – Participatory Budgeting

Convention of Scottish Local Authorities

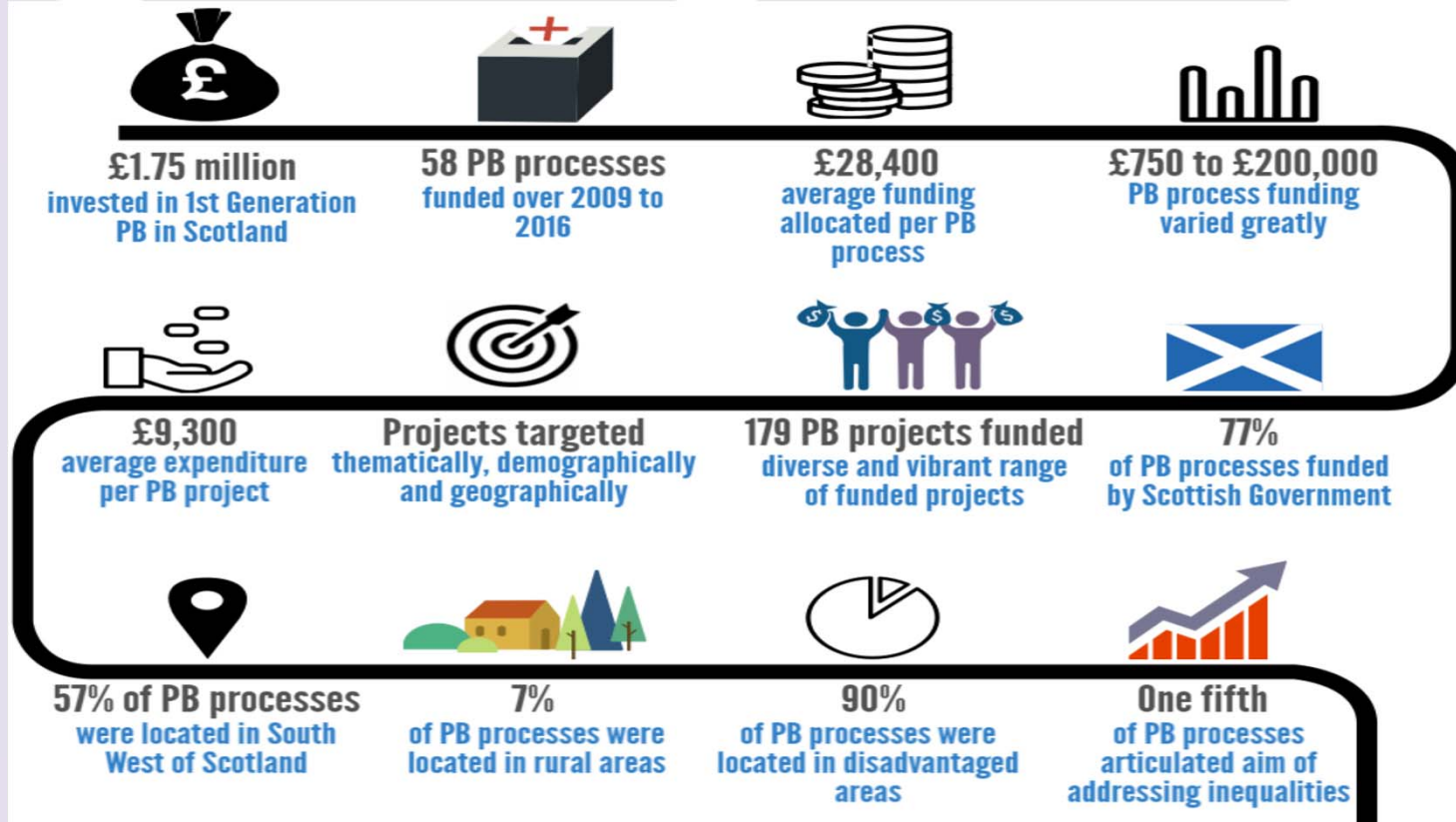
The Scottish PB journey

- Where PB fits
- Where we were
- Where we are
- Where we're going
- Where next

Where PB fits

- Community engagement
- Building participatory democracy in Scotland.
- People have equal opportunity to have their voice heard in decisions about them and their community.
- Part of Public Service Reform, Local Governance Review, Open Government Programme

Where we were:



Please note: all data presented in this info-graphic are estimates only, and based on incomplete information. Please see the Review Findings section of this report for details of missing data.

Where we are:



£1.7m Community Choices

Fund 16/17



19,017
People At
Events



39,484
Voters



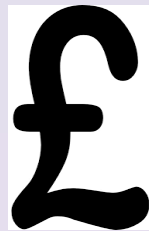
122 Events



2,058
Projects
Voted On



1,349
Projects
Successful



£2,511,438 Distributed
through Community
Choices to Projects
throughout Scotland



Source: SG PB Evaluation Report
(October 2017)

www.cosla.gov.uk

[@cosla](https://twitter.com/cosla)

[COSLA](https://www.facebook.com/cosla)

Where we're going:

£100 million by 2021

1% agreement October 2017

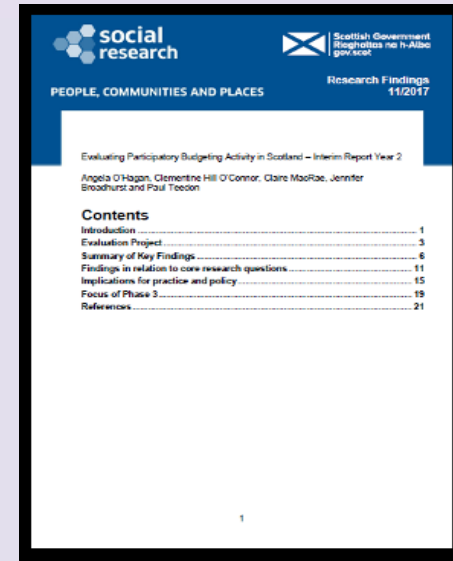
Scottish Government and COSLA agree that *at least* 1% of local government budgets will be subject to participatory budgeting by the end of 2021.

Key Points

- 1% is the minimum target set
- can be from any budget
- Target timescale is 2020/21
- **For local authorities to decide how to take forward at a local level**
- Framework Document:
<http://www.cosla.gov.uk/community-choices-1-framework-agreement>

Impact so far?

- Communities
- Services
- Democracy
- Tackling inequality



Where next?

- Define mainstream PB
- Be clear on opportunities and challenges
- Embed as part of how we work
- Ensure it is used across the public and third sectors



Contact

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Development Manager, Participatory Budgeting

Tel: 0131 474 9261

Participatory Budgeting Website

www.PBScotland.scot

www.cosla.gov.uk

[@cosla](https://www.facebook.com/cosla)

[COSLA](https://www.youtube.com/c/cosla)



Measuring outcomes



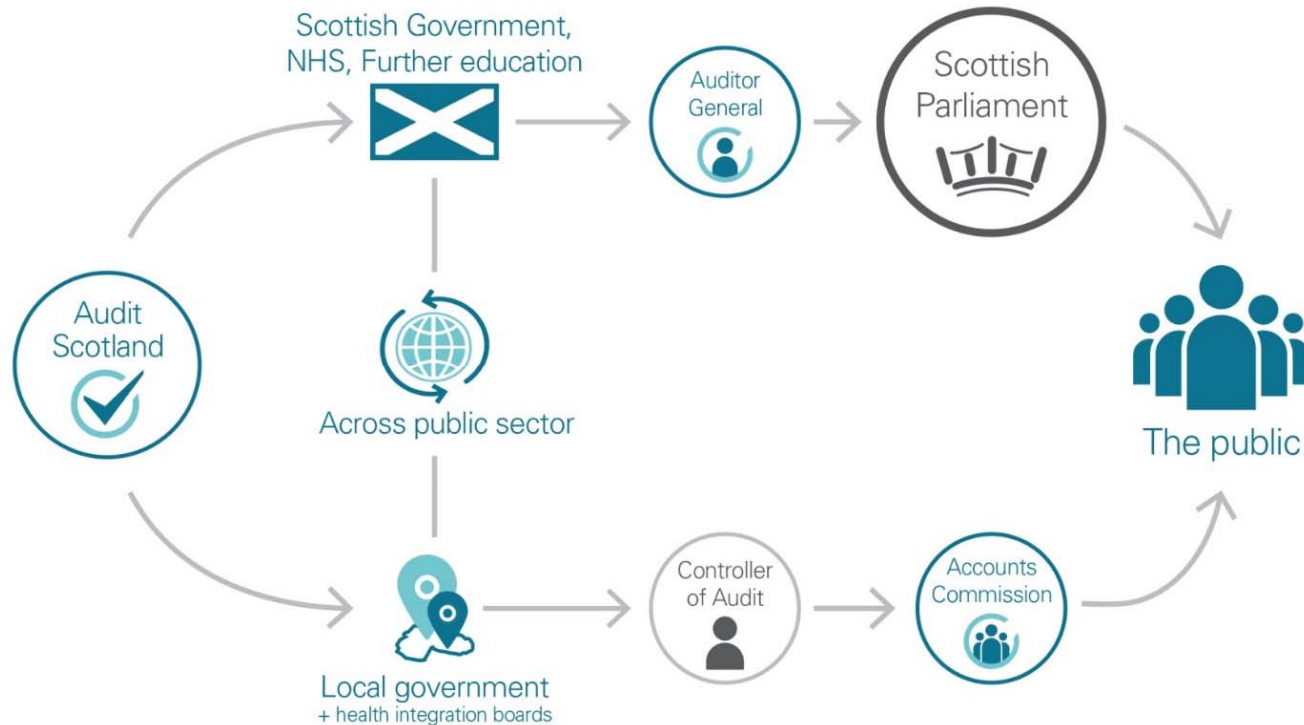
The audit perspective

PB works, 18th September

Jillian Matthew, Senior Manager

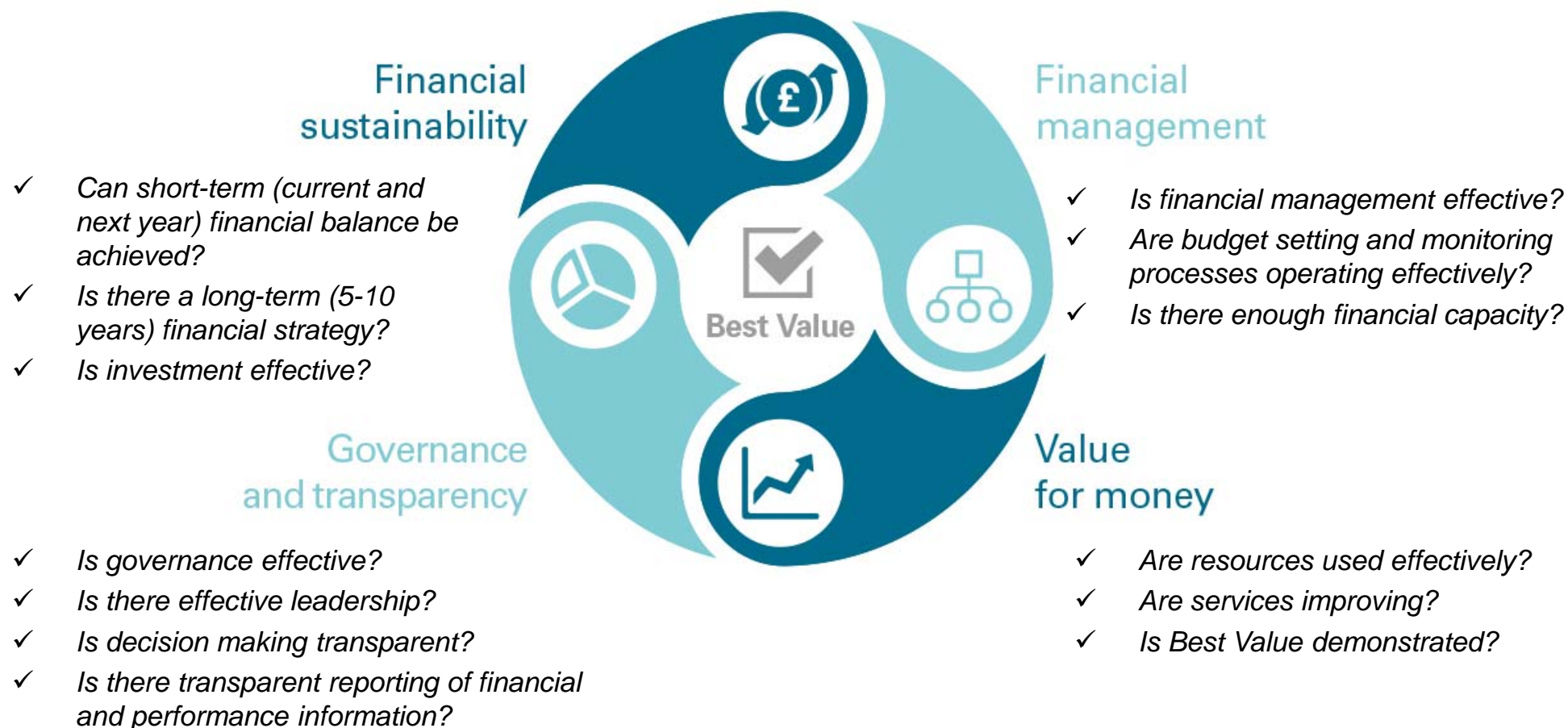


Public Audit in Scotland



We audit:
226 bodies
↓
around £40 billion
public spending
each year

Our role: To give independent assurance to the people of Scotland that public money is spent properly and provides value for money.



Scale of the ambition

New expectations on all public bodies & implications across many policy areas, but public bodies are at the early stages of realising the full ambitions of the Act.

- How can we support public bodies and share learning and good practice?

Changes to public services

Potential to change the way public services are delivered and potential to improve outcomes

- How will we know its happening?
- Will better engagement lead to improved outcomes?
- What should we be looking for? Eg engaging with hard to reach groups? Increasing community capacity? Effective cultural and behavioural change? Impact and outcomes?

New operating environment

The wider policy landscape also gives traction to involving people differently eg includes IJBs, SDS, Community Justice etc..

- What are the implications on local practice across different policy areas?

Strategic Scrutiny Group

ACCOUNTS COMMISSION 

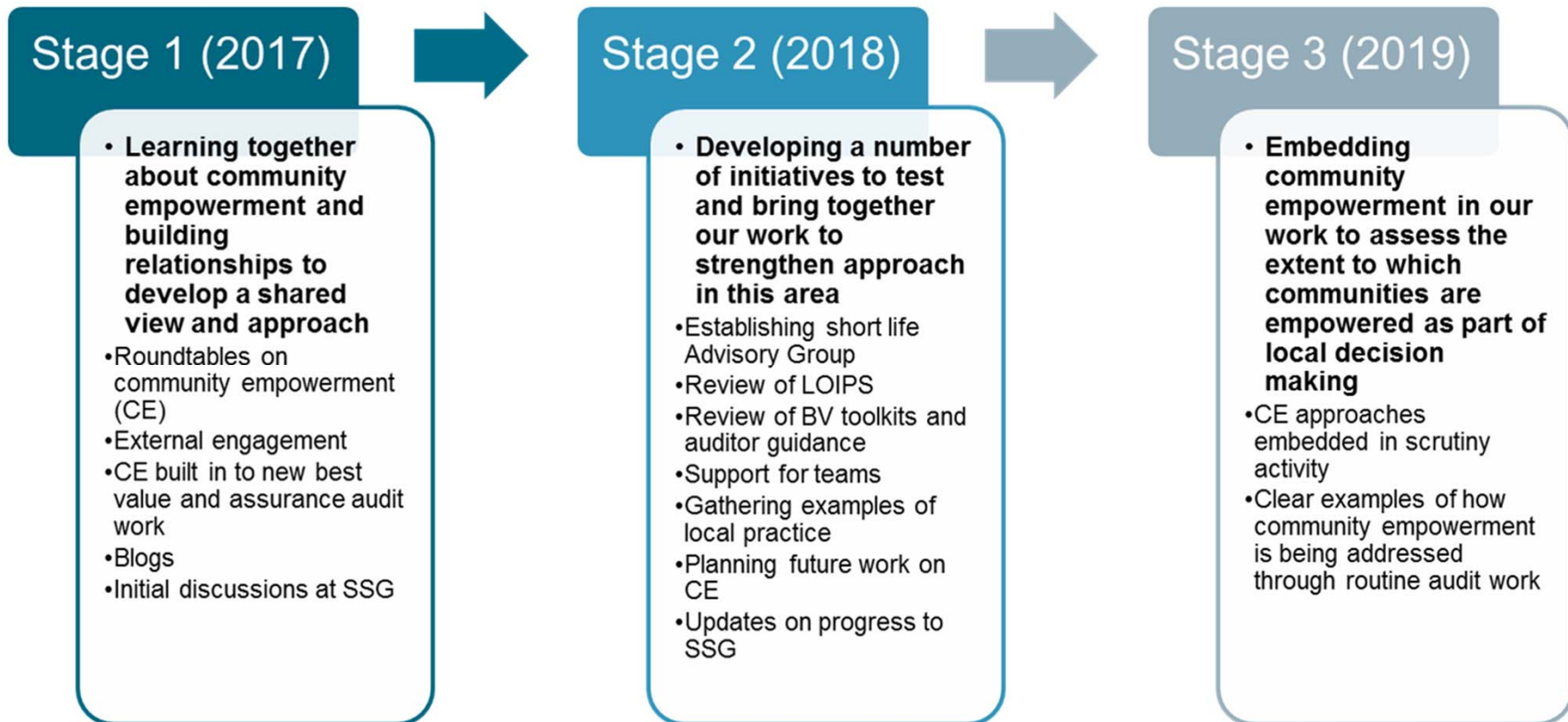
 AUDIT SCOTLAND



Community empowerment advisory group has reps from SSG plus:

Scottish Government, COSLA, Health Scotland
Inspiring Scotland, SURF, N Ayrshire Council,
Scottish Community Development Centre,
The Consultation Institute, Stratagem Int.,
Scottish Community Safety Network,
Scottish Council for Voluntary Organisations,
What Works Scotland, Scottish Health Council,
Forest Enterprise Scotland,
Improvement Service

Approach to Community empowerment (1)



Approach to Community engagement (2)

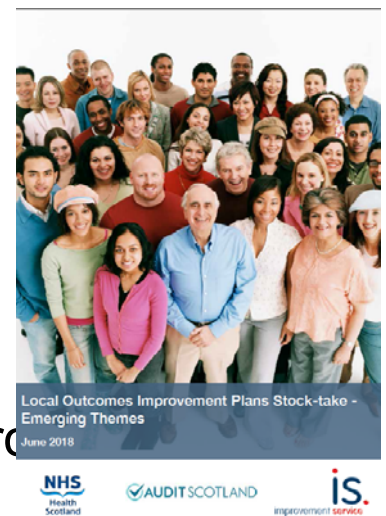
Review of Local Improvement Outcome Plans (LOIPs)

http://www.improvementservice.org.uk/documents/community_planning/loip-stocktake-emerging-findings-may2018.pdf

- Developed a template for evaluating LOIPs

Briefing paper for auditors carrying our Best Value audits:

- Background on CE, what it means for audit
- Prompts and case studies
 - Local people driving activity
 - Public bodies driving the activity
 - Potential methodology – documents, interviewees, focus groups, observation at meetings/ community events
 - Examples from previous reports
 - Tools public bodies may be using



Some examples from our audits

Local Government Overview 2018

- Good examples of CE, including how councils consult with, listen to and work with local people and communities, but still early days.
- Examples of PB – communities voting on how a £600k road repairs fund should be used, PB guides and evaluation toolkit to help councils.

Good examples of Community Empowerment/ Participatory Budgeting

- City of Glasgow Council BVAR, Aug 18 - Thriving Places - council's targeted approach to working with disadvantaged communities.
- East Ayrshire Council BVAR, May 18 - The council is fully committed to empowering its residents and includes people in planning services and spending public money.
- Other examples – Fife council, Inverclyde council, councils consulting with communities on CE/PB, £240K of Tackling Poverty Fund for PB.



Embedding our approach to CE/PB

Auditing outcomes

- Increased focus on linking spending to outcomes
- Updates to the National Performance Framework (NPF) with a focus on CE + addressing poverty and inequalities

Assessing how public bodies are addressing inequalities

- Working towards embedding this in our audits – public sector responsibilities under the Equalities Act.
- Community Empowerment Act has an ambition to reduce inequalities

Plan to produce a briefing on community empowerment in 2019.

Contact details

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Panel – Questions and Answers





Table Discussion

Opportunities of PB in NI and meeting the challenges of outcomes, accountability and evaluating engagement





Reflections from Kathleen, Simon and Jillian Supporting a way forward for PB in NI?



WHAT IS PARTICIPATORY BUDGETING

Participatory Budgeting can be described as "Local People deciding how to allocate part of a public budget."

FIND OUT MORE



JOIN THE PB NETWORK

www.participatorybudgetingworks.org

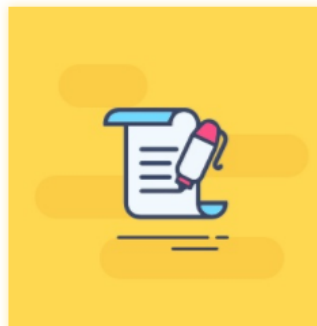
The PB Works Network is free and open to anyone who is interested in participatory budgeting.

Network members are invited to contribute their ideas, learning and enthusiasm to advancing PB across the region.

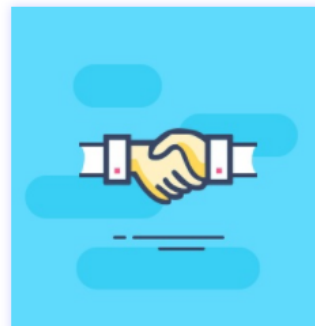
HOW TO GET INVOLVED



GO TO AN EVENT



JOIN THE NETWORK



SUPPORT OR RESOURCING

BECOME A MEMBER

Having trouble with the form? Contact louise@communityplaces.info

FIND OUT MORE RESOURCES

ALL

LINKS TO PB IN ACTION

VIDEOS

DOCUMENTS

PB SUPPORT WEBSITES

LINKS TO PB IN ACTION

HOLYWELL STEW



VIDEO

YOUR VOICE, YOUR CHOICE



DOCUMENT

PB CASE STUDY

The City of Edinburgh Council and the
Leith Partnership

PB SUPPORT WEBSITE

DUNDEE DECIDES



KATHLEEN GLAZIK
POLICY HUB - SCOTTISH GOVERNMENT

VIDEO

MAKING PEOPLE COUNT



DOCUMENT



VIDEO

TRIANGLE HOUSING
ASSOCIATION VOTE FOR FUN





Evaluation
Thank-you for participating





Roundtable - Policy and Practice

**What will it take to maintain momentum?
What are the main opportunities and barriers?**

