

The concept of introducing proactive budgeting in the municipality of Moskovskaya Zastava

Preamble

In accordance with the requirements of the Federal Law of October 6, 2003 No. 131-FZ "On the General Principles of Organization of Local Self-Government" and amendments to it dated July 20, 2020, as well as the methodological recommendations of the Ministry of Construction of the Russian Federation for the implementation of projects to create a comfortable urban environment, in the design and implementation of projects complex improvement and development of the municipal territory, it is recommended to create mechanisms to ensure public participation of various stakeholders in the project. Design with public participation can be carried out using mechanisms of proactive (participatory) budgeting

Proactive budgeting is a process of involving current and future users of landscaped territories, primarily residents of neighboring territories, as well as other stakeholders to jointly determine the goals, objectives and objects of development of the territory. Among them: representatives of local communities, activists, representatives of administrative structures, local business, investors, representatives of the expert community and other parties interested in the project.

Within the framework of this approach, stakeholders are involved in proposing and discussing ideas and details for the implementation of projects for transforming the municipal environment at various (ideally, as early as possible) stages - to identify problems and needs of people, joint decision-making, resolve conflicts and increase the efficiency of spending the municipal budget.

Goals, objectives and success of initiative budgeting projects in the municipality of Moskovskaya Zastava

The *objectives* of implementing projects for the development of municipal territories with the inclusion of proactive budgeting tools are:

- improving the quality and efficiency of the implementation of such projects,
- an increase in the quality of life subjectively felt by citizens, which, as modern research shows, is increasingly linked to self-realization and opportunities for residents to participate in decision-making processes and changes in their city environment,

Thus, projects of initiative budgeting are aimed not only at improving the quality of the material environment of the municipality. They are no less aimed at positive changes in the sphere of social and even psychological processes - from an increase in the intensity of communication to an increase in the level of subjective satisfaction of residents.

To achieve the above goals, it is important to move along the so-called. The "ladder of participation": moving away from the level of "informing" citizens about the plans of the administration or the development business, to the level of real complicity, i.e. cooperation between citizens, representatives in the municipal administration and business, starting from the earliest stages of work on projects for the development of urban areas.

Tasks that are designed to solve projects of initiative budgeting:

1. Definition of goals and objectives of the territory development by future users.
2. Identification of problems and needs of people who will become users of the implemented project.
3. Preventive study of possible conflicts and the search for their solutions.

4. Formation of identity: creating a sense of belonging of residents and other users - with the territory, which in the future will help the townspeople to identify themselves with the place / project and feel personal responsibility for it.

5. Increasing the popularity of the project among the townspeople.

6. Increasing the level of competence of the residents of the municipality in matters of improvement and development of the urban environment.

Qualitatively implemented or successful projects of initiative budgeting should be considered as follows:

- who are on the “ladder of participation” above the level of “consulting”, i.e. implemented in the format of "inclusion", "delegation", "partnership", allow residents to initiate ideas, include mechanisms that allow integrating their ideas into adopted and implemented decisions, and ideally - give residents the opportunity to control their implementation;

- in which at least two of the three goals formulated above are achieved,

- in which four or more of the six tasks of similar projects indicated above have been solved.

Toolkit for work within the framework of proactive budgeting

To date, in world and Russian practice, a whole set of tools has been developed that can be used in various combinations in projects of initiative budgeting.

All instruments can be conventionally divided into two types:

- online tools that allow you to reach a wider (but specific) audience on the Internet;

- offline tools that allow you to reach a not so wide number of participants, but on the other hand, it makes it possible, firstly, to target the required audiences, and secondly, allowing you to work in depth and in more detail with each of these audiences.

The combination of these two types of tools is a must, since it allows you to solve various tasks and subtasks within the framework of proactive budgeting.

Online tools

Online tools primarily have an informative function, but should not be limited to it. Some of the online tools from them (groups on social networks, online surveys) are also extremely important for collecting feedback from citizens at different stages of the project.

Survey / collection of citizens opinions

Collecting the opinion of citizens in the format of an online survey on the prospects for the development of a particular territory is especially important due to the fact that people living directly next to the projected territory and other citizens who use it may have different opinions - both should be taken into account.

This method is appropriate at the initial stages of work on a territory development project, which means that it should assume the presence of not only “closed”, but “open” questions on topics that are meaningful for the survey and the project - that is, the ability for respondents to add their own versions of the answers, and not just choose from the proposed list.

At the same time, it is important to observe the principle of collecting opinions from various groups of city residents - taking into account social or demographic characteristics that are significant for a specific project or specific territories (i.e., different gender, age, education, place of residence in the city, attitude to the territory, etc.).

Creation of moderated online groups in social networks

The creation and moderation of groups on social networks (Vkontakte or Facebook) is important for communication of interested citizens, informing about the progress of the project, posting news and visual materials from offline meetings.

They should also be used to collect feedback from those who were unable to attend offline meetings, but closely follow the progress of the project and have an opinion.

Social networks that provide an opportunity for interactive communication can also be used for publicly open discussion of the progress of the project - incl. with the participation of those who attended the meetings - in the intervals between offline events held with a certain regularity, and after them.

Online voting for project details

Online voting for specific proposed solutions can also be applied at the final stages of proactive budgeting - when, in the course of all applied (primarily offline) tools, stakeholders were able to reach a consensus on a number of proposed ideas and solutions, but there is still no agreement on about others, although the possible and acceptable options for the participants in the discussions are clear.

At this - the final - stage, it is possible to include mostly "closed" questions - that is, the final list of options between which online voting participants are asked to choose. In this situation, online voting, in which a wider audience will take part than was present at offline meetings, will make it possible to make a more popular decision - among those that have already been formulated by citizens at events preceding online voting.

Offline tools: meetings

Offline events are the main tools for implementing proactive budgeting projects.

Based on the methodological recommendations of the Ministry of Construction, it is recommended that the following activities be carried out within the framework of work on the development of the territory based on the technology of initiative budgeting.

Number of meetings (proactive budgeting sessions)

At least 4 offline meetings should be held to discuss the development project of the territory with local residents. 5-7 meetings seem to be optimal for a typical project for the development of an urban area in the format of improvement / creation of a public space.

This figure is due to a number of reasons:

- firstly, the fact that in the absence of the skill and experience of regular public discussions, citizens need at least 2-3 meetings in the same composition in order to move from formulating their own position to dialogue, discussion, agreements with those whose positions differ from their own;

- secondly, meetings should be held at different stages of the implementation of a project for the development of a specific urban area, and they should end with different results that are important for each of the stages;

- thirdly, effective work, as a rule, requires the use of various formats of meetings;

- fourthly, the stakeholders in the project of a typical public urban space, as a rule, are a large number of special groups, many of which are impossible or ineffective to gather at general meetings - which requires specialized events.

The combination of these factors dictates the need to conduct 4 or more offline events at the stage of proactive budgeting.

Typology of Initiative Budgeting Sessions

It is important to hold meetings at different stages of the implementation of the territory change project:

- a) Pre-design stage aimed at generating a request, developing a design assignment, formulating goals and objectives of a territory development project;
- b) Elaboration, discussion and approval of the Concept for the development of the territory;
- c) Development, discussion and approval of the Draft project for the development of the territory;
- d) Discussion and clarification of the details of the design and estimate documentation.

Within the framework of these (at least 4) meetings, at least the following discussion formats should be implemented:

- a) holding public consultations;
- b) organization of project seminars (in the framework of which the participants of the meeting work with maps, plans, schemes of spaces, making proposals and changes in them).

Additionally, it is possible and recommended (depending on the specific audiences with which to work) the use of such formats as:

- c) organization of design workshops (workshops);
- d) focus groups;
- e) business games;
- f) prototyping;
- g) drawing contests;
- h) going out to the terrain and assessing the state of the territory;
- i) and others that seem appropriate.

Topics of meetings (sessions of initiative budgeting)

Within the framework of these 4 meetings, touch on the following topics:

- a) Joint determination of goals and objectives for the development of the territory, inventory of problems and potentials of the environment;
- b) Participation of residents in the development of the project: discussion of solutions with architects, designers and other specialized specialists; namely:

- joint determination of the main types of activities, functional areas and their mutual location in the selected area;

- discussion and selection of the type of equipment, non-capital objects, small architectural forms, including the definition of their functional purpose, appropriate dimensions, style solutions, materials;
 - consultations:
 - by choice of types of coatings, taking into account the functional zoning of the territory;
 - by the proposed types of landscaping;
 - by the intended types of lighting and lighting equipment.
- c) Coordination of design solutions with other participants in the design process and future users, including local residents (adults and children), entrepreneurs, owners of neighboring territories and other stakeholders. In particular, it must be taken into account that:
- the draft design must be submitted for public discussion;
 - the procedure for approving a draft design should be carried out only after its public presentation (at an offline meeting, and, if possible, online on the administration website, in open groups of the Vkontakte social network) and collecting feedback and assessments from local residents and others stakeholders in the project (online and offline);
 - discussion of the draft design should last at least 5 working days from the date of its publication on electronic resources;
 - an offline meeting to discuss it should be held in the same period.

Typology of meeting participants (proactive budgeting sessions)

Ensure the presence at each of the 4 meetings of at least 2 representatives from at least 7 different types of groups of participants from the following list:

- a) Residents of adjacent territories, as they will be influenced by the reconstruction of public space;
- b) Owners and tenants of adjacent land plots and territories.
- c) Separate groups of users of the territory (cyclists, athletes, skiers, etc.);
- d) Schoolchildren studying in neighboring educational institutions;
- e) Representatives of the business community and local entrepreneurs;
- f) Representatives of local authorities (LSG);
- g) Representatives of public associations and organizations operating in the territory or located in the neighborhood;
- h) Representatives of professional and urban communities: ecologists, local historians, city advocates, architects, biologists, curators of creative and cultural projects, organizers of festivals, opinion leaders, city activists;
- i) Different age and social groups: children, adolescents, youth, mothers with small children, middle-aged people, the older generation and the elderly;
- j) People with disabilities;
- k) Other potential stakeholders;
- l) Representative of the Project developers (contractor).

Ensure that meetings are held in public and cultural spaces well known to people (recreation centers, schools, youth and cultural centers), located in a zone of good transport accessibility, located next to the design object.

Ensure the publication of information about the upcoming event (meeting) at least 1 calendar week before its holding on the website of the district administration, in the social network "Vkontakte" in a group associated with the area where the improvement project is being implemented, with a population of at least 100 people.

Publish on the website of the district administration, in the social network "Vkontakte" (in a group associated with the district where the improvement project is being implemented, numbering at least 100 people) information about the results of the meetings.

Including:

- a) based on the results of the pre-design stage, it is necessary to analyze the collected information and form on its basis a "Public assignment for design" - containing a program and design recommendations that reflect the needs of residents;
- b) the developed "Public Assignment" should be published in the public domain within 10 working days after the meeting and sent to all interested participants in the project seminars, posted on the social network "In ontakte" so that people can evaluate the result of their own participation, as well as to prepare to the next stages and formats of meetings;
- c) based on the results of project seminars and workshops, a Draft Draft or other visual and textual materials reflecting the results of the meeting should be posted on electronic resources and sent to the meeting participants in electronic form within 10 working days;
- d) The publication of the final version of the Improvement Project should be carried out on the official website of the district administration and on the Vkontakte social network (in a group associated with the district where the improvement project is being implemented, numbering at least 100 people) with this regard. so that interested citizens have at least 5 working days to comment on the Project - and these changes can be taken into account by the contractor without violating the terms of work according to the contract.

After each of the meetings, it is necessary to provide an opportunity to make proposals and wishes from citizens within at least 5 working days after and publish its results.

All public comments must be video and audio recordings. The video recording of the public comments must be published together with the report on the results of the public discussions within 10 working days after the public comments.

Organization and moderation of meetings (sessions of initiative budgeting)

Offline meetings should take place:

- in a convenient place for the participants in the city: preferably, not far from metro stations near the projected territory, or not far from transport hubs of ground transport, if we are talking about territories remote from the metro. It is important to publish in advance on the online platform, where the main communication of future meeting participants takes place, the address and screenshots of the map, with the designation of the meeting place;
- at a time convenient for the participants: as a rule, the participants of these meetings are working people; for this reason, weekday evenings after work, or mid-afternoon on

Saturday are the best times for most meetings. Offline meeting times may be subject to preliminary discussion online. For some specific groups, for example, parents of young children, the elderly, schoolchildren, evening time may not be optimal; for them it is necessary to select the time of meetings, focusing on their request;

- the meeting space itself should be informal (premises of state institutions, district administrations are not welcomed) and maximally conducive to free communication, exchange of opinions, free from restrictions imposed by the space and its atmosphere. Libraries are well suited for such meetings, especially the already "modernized" ones, Youth Houses or Neighborhood Meeting Spaces. It is good if the space is equipped with movable tables and chairs so that you can work in small groups, which is necessary for several typical formats of such meetings.

Moderation is very important for the effectiveness of the meetings held. It is important to consider the following:

- meetings within the framework of proactive budgeting should not be organized and conducted by employees of public authorities - both due to low confidence in the authorities at this stage of development of institutions for involving residents, and due to the low qualifications of employees of these bodies in the field of moderation of public events;
- in the role of organizers of such meetings, it is desirable to involve a "third party" - NGOs, public initiatives, universities and other organizations not affiliated with the IOGV - so as not to provoke an atmosphere of mistrust from the very beginning;
- all meetings must be moderated by professional and experienced people - 70% of the success of such meetings depends on moderation. In the role of moderators of meetings, it is advisable to invite representatives of the same organizations, preferably those who have the skills and experience in moderating public discussions with groups of 10-20 or more people. The number of moderators may vary, it is recommended to have at least 2 moderators at any meeting: this is important (a) to redistribute tasks in the process of work at each meeting, and (b) at least a minimum range of emotional and personal qualities - to build a comfortable working atmosphere with very different people from among the participants. When working with small groups, 1 moderator is required per group of 5-8 people (groups over 8 people are ineffective).

Participation of architects - designers

Prior to the meetings (sessions), design architects provide:

- boundaries of the design area (not necessarily approved by the CAA, but submitted to the CAA for approval);
- available urban planning documents and territorial planning documents related to design sites: extracts from the PZZ, topographic data (if any), extracts from the RGIS layers (including: security zones, networks and communications, boundaries of territories and objects not owned by the treasury of St. Petersburg (property, lease)).

At the sessions, the presence and active participation of architects-designers is required for:

- answers to questions from residents about the technical characteristics and restrictions related to the design site;
- visualization of the results of each of the sessions directly on the map / plan of the design area;

- taking into account the results of the discussion at the sessions in the Concept and / or the project of the improvement of the design territory;
- coordination of the details of the Concept with future (own) design ideas.

Results of meetings (sessions of initiative budgeting)

The results and reporting materials of each individual meeting depend on (a) the goals and objectives set in it, (b) the format of this meeting. The results of all meetings also depend on the purpose for which they were held.

In the case of work at the pre-project stage - on the creation of the Concept - the typical results of the work will be:

- Report on the sessions held, with an explanation:
 - / Organizational part:
 - // setting goals for a series of meetings held;
 - // numbers, dates and topics of each meeting;
 - // list of participants for each meeting;
 - // a short protocol (with an explanation of the formats and topics of discussion)
 - // summary of the content and results of each of the meetings;
 - // visual materials from each meeting (maps, pictures, etc.);
 - // photo fixation of what is happening at the meeting (2-5 photos illustrating the work within the meeting).
 - / Content part:
 - // A meaningful analytical report with conclusions based on the results of all past meetings - with a focus on goals and objectives;
 - // Concept for the development of the territory - including both the results of the meetings held and the results of other types of work (for example, pre-project research);
 - // Visual materials visualizing the Concept and / or important conclusions of past meetings (with an orientation towards their goal-setting).

In the case of work at the design stage - on the creation of a Draft Design - the typical results of the work will be:

- Report on the sessions held, with an explanation:
 - / Organizational part:
 - // setting goals for a series of meetings held;
 - // numbers, dates and topics of each meeting;
 - // list of participants for each meeting;
 - // a short protocol (with an explanation of the formats and topics of discussion)
 - // summary of the content and results of each of the meetings;
 - // visual materials from each meeting (maps, pictures, etc.);

// photo fixation of what is happening at the meeting (2-5 photos illustrating the work within the meeting).

/ Substantive part: Draft design, consisting of

// a text part explaining the main decisions reached at the meetings;

// visual part, visualizing the main solutions achieved, concerning both the organization of the territory as a whole, and its individual elements, up to MAFs, types of coverage, etc.

Online support of meetings (sessions of initiative budgeting)

Materials of work within the framework of initiative budgeting must be published online - on the platform where the project is informed and discussed (on social networks and / or on the project website). This is important in order to:

- a) make the process as transparent as possible,
- b) provide access to meeting materials, including for those who could not take part in them,
- c) initiate a public discussion of the materials and results of meetings with an audience wider than the one that was able to take part in offline meetings.

The publication of materials online should occur regularly - no later than 3 working days after each of the meetings.

The final materials should appear there no later than 1 month later. after the end of work (meetings / sessions); further materials can be replenished.

Materials that need to be published online include:

- no later than 3 working days after the last meeting:

/ minutes and summaries of past meetings

/ photo fixation from meetings;

- in tech. 1 week after the meeting (taking into account the need to process visual materials):

/ visual and other working materials from meetings;

- within 1 month after the end of work (meetings / sessions):

/ final report of the sessions held:

/ Territory development concept (in the first version);

/ Draft project (in the first version).

- later - as revised:

/ other versions of the Concept or Draft Design, which included the considered comments of the meeting participants and the results of online discussions of posted documents.

Implementation of the concept

№	Stage content	Terms of execution	The order of actions for the implementation of the stage
1	Informing citizens Publication of information on the possibility of residents to take part in the proposal of initiatives to improve the quality of life (improvement of territories?) In the municipality, their discussion and prioritization of implementation	November 2020	<ul style="list-style-type: none"> - creating a platform for discussion (VK community) - inventory of existing information resources (newspapers, social networks, messengers, opinion leaders and other channels) - selection of the project team - selection of a location for holding meetings of the budget commission - elaboration of a mechanism for collecting initiatives - installation of boxes for collecting initiatives according to the targeted program - launch of the project - the first wave of publications about the project and the beginning of the collection of initiatives - offline informing residents about the project
2	Collection of initiatives Collection, registration, primary selection, analysis and grouping of submitted initiatives.	December 2020	<ul style="list-style-type: none"> - holding a press conference or round table dedicated to the launch of the project - acceptance and categorization of applications - organization of a meeting with an information security consultant, presentation of the project - summing up the interim results on the collection of initiatives - presentation of the commission members - seminar on urban studies
3	Discussion and prioritization Enlarged (generalized) initiatives are brought up for general discussion	January 2021	<ul style="list-style-type: none"> - lecture on budget and empowerment - holding meetings to discuss initiatives - lecture on participation and modern urban environment - meeting on working with initiatives - presentation of selected initiatives - preparation of applications of initiatives for examination
4	Processing of discussion results Formation of a short list of initiatives for voting	February - March 2021	<ul style="list-style-type: none"> - formation of an expert commission - examination of initiatives (the possibility of implementation according to the budget, powers and expediency) - organizing meeting with members of the commission on presentation, examination and voting
5	Rating voting Selection of one or more initiatives for implementation	April 2021	<ul style="list-style-type: none"> - meeting with members of the expert commission - group work on initiatives - presentation of positive assessments on initiatives - formation of a list of initiatives for the final vote - voting for the choice of initiatives for implementation
6	Implementation of initiatives Implementation, monitoring and evaluation of the results obtained	May - December 2021	<ul style="list-style-type: none"> - drawing up roadmaps for implementation - coverage of all stages of implementation - preparation of terms of reference for implementation - conducting public procurement procedures - coverage in the media and social networks of information about the organizers of the project

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