

**Developed by
Elections and Civil Society Division**

within the framework of the project "Promoting civil participation in democratic decision-making in Ukraine"

School PB

TOOLKIT



Civil Participation Be the Change

The Council of Europe Project
Promoting Civil Participation in Democratic Decision-Making in Ukraine

COUNCIL OF EUROPE



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Developed by
Elections and Civil Society Division

within the framework of the project "Promoting civil participation
in democratic decision-making in Ukraine"

School participatory budgeting

Toolkit for public authorities on implementation

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Dear friends!

Civil participation in decision-making is one of the democratic principles common to all member states of the Council of Europe. The Council of Europe recognizes in its documents and recommendations the role of children and young people in the sustainable development of local communities, and encourages public authorities to develop and implement participatory mechanisms that will enable citizens to influence decision-making, in particular through the Participatory Budgeting.

School participatory budgeting is a powerful and innovative tool for civil participation that is being actively implemented around the world to involve young people in decision-making. After all, only an active civil understanding, laid down from an early age, can be the foundation for building a democratic, prosperous and developed society, when the citizen is at the centre of all processes.

In order to study and implement innovative approaches to civil participation, the Elections and Civil Society Division, within the framework of the Council of Europe project "Promoting Civil Participation in Democratic Decision-Making in Ukraine", launched the CivicLab Civil Participation Laboratory - a platform for expertise, consultation and dialogue aimed at promoting the implementation of modern approaches to civil participation that can be adapted to local needs in the context of Ukrainian communities.

In collaboration with many stakeholders, government, civil society, experts and young people, the Elections and Civil Society Division has developed this unique Toolkit on School participatory budgeting with which you will learn about Council of Europe standards and European best practices for youth participation in decision-making processes and receive recommendations on teaching students the basics of civil participation.

With the help of these step-by-step and detailed methodological recommendations, you will be able to choose the best model of School participatory budgeting for your community; also to develop your own Regulations on School participatory budgeting, which will be based on sound international and Ukrainian practices.

The Democratic Governance Division is ready to assist communities to implement school participatory budgeting and to provide a program to raise awareness and strengthen the capacity of all stakeholders, including children, to implement and use this tool of civil participation.

Daniel Popescu

Head of the Council of Europe Democratic Governance Division

SCHOOL PARTICIPATORY BUDGETING
Toolkit for implementation

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1. THE COUNCIL OF EUROPE STANDARDS AND CIVIL PARTICIPATION

Civil participation in the decision-making process is one of the democratic principles shared by member states of the Council of Europe. Civil participation is a key element of open and good governance, as it allows the voice of every woman and man from various social groups not only to be heard, but also to be taken into account. Citizens who have a say in debates on important issues and decisions as well as during their implementation, are more likely to accept them and to trust elected representatives of local authorities and institutions.

The Council of Europe civil participation standards¹ enshrine the right of each and every citizen, non-governmental organization and civil society at large to participate in and influence the decision-making process, and the member states of the Council of Europe, including Ukraine, have committed themselves to ensure the real impact of public participation in the decision-making process through the implementation of Council of Europe standards.

Among the most important issues of concern in modern democracies is the distancing of citizens from political processes and the decrease of trust in democratic institutions. The loss of trust and distancing of citizens provoke the crisis of democracy.

The experience of authorities in many countries demonstrates that participatory democracy (mechanisms which, alongside elections, ensure the real influence of citizens on decision-making) can help to resolve this crisis by the close cooperation of authorities and communities in the process of developing and implementing sustainable, inclusive policies, which will lead to high-quality social services with due regard to the special interests and needs of women, men, girls and boys from various social groups, youth, the elderly, people with disabilities and minorities.

School Participatory Budgeting is the powerful, innovative civil participation tool that is being proactively implemented across the world to involve schoolchildren and students in the decision-making process, and also as a way of encouraging and developing their active civil participation and connection with their communities. Self-governing authorities increasingly acknowledge the potential of children and young people to contribute to the sustainable development of communities, civil activity and democracy as a whole.

The Council of Europe recommendations recognise the potential that children and young people represent for the sustainable development of local communities, emphasise the role they can play and encourage public authorities to develop and introduce participatory mechanisms that allow citizens to influence decision-making, *inter alia*, through such tool as participatory budgeting which is a good example of co-decision making, ensuring the highest level of citizens' participation. Moreover, the Council of Europe recommends developing the school as an important common arena for democratic learning and young people's participation in decision-making and promoting the development of mechanisms of participation in decision-making at the municipal level, as

¹ Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority

https://zakon.rada.gov.ua/laws/show/994_946

Recommendation CM/Rec(2018)4 of the Committee of Ministers to member States on the participation of citizens in local public life (Adopted by the Committee of Ministers on 21 March 2018 at the 1311th meeting of the Ministers' Deputies)

<https://rm.coe.int/recommendation-cmrec-2018-4-participation-of-citizens-ukr/168097ed39>

Guidelines for civil participation in political decision making (Adopted by the Committee of Ministers on 27 September 2017 at the 1295th meeting of the Ministers' Deputies)

<https://rm.coe.int/guidelines-on-civil-society-council-of-europe-ukr-pdf/168097ed3d>

Code of Good Practice for Civil Participation in the Decision-Making Process (adopted by the Conference of NGOs on 30 October 2019)

<https://rm.coe.int/code-of-good-practice-civil-participation-revised-301019-en/168098b0e2>

Revised European Charter on the Participation of Young People in Local and Regional Life

<https://rm.coe.int/have-your-say-manual-ukr/1680789a84>

genuinely useful means of education in local citizenship, in addition to opportunities for dialogue with the youngest members of society.

The standards set out in the documents of the Council of Europe promote and enshrine the main principles of the civil participation of children and youth in decision-making, entrusting, in particular, the authorities with the following obligations:

- to ensure that all children and youth could exercise their rights to be heard, be taken seriously and participate in decision-making on all matters of their concern, with appropriate weight given to their ideas in accordance with their age and maturity;
- to acknowledge the potential of children and youth in terms of the sustainable development of local communities and emphasise the role they can play;
- to develop the school as an important civil area for the participation of schoolchildren and students in democratic models of governance;
- to promote, at the municipal level, initiatives and mechanisms that are genuinely useful means of education in local citizenship, in addition to opportunities for dialogue with the youngest members of society;
- to encourage local self-governing authorities to innovation and experimentation in their efforts to communicate with citizens and engage them as closely as possible in decision-making;
- to ensure human rights, cultural diversity and social cohesion; that the interests of each social group of girls and boys is taken into account, and that they enjoy the right to participate fully in the development, discussion and adoption of decisions, and also their monitoring;
- to guarantee non-discrimination and inclusiveness so that all less privileged and more vulnerable girls and boys might be heard and their opinions be taken into account.

The democratic model of public governance provides for the proactive participation of women and men, girls and boys of different target groups and all stakeholders in decision-making. It requires legal mechanisms and procedures that, on the one hand, allow citizens to influence decision-making and, on the other hand, make the effective adoption of decisions possible.

If civil participation tools are used rarely, and the results of their application are not taken into account by local public authorities, it may lead to conflicts between territorial communities and municipalities, and diminish their mutual trust. Local councils often develop complicated and rigid methods or procedures, demotivating citizens and deterring them from proactive participation in decision-making. Such communities experience on the one hand, inefficient management, illegitimate decisions which are not complied with, a general plunge in confidence in key public institutions and, on the other hand, exacerbation of social conflicts and situations where street protests remain the only tool for dialogue between community members.

While establishing rules and procedures for civil participation mechanisms, in particular School Participatory Budgeting, one should base them on the following key standards of efficient civil participation mechanisms:

- **A clear procedure.** Rights and obligations should be unambiguously defined and explicitly written out.
- **Simplicity.** The procedure should include the fewest possible number of elements absolutely necessary for organisational purposes.
- **Ease** of procedures for participating citizens is one of the key preconditions for its success.
- **Sufficient time.** The tools should be applied within a reasonable time frame, sufficient on the one hand, for territorial community residents to fully participate; nor too protracted on the other hand, to prevent discussions from becoming obsolete.
- **Public nature.** Providing information to citizens at all stages of decision-making and implementation of participation mechanisms.
- **Openness.** Participation mechanisms should guarantee real impact on decision-making by local self-governing authorities and their officials.

- **Adequate resources.** Adequate human, technical and financial resources should be provided to implement participation mechanisms.
- **Accountability.** Authorities and officials empowered to manage the application of these mechanisms should first report on the tools used and on how citizens' proposals are being taken into account, as well as on reasons for failing to do so; and, second, develop and publish information so that it may be subject to internal and external monitoring and audit.
- **Responsibility.** Precise mechanisms for control of appropriate compliance with procedures should be established.

2. GENERAL RECOMMENDATIONS ON KEY PROVISIONS

PRINCIPLES OF SCHOOL PARTICIPATORY BUDGETING

School Participatory Budgeting should provide and guarantee:

- equal rights and opportunities for girls and boys, children with disabilities and from different social groups, parents, guardians, teachers and administrative staff;
- engagement of schoolchildren and students in training, as well as in developing, improving and adopting decisions;
- respect towards children's opinions;
- children's rights in the digital environment;
- absence of discrimination on the grounds of age, gender and social status;
- accessibility of resources for children;
- participation of students in decision-making relevant to them, in particular, in developing School PB rules. Interactive sessions with children are recommended at the earliest stage of Regulatory development to enable them to define key rules and procedures related to School Participatory Budgeting.

The introduction of School Participatory Budgeting should:

- take into account local circumstances, needs and context, drawing upon the standards of the Council of Europe and best European and Ukrainian practices of School PB;
- take into account the existing legislative and regulatory framework, strategic documents and policies; in particular, charters of territorial communities, regulations on civil participation tools, municipal youth policies, regional and national programmes and strategic documents;
- provide the main rules and procedures common to all community schools participating in School PB;
- pay special attention to ensuring the participation of children with disabilities, from other vulnerable target groups; and take account of the needs of children learning distantly;
- provide for a pilot period and introductory arrangements (at least two years, with between four and ten schools participating);
- provide for training programmes and seminars on civil participation and School PB implementation at the beginning of the School PB cycle and the system of certification of School PB trainers and facilitators (possibly, teachers, city council personnel, members of CSOs);
- provide for an opportunity to insert all quantitative indicators and deadlines in the Parameters section of the School PB Regulation. It will allow the document to remain simple, clear and unified, and if a need for amendments arises, then only the Parameters section would be amended, not the whole Regulation;
- provide for the development and application of Guideline principles and methodological recommendations by all participants in the process; drafting clear-cut guideline principles / methodological recommendations for all process participants as a stand-alone annexe to the regulation is recommended.

3. INTERNATIONAL AND UKRAINIAN PRACTICES

OVERVIEW OF INTERNATIONAL PRACTICES

School Participatory Budgeting has been emerging in schools across the world as a powerful way for young people to become involved in the decisions that affect them, but also a way for active citizenship and civil participation in their communities². School PB develops student leadership, supports student and school success, elevates student and parent voices, and involves the entire school in meaningful civic experiences³, building healthy relationships and partnerships among students, teachers, administration staff and parents, involving the

² Participatory Budgeting for Schools – <https://pbscotland.scot/pb-in-schools>

³ PB in Schools – <https://www.participatorybudgeting.org/pb-in-schools/>

entire school community; these are just some of the valuable outcomes of School participatory budgeting implementation⁴.

This part is a compilation of practices of School PB with the aim of providing useful information, lessons learned and models for municipalities across the Council of Europe member States, with a view to support setting up frameworks for School PB. In addition, drawing on best practices and CoE standards, this paper offers guidelines and template models for School PB that could be customised and implemented across CoE member states.

Cascais, Portugal

The city of Cascais in Portugal is an example of good practice in implementing School participatory budgeting. In Cascais, a Youth PB initiative has been implemented since 2016 to develop the understanding of participatory democracy among teachers and students; promote the personal and social development of students within the framework of education for citizenship; promote greater involvement by teachers and students in the school's culture and relationship with the community; develop relational management, decision-making and motivational skills of students with practical simulations; and offer the opportunity to identify common values among young people.

During the first pilot year of School PB in Cascais, four schools were selected from four parishes. One of the criteria was the following: the school had already to be the subject of previous projects within general Participatory Budgeting. Cascais Youth PB illustrates one of the best practice models of involving young people in decision-making “nothing about children without children” – young students were involved from the earliest stage of introducing Youth PB, namely in creating Youth PB rules. An inter-school group composed of 20 students (representatives of 7th grade classes from all four schools) elaborated the main rules that were considered in developing and adopting Cascais City Council regulation on Youth PB.

The pilot City Council regulations prescribed that **an inter-school group**, consisting of 7th grade students, including those who participated in the creation of the rules, shall determine the implementation process methodology, including collection and selection of proposals and voting system (ballot boxes and voting booths are placed in schools), ensuring that all school students are able to vote. In addition, the City Council regulation established two teams responsible for the implementation process. The “**OP Jovem school team**”, consisting of 7th grade students, was responsible for the overall implementation of the PB process in the school, including promotion and monitoring, and ensuring broad participation by all students.

The **OP Jovem Technical team** is an inter-sectoral City Council group of specialists from different technical areas and departments – citizenship and participation, communication, education, and youth. This team was responsible for ensuring the implementation of the participatory process, monitoring the process with the entire school community and evaluating it in all its phases. The **OP Jovem** is a special municipal service, which is responsible for coordination of School PB within the scope of the Citizenship and Participation Division of Cascais. A **Technical analysis group** composed of teachers, pupils and specialists from the Cascais City Council is responsible for technical analysis and validation of proposals.

In general, the Youth PB rules set out the following eligibility criteria: a) linked to schools; b) are sufficiently specific and limited to the school territory; c) do not exceed the budget of 10,000 euros; d) in terms of execution, do not extend beyond the current calendar year; e) are not incompatible with other school and municipal projects and plans already underway; f) are not incompatible with school rules or regulations in force, namely the internal rules of each school and the school's statutes.

⁴ Manual for non-formal education in students' project development (school participatory budget) – https://soen.sk/wp-content/uploads/2018/11/PlaNET-SOEN-2.0_IO1_final.pdf

The Youth PB cycle includes three stages: i) preparation, September-December (team and capacity-building); ii) decision cycle, January-March (participatory sessions at schools, technical analysis of proposals, voting, announcement of results); iii) implementation cycle, April-December. Among the most common proposals to stand out are: the improvement of facilities, such as bathrooms and baths; the purchase of e-tablets as substitutes for books; the acquisition of more and better lockers; as well as a general improvement of classroom conditions, such as temperature control, chairs and tables, or the diversity of materials used to make it possible to stimulate the classroom environment

In 2016/2017, the regulation set the threshold of 2,500 EUR for the project proposals (one winning project per school). In the following year, 2017/2018, the project budget limit remained at 2,500 EUR per school, however, the Youth PB was extended to 14 schools. In 2018/2019, the threshold was increased to **10,000 EUR** and **15 schools participated** in Youth PB. Only pupils can vote on school projects. In 2019/2020, Youth PB engaged 15 schools, 15 separate classes - school groups of Youth PB (382 students), 14,372 students and involved 28 teachers. Within the framework of Youth PB in 2019/2020, 2,706 pupils participated in 35 participatory sessions that were organised to challenge students and encourage them to identify problems and formulate ideas for projects. The aim of the participatory sessions is to promote the participation of all students and encourage debate and project proposals, information-sharing and the collective definition of priorities. These sessions are open to all students at the school. Participatory sessions are coordinated by the OP Jovem group with the support from the Cascais City Hall (Citizenship Division).

Apart from proposing school-related projects, the Youth PB mechanism provides an opportunity for students to develop and propose community level projects up to 300,000 EUR. In this case, project proposals go directly to Cascais PB technical analysis stage and all Cascais citizens can vote on the projects.

Lessons learned from the pilot implementation year were the following: longer initial teacher training and awareness-raising for teachers and class directors in each school was needed. It was suggested that a 'separate day' for coordination should be held with the entire OP Youth team and the different school groups.

Polish practices

School Participatory Budgeting has been actively implemented in Poland, starting in 2017. So far, more than 50 schools have introduced School PB across a range of municipalities. Very often School PB is part of the general PB process, that is very advanced in the cities that, in turn creates a favorable environment for the growing popularity of School PB across Poland. In most of the cities the management of School PB projects lies completely within the responsibility of school management that decides on the process, format, budget and the rules for project selection.

The practices of implementing School PB in Gdansk, Warsaw, Krakow and Poznan cities are further analysed and explored in this part of the paper. When analysing similar trends and features of various School PB models in Poland, they can be grouped into two models.

The first model is characterised by greater autonomy for schools. In particular, schools themselves develop regulations for School PB, define the rules and deadlines for the projects, as well as the forms, which are going to be used during the competition. Warsaw, Poznan, and Krakow can be allocated to this first model.

The second model represents School PB models with the greater role and involvement of city councils. For example, the Vice-President of Gdansk City, responsible for education and youth, is involved in the School PB process in that region.

Warsaw and Gdansk

Since 2017 schools in Warsaw, and since 2018, schools in Gdansk enjoy autonomy in relation to School PB. Special guidelines "[Szkolny Budżet Partycypacyjny: wskazówki dla początkujących](#)" were developed with financial support from Warsaw City Council under the project "[Young Warsaw. Cool city for youngsters 2016-2020.](#)" It is important to note that the rules are simple and written in a way that pupils understand.

The SPB-related forms (e.g. the project application form) are user-friendly, only requiring a brief description of the purpose of an idea, the target audience, and estimated cost. Before launching School PB, the school management develops and adopts [regulations](#), rules, application form, a template for the voting list and further project reporting i.e. the package of documents necessary to conduct the contest. School PB projects may be submitted by pupils, their parents or guardians; or if they are submitting an idea together, teachers, school management and other school staff. Projects can be submitted individually or in groups. The subject of a project implemented under participatory budgeting is unlimited. The only requirement for the project during the pre-evaluation process is its applicability and cost-effectiveness.

The information campaign is conducted two months before final voting. Applications are submitted within five working days in electronic and paper forms. During the next two days the Commission, which consists of representatives of the school administration, teachers, and members of the parents' council, shall decide on the selection of eligible projects and announce the list.

During this verification stage, projects will be examined as to whether their implementation is possible. If the project contains any mistakes, the pupil will be able to update the application within two days of receiving a message from the Commission. It is important that project applicants who do not meet the defined requirements have the opportunity to improve their projects or, in case of rejection, to learn the reasons for such a decision. During the next week, projects are promoted by their authors and team.

The voting takes place within one day by electronic and paper means. The results are announced the same day and project implementation is carried out within two weeks. The average budget amount dedicated to one School PB project in Warsaw is equal to 1000 - 3000 PLN, in Gdansk around 2000 PLN.

The process of implementation of School PB projects takes place within a certain time-frame. The exact timetable should be included in the regulation. The variables to consider when building it are the following: the financial year of the school and, if possible, rapid implementation of winning projects, which provides the effect of visible success of School PB. It is important to ensure that the information about budget implementation is disseminated to the entire school community.

Projects can be outsourced (a professional company can be hired to implement the project – for example, an event management company organizes a summer camp for pupils) or implemented by pupils themselves.

Krakow, Poland

In Krakow, School PB is part of the city PB – this is defined in the municipal [Resolution](#), which means that the requirements of financial reporting that are obligatory for the city PB, are applied to those School PB projects that are financed from the city PB. The decision to launch and implement School PB is taken at the level of the President of the city and lies within the area of responsibility of his or her Deputy responsible for education, youth and sports. Any citizen of the city can vote only for one project (by casting the vote electronically or by completing the ballot). For ballot paper voting, the school organizes a polling station with the list of projects, and the rules for voting. A special commission counts the votes. It comprises the deputy president of the city, representatives of the city youth council and representatives of the school. The Commission shall approve the record of the vote counting which shall be published accordingly.

The members of the Commission do not have the right to vote. If the budget of the selected project exceeds the threshold, it can only be implemented partially. If it is not possible to implement it partially, the current project can be rejected and the next project, which has the most votes, will receive funding. The winning projects are implemented during the academic year.

Poznan

Compared to the Polish cases mentioned above, Poznan School PB is more digitalised - the projects are submitted by completing the application form through the website: www.konsultacje.metropoliapoznan.pl. The project proposals may be submitted by pupils themselves and teams with parents or mentors included. One pupil or one team can submit only one project.

The Reviewing Committee consisting of, among others, the Head of School and the Deputy Principal, with seven teachers, is tasked to review projects and provide opinions within a specific time-frame. The decision is made by approving a list of projects then eligible for voting. This list is also published on the website www.konsultacje.metropoliapoznan.pl and will be displayed on the school bulletin board. Projects can concern and benefit the whole city or school community, have an investment character and be completed by the end of the calendar year.

The voting takes place within one month of the projects being published. Each citizen of the city can vote only for one School PB project. The project proposals may be submitted by pupils themselves and teams with parents or mentors included. One pupil or one team can submit only one project. Voting is based on the principles of confidentiality and impartiality. Members of the Steering Committee created to count the vote, are not themselves allowed to vote. In a case of equal number of votes for two or more projects, the winning project or projects will be selected by tombola. The voting results are also announced on the website www.konsultacje.metropoliapoznan.pl and on the school bulletin board. The maximum budget per project is 1000 PLN.

In Poznan the local network "Dzialamy!" ("We act") is created with the financial support of the National Institute of Freedom. This is a network of 22 regional cities that combined their efforts to promote School PB in their region. The network organizes training for teachers, parents and pupils on how to design a project and apply during the contest; recommendations and tutorials are also published through the network.

Paris, France

Since 2014 [Paris Participatory Budgeting](#) has enabled Parisians to deploy 5% of the city's investment budget, or nearly 100 million euros per year. All Parisians, regardless of age or nationality, can take part in participatory budgeting. The School PB is a composite part of general PB and was introduced in 2016 both for elementary and general schools. In 2019, 91% of Parisian schools and 96% of Parisian colleges participated in School PB (School PB is based on voluntary participation of schools in the process).

[The Charter of School Participatory Budgeting for Schools](#) (elementary and colleges) set out the main rules for School PB and determines four thematic areas for school improvement: i) a school of experimentation, ii) a school 2.0, iii) a sports school and iv) a pleasant school. Within each area of improvement, a series of concrete and innovative projects are offered for choice by children. After debates with children, only one thematic area for improvement is selected in each school. During the voting stage students vote for the one they prefer from the list of proposed projects (from the selected menu/catalogue⁵). The projects are related to equipment likely to bring an improvement to the functioning of the school, teaching, or quality of life in school. The voting procedures are left to the discretion of the school. It can be a class vote or a student vote.

⁵ The catalogues for colleges and schools for 2019 are available here:
https://budgetparticipatif.paris.fr/bp/jsp/site/Portal.jsp?document_id=6752&portlet_id=165

Although the same rules and mechanisms are applied both for elementary and high schools, there are two different features. First, the city administration offers a different project “menu” under each thematic area (in accordance with the age of children). Second, the project budgets vary (for example, in 2019 the budget of the “school 2.0” project for elementary schools was 12,000 EUR and for high schools, 20,000 EUR). Only one project can win in each school.

The process of School PB in Paris starts from mobilizing the schools, as participation in School PB is voluntary for each school. In this process, the main role is attributed to the Paris Academy which aggregates schools and universities geographically corresponding to Paris. The academic services grouped together under the umbrella of the Paris Academy meet the entire demand for training and education, from kindergarten to university. The role of the body is mobilization of schools to participate in School PB and communication of information to schools about the beginning of the process.

The project that receives the most votes is sent to the Paris city administration (la Ville de Paris) at the address dasco-bpcolleges@paris.fr for verification, validation and further implementation. The documentation “my participatory budgeting” shall include information that explains the process which led to the choice of the project, including the educational dimension around the project, and the modalities of organization of the debates in school, the voting process, including pictures, videos, etc. in order to validate that the entire establishment was involved and that the choice of project is obviously the fruit of participatory work with school children.

During the pilot implementation year, schools submitted lists of the top three ranked projects (students also used to have three votes) for consideration and examination by the city committee, comprising relevant departments, the rectorate, and representatives of the boards of directors. Considering the budgetary and technical constraints of each educational establishment, the commission holds the right to select projects ranked 2nd or 3rd.

The Paris administration provides equipment subsidies to schools for implementation of the projects. The city administration also assists in the choice of solutions, and providers who will be selected to implement the projects.

Eitminiskės Kalveliai “Aušra” gymnasiums, Lithuania

In 2019, Transparency International Lithuania supported piloting School PB in two Vilnius district schools. The process of School PB is regulated in accordance with [The Concept of Lithuanian National Youth Policy](#)⁶, as well as Article 4 of the Law on Youth Policy Framework of the Republic of Lithuania. For two months in 2019, students from Eitminiskės gymnasium and Kalveliai “Aušra” gymnasium discussed the needs of their school communities, learned how to make financial decisions in schools, towns, and the European Union, and decided how best to spend 1,000 and 1,500 euro of their school budgets, respectively.

The Eitminiskės gymnasium had 60 students involved in School PB, with the amount of School PB 1,000 euros per project. Seven projects were proposed by the students. The winning project was the “Outdoor study space”. The second Kalveliai “Aušra” gymnasium had 80 students involved in School PB. The amount of SPB was 1,500 euros and three projects were proposed. The winning project was “We are for sports”, which concerned sporting equipment for the school.

Steps for School PB organisation and implementation:

1. Transparency International Lithuania together with the school administration agreed on the process of participatory budgeting, what part of the school’s budget can be used for the PB initiative, the limit of time

⁶ Youth policies in Lithuania. – <https://eacea.ec.europa.eu/national-policies/sites/youthwiki/files/gdllithuania.pdf>

that would be devoted to the implementation of the participatory budgeting initiative, and guidelines for ideas that could be implemented at the school.

2. It is proposed to establish a Consultation Group by selecting 3-5 teachers and / or representatives of the school administration who could advise students wishing to submit ideas for voting.
3. Transparency International Lithuania presented the initiative to the school community.
4. Students proposed ideas about what they would like to have in their school, detailed their ideas and estimated the costs needed for implementation.
5. Students were able to consult with the school administration and teachers (Consultation Groups) and improve their ideas. Students exhibited their ideas in the public space of the school, presented their finalised ideas to the rest of the school community ,and asked each other questions about implementation.
6. Students, teachers and the school administration voted.

The Cremona-Zappa Institute, Italy

Centro Studi per la Democrazia Partecipativa, a participatory democracy association in Milan, applied for the EU Open Call to carry out an online project "Participatory Budgeting" involving local youth. This project was implemented in agreement with the Cremona-Zappa Institute, a high school comprising technical and scientific specialists.

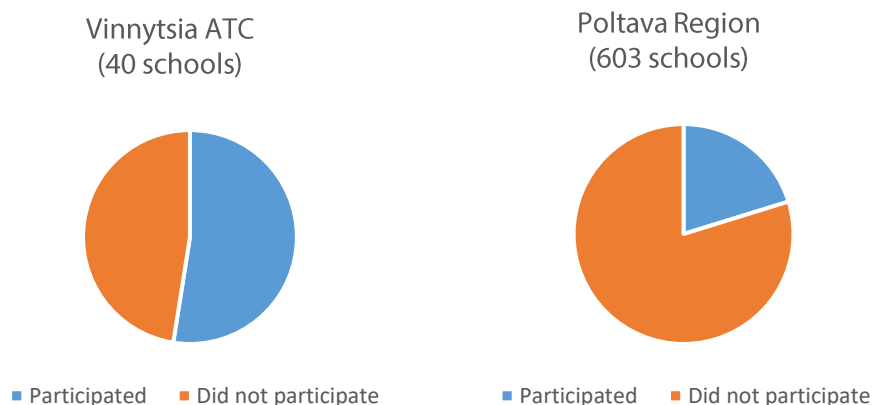
First, a set of rules and the phases of the project were outlined. This entailed, among others, the presence of moderators for discussion (the student representatives), the possibility of proposing projects in groups of three students, and the chance to vote on several proposals, without limitations. Second, moderated discussion took place in the various classrooms, thanks to the help of the student representatives/project leaders and the school representatives as an organizing committee, following which the proposals were uploaded on the OPIN.me platform, in accordance with the main criteria (maximum two proposals per classroom, with a clear idea and a preliminary outline of the costs). On the platform, the proposals could be commented on and "liked", with the 10 most supported ideas, evaluated by a dedicated committee, translated into actual projects. The results were positive: during the first phase of the project, carried out on the platform, 446 students (about one third) joined the platform to vote for project ideas; this was regarded as an essential step to stimulate offline participation, especially during the open day at school, when the student teams were given the chance to present their projects in person.

UKRAINIAN PRACTICES OF SCHOOL PARTICIPATORY BUDGETING

As of today, School Participatory Budgeting has been fully introduced in two Ukrainian communities only, that is Vinnytsia City Amalgamated Territorial Community and in the Poltava Region.

36 municipal general secondary education facilities (schools) and four private schools participate in the School PB in Vinnytsia ATC. 21 more schools were involved in School Participatory Budgeting in 2019. There are 603 general secondary education establishments in total in Poltava Region, of which 122 (97 rural and 25 city schools) were involved in School Participatory Budgeting.

Infographic 1. Involvement in School Participatory Budgeting in 2019.



Vinnytsia Amalgamated Territorial Community

The Executive Committee of the City Council regulates School Participatory Budgeting procedures by its decision No. 209 dated 30 January 2020 "[On the Budget of School Projects](#)".⁷

This Regulation entrusts the Education Department of the Vinnytsia City Council with the responsibility for overall School Participatory Budgeting management. The deputy City Mayor oversees implementation. Relevant divisions of the Vinnytsia City Council are identified as contracting authorities and main budget holders; they are responsible for the implementation of the winners' projects.

The Coordination Council coordinates implementation of the key measures to introduce and maintain the School Participatory Budgets⁸. This Council is an interim consultative body and its members are nominated by the Education Department of the City Council and approved by the City Mayor. The following entities may also have their representatives on the Coordination Council:

- school student self-government bodies (One student from each school);
- civil society institutions;
- City Council executive bodies with relevant areas of responsibility;
- public utility providers under the City Council;
- consultative bodies of the City Council;
- mass media.

The Vinnytsia model of the School Participatory Budgeting requires decision-making on selecting winning projects to be split into two phases:

- In the first phase each educational establishment (the School Council) decides on the terms of voting. Seven members of the student self-governing body form the vote counting commission to be approved by the School Council;
- In the second phase the Coordination Council, two thirds of whom are children, evaluates projects, which have passed the selection process.

UAH 2 million has been allocated in total for School Participatory Budgeting projects in the year 2020. All projects are divided into two categories: large projects with budget amounts not exceeding UAH 300,000, and smaller ones with budgets of UAH 100,000 or less. Each school participating in the selection process is entitled to nominate only one winning project (large or small) at the voting phase. 10-18 year old students (grades 5 to 11) are entitled to submit projects, while students from grades 1 to 10 can vote for them. The School Councils make final decisions on who may vote. Voting takes place by completing paper ballots.

The projects submitted by students should be implemented at the relevant schools, on the school grounds or in the relevant city sub-districts. There are strict thematic categories for projects: infrastructure, culture and art, recreation and sports, research and education, social life. The projects should also comply with certain obligatory requirements. They should:

- not be contrary to current Ukrainian legislation;
- contain no obscene words, slander, calls for violence, appeals for change of the constitution etc;
- be consistent with the objective and theme of the contest;
- be implemented by the end of a budget year.

School Participatory Budgeting in Vinnytsia Amalgamated Territorial Community comprises several phases. The first, i.e. the school phase, occurs between February 3 and March 1. It includes:

- project drafting;
- awareness raising campaign;

⁷ Vinnytsia City Council. Decision on the Budget of school projects. <https://bit.ly/2UT34Ax>

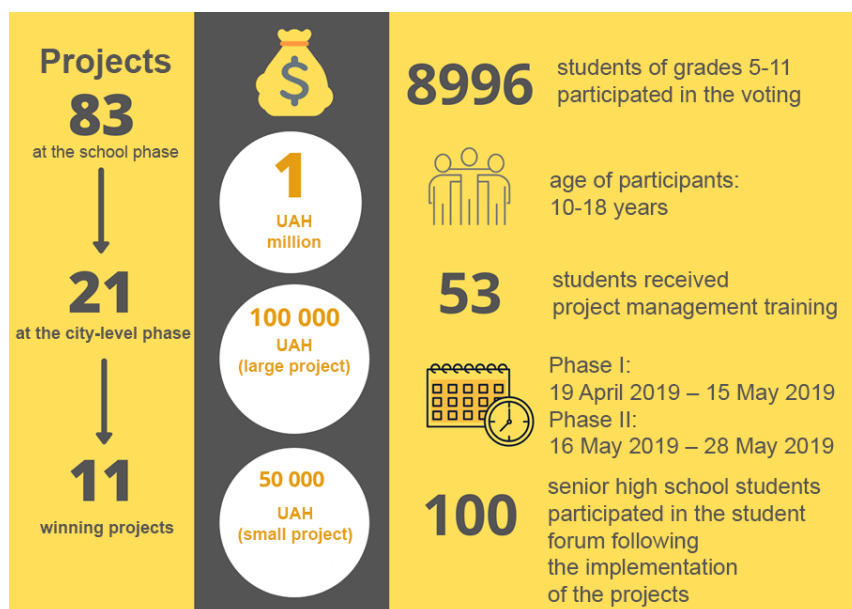
⁸ Budget of school projects. Coordinating Council. <https://schoolprojects.vmr.gov.ua/Lists/List/ShowContent.aspx?ID=4>

- voting, winner selection and submission of the project to the next phase.

The second phase occurs at the city level. The Education Department examines the projects at this stage. Schools can submit projects until March 5. The Expert Group, including members from the Education Department and other City Council divisions, verifies the feasibility of implementing the projects and their estimated cost until March 31; they may recommend project authors elaborate them more fully. It is important to note that the Expert Group does not reject projects, even when authors do not consider it appropriate to modify them in line with recommendations provided by the Group. The Coordination Council selects the winning projects. Modified projects should be submitted no later than April 3.

The project authors and the project teams publicly defend their projects a day before the Coordination Council. All teams may be present during the presentation of projects. The Coordination Council selects the winning projects by the highest scores.

The implementation at school of a winning project that has obtained funding, must start before September 1. If implementation fails to start as required, the school loses the right to conduct it. Then the school, whose project stood next in the ratings, acquires the right to implement their project.



Infographic 2. Indicators of School Participatory Budget in Vinnytsia Amalgamated Territorial Community in 2019.⁹

Poltava Region

School Participatory Budgeting procedures are regulated by the decision of the 15th Session of the Poltava Regional Council of the 7th convocation dated 26 April, 2017, No. 445 "[On the regional programme "Participatory Budgeting in Poltava Region for the years 2017-2020"](#)"¹⁰, as amended, and by the order of the Chairperson of the Regional Council dated 2 August, 2019, No. 167 "[On approval of the Regulation on support and implementation of the School Participatory Budgeting projects in Poltava Region](#)"¹¹.

The divisions for investment and project management, for financial support and facility services, and for information and analytical support of the Poltava Regional Council Executive Office manage and coordinate School Participatory Budgeting in Poltava Region. The Chairperson of the Poltava Regional Council oversees its implementation.

Local councils of Poltava Region are identified as contracting authorities and main budget holders; they are responsible for the implementation of the winning projects.

The Council Chairperson establishes by his/her order the Working Group as a permanent consultative body including representatives from the Poltava Regional Council Executive Office, the Poltava Regional State

⁹ <https://schoolprojects.vmr.gov.ua/default.aspx>

¹⁰ <https://oblrada-pl.gov.ua/ses/7/29/1252.pdf>

¹¹ https://oblrada-pl.gov.ua/budget_uchasti/pologennyaSGB.pdf

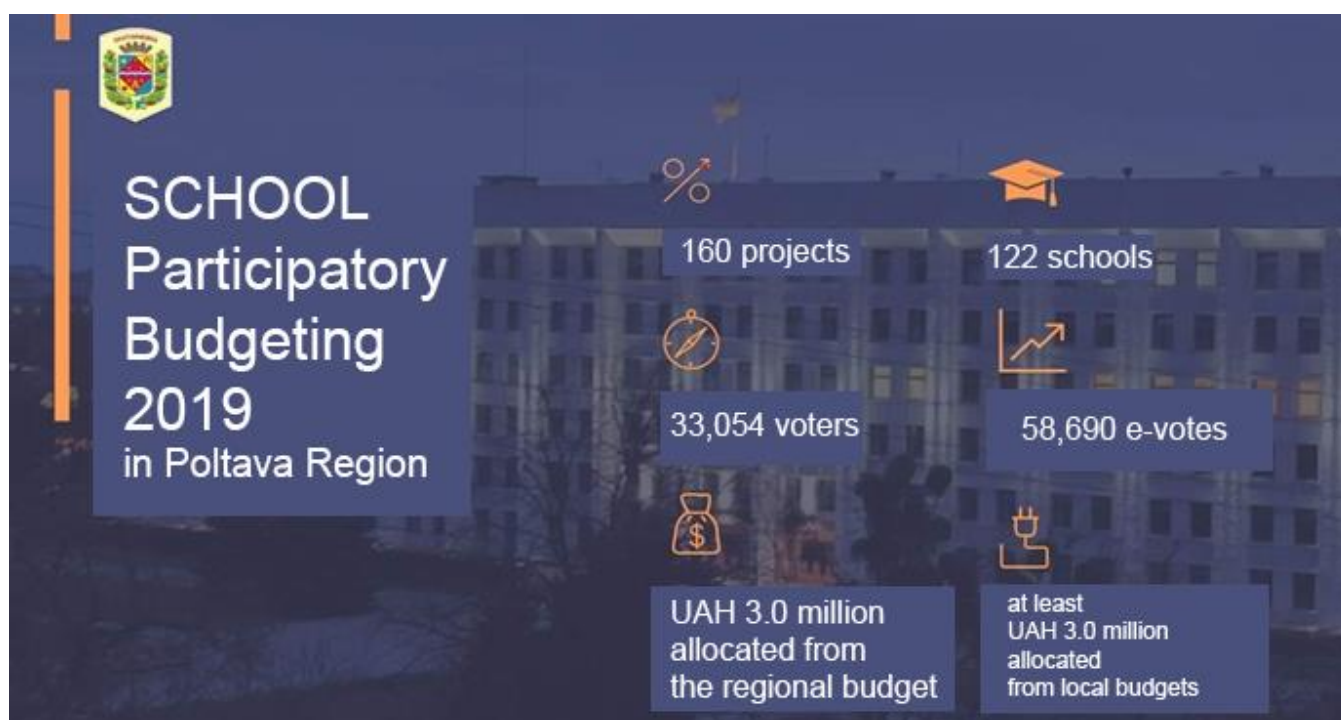
Administration divisions and civil society organisations (with the consent of the latter). The Council Chairperson is also the chair of the Group and presides at its meetings. The Regulation entrusts the Working Group with clearly defined responsibilities:

- approve the list of projects selected for voting;
- assist in the organisation of voting for project initiatives proposed by residents in order to identify winners;
- approve the list of winning projects;
- submit proposals to modify procedures for identifying winners;
- deal with problems, complaints and violations arising during the implementation of the regional programme "Participatory Budgeting in Poltava Region for the years 2017-2020", hereinafter, the "Programme";
- submit proposals on variations of funding amounts for the Programme;
- coordinate the implementation of key measures to introduce and maintain School PB in Poltava Region.

The Working Group is entitled to:

- verify the proposed projects after they have been examined by the Division for investment and project management of the Regional Council Executive Office;
- establish criteria for verification of votes, authors and moderators, if needed;
- propose any amendments to the Regulation to prevent violations of its terms.

The Division for investment and project management of the Executive Office of the Poltava Regional Council organises the examination of projects. The Working Group verifies the submitted projects after their examination. UAH 3 million has been allocated for School Participatory Budgeting projects for the year 2020. Funding for the School Participatory Budgeting winning projects is distributed between the regional budget and local councils' budgets 50:50, up to UAH 50,000 from the regional budget, UAH 50,000 and more from local councils' budgets.



Infographic 3. Indicators of School Participatory Budgeting in Poltava Region in 2019.¹²

¹² https://oblrada-pl.gov.ua/index.php?option=com_content&view=article&id=8947&Itemid=209

Any legally capable 14-18 years old citizens of Ukraine who reside in Poltava Region and are students at general secondary education establishments are entitled to submit projects. Any residents of Poltava Region aged 14 or over may vote for the projects. Voting takes place by electronic means only¹³. The projects submitted by students should be implemented at Poltava Region schools or on relevant school grounds.

School Participatory Budgeting funds projects intended to improve education at schools in Poltava Region. While drafting projects, their authors should ensure that they meet the following requirements:

- the project budget, calculated by its authors, should include all costs and be approved by the finance division of the relevant local self-governing authority;
- the project should be implemented within the mandate of Poltava Region local self-governing authorities;
- the project implementation plan should be approved by the school director (if the project wins);
- the project is intended to be implemented within one calendar year;
- all obligatory fields on the application form should be completed.

School Participatory Budgeting in Poltava Region comprises several phases:

Phase 1: awareness and promotion campaign;

Phase 2: submission of projects, between September 20 and October 20;

Phase 3: verification and publication of projects, between October 21 and 27;

Phase 4: voting, between October 30 and November 14;

Phase 5: selection of winners, before November 30;

Phase 6: implementation of winning projects (during next year).

4. RELEVANCE RATIONALE AND DATA ANALYSIS

As provided by Article 1 of the Law of Ukraine "On Promotion of Social Formation and Development of Ukrainian Youth"¹⁴, young citizens are defined as the citizens of Ukraine of age between 14 and 35 years. As of the end of the year 2019, there were about 11.6 million young people in Ukraine or approximately 27.8 % of its total permanent population (41.7 million¹⁵).

Only a consolidated community of creative minds, active, go-getting and responsible citizens can build up a strong country with a competitive economy. It seems simple and obvious. The question is where to locate those citizens. The Ministry of Education and Science believes³ that such citizens can only be brought up. Indeed, children receive basic knowledge of themselves and the world from their families. However, education as their first systematic activity, shapes their active citizenship, moral character and social contacts.

It implies that the New Ukrainian School, as the general secondary education system, should play a crucial role in bringing up a citizen that is a personality, a patriot and an innovator at the same time.

According to the data provided by the Ministry of Education and Science¹⁶, there are 16,176 complete secondary education facilities in Ukraine with 3.9 million students (9.35 % of the total permanent population of Ukraine) and 441,000 teachers, including 887 hub schools (educational districts) with 1,342 branch schools comprising 3,896,000 students¹⁷. As we can see, youth and school students are active social stakeholders and the most active demographic group.

¹³ <https://poltava-obl-budget.e-dem.in.ua/#/>

¹⁴ <https://zakon.rada.gov.ua/laws/show/2998-12>

¹⁵ As of 1 February 2020, according to the State Statistics Service of Ukraine data:

http://database.ukrcensus.gov.ua/PXWEB2007/ukr/news/op_popul.asp

¹⁶ <https://mon.gov.ua/ua/tag/zagalna-serednya-osvita>

¹⁷ <https://decentralization.gov.ua/education/gallery>

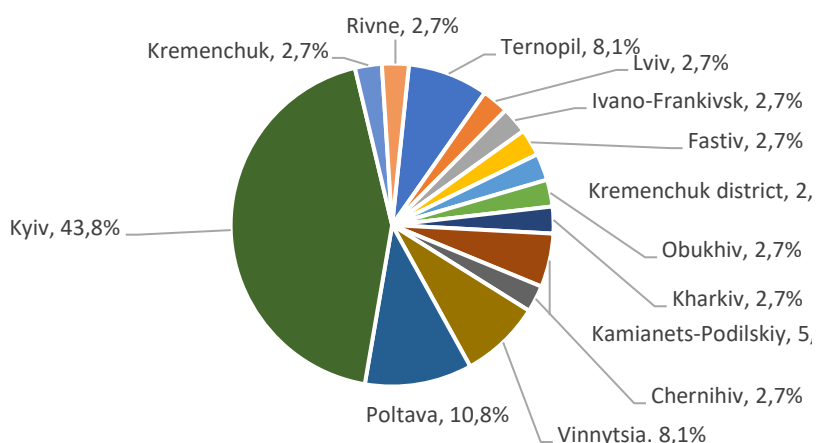
We started to develop School Participatory Budgeting models under the methodology CivicLab within the framework of the Council of Europe project "Promoting civil participation in democratic decision-making in Ukraine" and with due regard to the Code of Good Practice for Civil Participation in the Decision-Making Process. In doing so, we involved from the beginning, six target groups that exert influence on decision-making: school directors and teachers; parents' communities; officials from local and central executive authorities and local self-governing authorities; experts from international organisations; representatives of non-government organisations.

The models were developed in three phases. At **Phase I target groups were interviewed** online. **Phase II** was the **Expert Camp** "School Participatory Budgeting: Best Practices and Finding Solutions for Ukrainian Communities"¹⁸. Its participants developed concepts, models and regulations for School Participatory Budgeting, following the innovative and advanced methodology of CivicLab, with the use of digital methods for groundwork analysis and forecasting the outcomes of decisions. **Phase III** consisted of the **initial analysis**, processing, and clustering of data received during the CivicLab Expert Camp; there then followed **Phase IV** which included **expert work and analysis**, i.e. processing of the third phase data, and research of the best international practice related to youth participation and School Participatory Budgeting with due regard to the specific features of Ukrainian communities.

In addition to the six target groups, participants in the first and second phases were divided into three categories as representatives of communities where 1) School Participatory Budgeting has already been introduced; 2) it is planned to be introduced; and 3) there is no School PB and no plans to introduce it (or the issue has not yet been decided).

THE FIRST STAGE. DATA ANALYSIS OF ONLINE SURVEY.

Chart 1. Distribution of respondents by city



39 people from 14 Ukrainian cities participated in online interviews (Chart 1), in line with the chosen target groups (Chart 2) and categories (Chart 3).

Each respondent answered 14 thematic questions; the answers illustrated the problem issues, expectations from the introduction of the new participative tool, the parameters for School Participatory Budgeting phases etc. Please see the Interview Results Presentation for detailed analysis and aggregated data¹⁹. We, for our part, will now dwell on the key trends.

The respondents mentioned some of the acute questions and problems as relevant and of interest to them, of which the following can be highlighted: "Is the School

¹⁸ The event page on Facebook: <https://www.facebook.com/events/127868955196703/>

¹⁹ <https://bit.ly/3b2FEzm>

Chart 2. Distribution of respondents by target groups

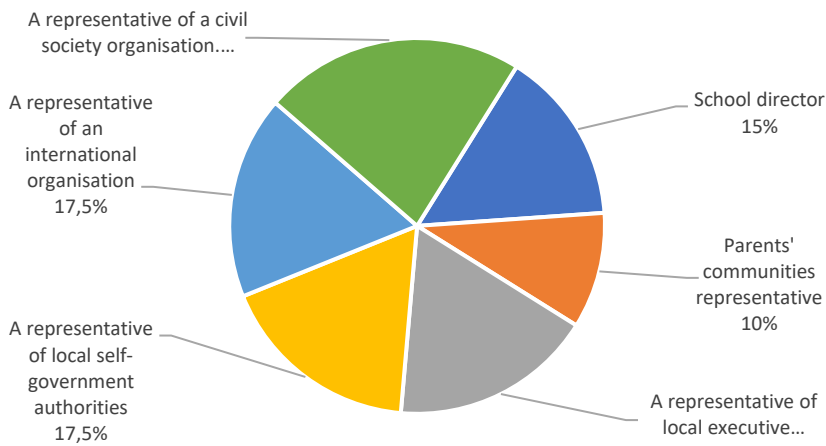
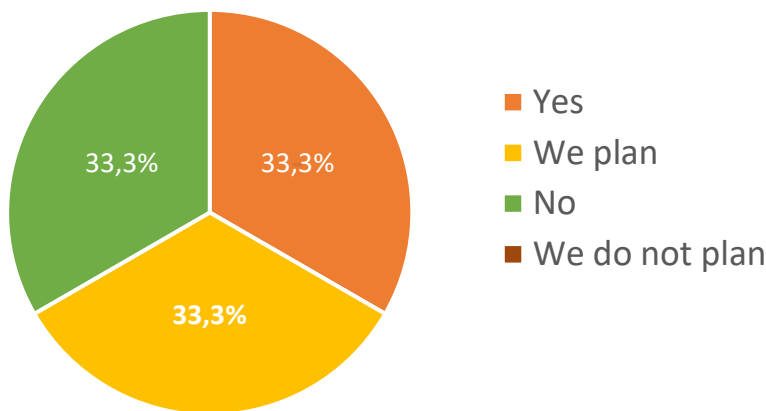


Chart 3. Distribution of respondents by categories



and had been implementing them inadequately.

Respondents were also invited to give their views on School Participatory Budgeting parameters. In particular, as to the voting methods, 46.2 % of them advocated e-voting, 35.9 % were in favour of some mixed form (e-voting and paper ballot together), and only 7.7 % supported paper ballot voting only. Respondents proposed three categories of age limits for submitting projects (Chart 4): 43.6 % were of the opinion that students of the 7th grade and older may submit projects; and equal shares of respondents (28.5 % each) supported two remaining options: "5th grade and older", and "any school student irrespective of age".

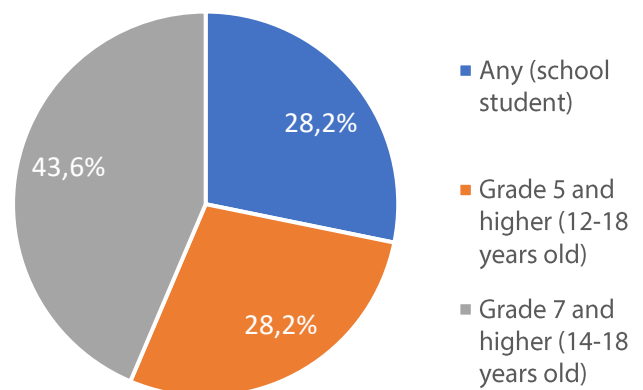
When asked about budgeting sources for the projects, respondents proposed six options, of which three were preferred: a budget separate from the overall Participatory Budget plus

Participatory Budgeting necessary?"; "Which cities need it?"; "What are the efficiency criteria?"; "Which model is effective?"; "How to avoid the influence of teachers and of the administration on the processes?"

The following answers were, in particular, proposed: "we are interested in the international practices and standards related to School Participatory Budgeting implementation", "trust in the youth", "children's participation in decision-making", «children start to think global». The most challenging question for the respondents appeared to be the following: "how to avoid the influence of teachers and of the administration on the processes?"

Respondents' answers to the questions: "If you have already made some steps towards School PB introduction, what was, in your opinion, the most difficult part?" and "Why has the result not been achieved?" appeared to be also quite indicative. The vast majority of the answers were positive. However, some of them indicated a lack of political will, or a will apparent before elections only. Some indicated deficiencies in project implementation, arising from project promoters, who had won the projects

Chart 4. What is the lower age limit for children to be entitled to submit projects?



individual funding for each school implementing projects (35.9% of respondents); a separate budget as above plus common funding for all schools (33.3%); a budget included in the overall Participatory Budget as one of its funding areas with the individual level of funding (23.1%).

When asked about who may vote for the projects, respondents proposed ten options, of which three were the most popular: voting should occur in two phases: children first select projects at schools and afterwards the commission nominates a winner among all selected projects (33.33%); children vote for projects of their school only (28.21%); children from any school may vote for any project (20.51 %).

Respondents were asked about the territories where projects can be implemented (Chart 6), the answers distributed as follows: 43.6% believed it to be the whole city territory, while 51.3 % thought it should be only the school territory.

Conclusions from Phase 1.

As can be seen, most participants understood the following School Participatory Budgeting parameters: lower age limit for children to be able to submit projects and vote for them; project implementation territory; principles of project implementation budgeting. At the same time, this vision has been divided into two or three options. In addition, there were no answers to the questions regarding situations, circumstances and the types of communities that allow for specific options to be applied. This was proven by the responses to open questions, where respondents expressed concerns about the administrative influence on decision-making, lack of political will to implement an innovative tool of youth participation in decision-making, the need to become acquainted with the international practices of project implementation etc.

Therefore, the survey results raise an important issue of whether a set of certain School Participatory Budgeting parameters should be considered as a model, or whether there is a need to define other criteria for establishing basic models, while the parameters should identify and characterise another issue, i.e. the processes and phases of School Participatory Budgeting. Is there an algorithm capable of selecting the best model with due regard to individual characteristics and needs of each community? How to choose the necessary parameters from countless combinations? Will they correspond to the selected model?

Chart 5. The #SP Budget should be:

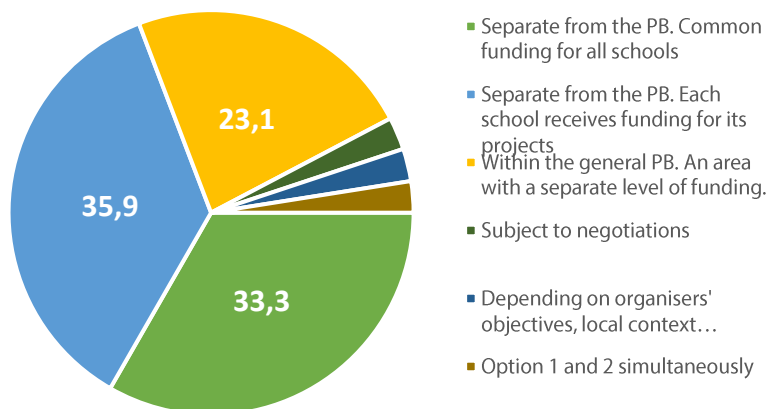
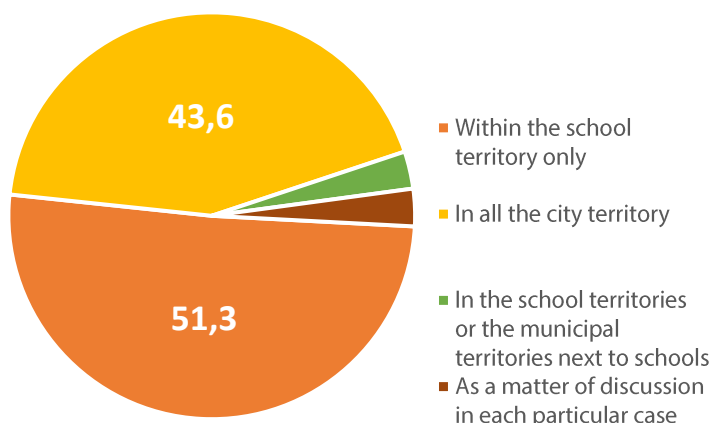


Chart 6. The #SP Budget should be implemented:



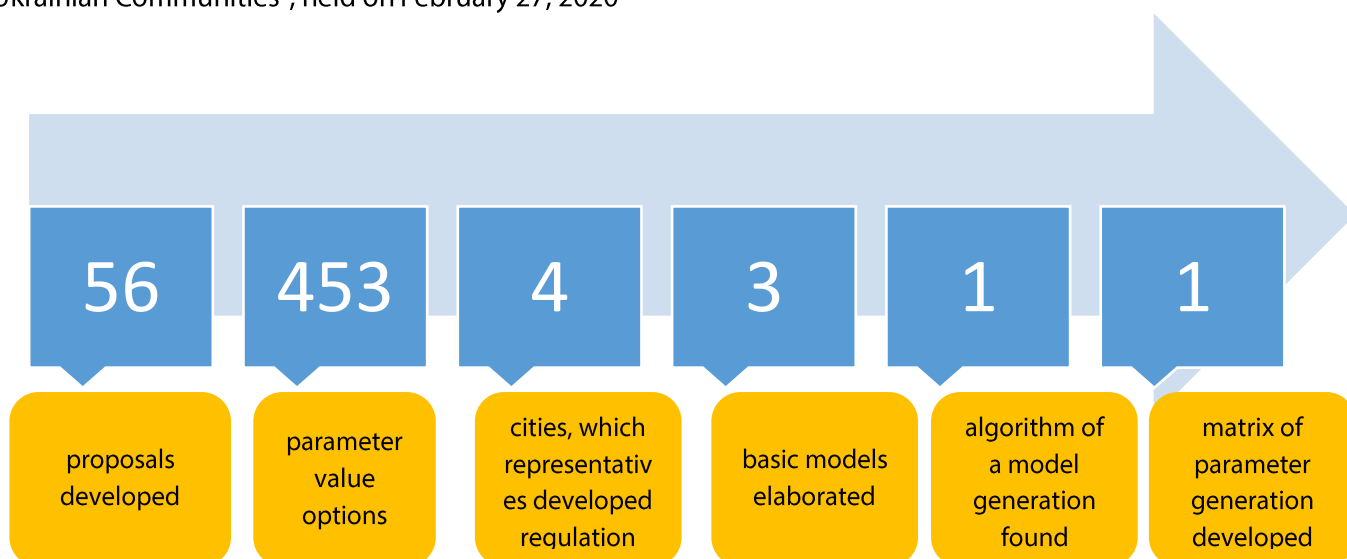
THE SECOND STAGE. DEVELOPMENT OF THE EXPERT SEMINAR CIVIC LAB EXPERT CAMP

The methodology CivicLab developed under the framework of the Council of Europe project "Promoting civil participation in democratic decision-making in Ukraine" allowed answers to be found to all questions mentioned above during the CivicLab Expert Camp "School Participatory Budgeting: best practices and search for decisions for communities in Ukraine" on 27 February 2020. 46 people from six target groups and 13 cities participated in the expert seminar. There were also five international experts involved in the Participatory Budgeting introduction to Ukrainian communities and representatives of two national voting systems. To become acquainted with the results of the event, please see the infographics (Infographic 3).

Participants worked in four groups using the specially designed digital module "The matrix of concepts: laying the groundwork for developing optional concepts of norms and regulations". They mainly tested the algorithm of generating individual models and the matrix for the development of the School Participatory Budgeting parameters²⁰.

The participants developed 56 proposals to solve the problematic issues around the introduction and implementation of School Participatory Budgeting. They analysed their influence on phases and stakeholders. They also elaborated the aim and vision of School Participatory Budgeting, identified critical issues of particular concern while drafting the Regulation and the direct implementation of the School PB, developed value options for each of its parameters. The data analysis has demonstrated the following trends.

Infographic 3. Results of CivicLab ExpertCamp "School Public Budget: Best Practices and Finding Solutions for Ukrainian Communities", held on February 27, 2020



Conclusions from Phase II. Due to the use of digital analysis and decision forecast tools, event participants were successful in testing developments in practice, elaborating individual models, and setting up clear School Participatory Budgeting parameters for four cities in Ukraine.

THE THIRD STAGE. ANALYSIS OF CIVIC LAB EXPERT CAMP EXPERT SEMINAR DATA

Phase III envisaged aggregation, direct analysis and further practical testing of all data received. The CivicLab ExpertCamp participants think that most of the identified problems influence all School Participatory Budgeting phases (50.8%), influence directly the submission phase (20.3%), the voting phase (11.9%) and implementation

²⁰ <https://bit.ly/3e7ypZb>

phase (10.2%) (Chart 8). This being said, 58.2% believe the problems can be solved by applying Ukrainian (47.3%) or international best practices (29.1%), or by additional research as to what practices should be applied (23.6%) (Charts 9-10). Participants also pointed out that the children's capacities are the key advantage to be used and strengthened, and that they should be involved in all processes related to School Participatory Budgeting.

CivicLab Expert Camp participants developed innovations to be applied at each School Participatory Budgeting phase to reach the final goal, that is to bring up responsible and proactive citizens and successfully implement students' projects.

As to general approaches and process coordination as a whole, in participants' view, there is a need to establish a particular support group to address this issue, and this group should provide training and coordination at each phase, not limiting itself to expert examination and determination/approval of winning projects. As to the awareness campaign, it should, in the participants' view, not be limited to information only, but provide education and awareness on such critical issues as "implementation of children's right to be heard", "being a true member of a community", "being able to impact the city processes by democratic means", "making administrative pressure impossible through transparency", "bringing up young people with high values", "training practical skills", the issues not sufficiently taught in the course of the school curriculum. School students should be encouraged to participate in educational events in all phases. The participants also developed value options for groups of parameters, i.e. financial and organisational, and we analysed, clustered and put them in the summarised table of options. You can see the analytics and the group work results in the digital component matrix²¹.

Conclusions from Phase III.

It will be possible and appropriate, as proven by results of the group work, to divide all School Participatory Budgeting parameters into two groups: the organisational group (parameters defining and describing all School

Chart 8. Influence of problems and advantages at various #SP Budget phases, %

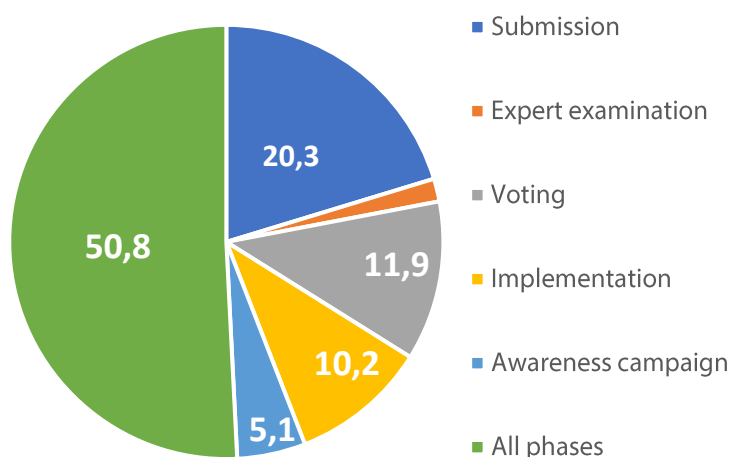


Chart 9. Evaluation of problems and advantages, %

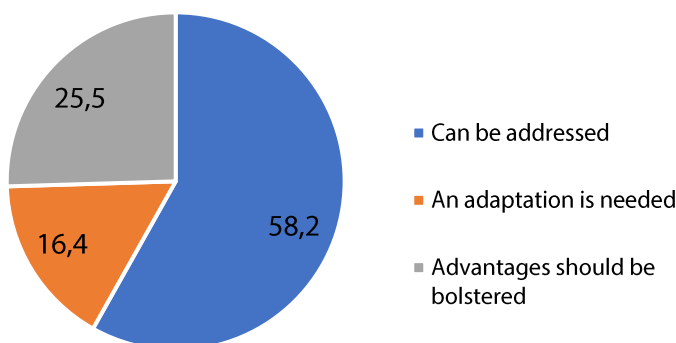
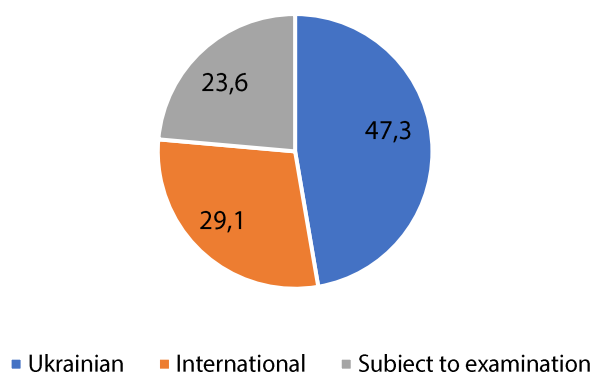


Chart 10. The use of best practices to address problems, %



²¹ The groups' developments can be seen here: <https://bit.ly/2yQa4Xz>

Participatory Budgeting processes and persons responsible for them) and financial group (establishing procedures for using funds and control over them). These two proposed groups allow shaping of the two School Participatory Budgeting model prototypes (organisational and financial). At the same time, this approach allows aggregation of all parameters in two groups and does not provide for merging them in a unified, coherent model, since there is an infinite number of combinations between the parameters of interdependent organisational and financial models. These developments and results form the basis for the elaboration of criteria and three basic models of School Participatory Budgeting, the algorithm of elaborating an individual School Participatory Budgeting model for each particular Ukrainian community (proceeding from the basic model) with due regard to its characteristics and needs. Furthermore, policy recommendations were elaborated on drafting the Regulation and its parameters.

Table 1. Parameter options developed by CivicLab ExpertCamp participants.

Parameters	Options are calculated horizontally for each line. Verticals should not be considered as proposed models with defined parameters		
	Option 1	Option 2	Option 3
Financial block			
The School PB should be	The total sum for all schools	Each school gets project funding	As a PB area with individual level of funding
BUDGET LIMIT	Fixed	Not more than, %	Not less than, %
Level of the financing from a city budget	fixed sum	% from SPB	% from SPB
Budget holder?	School	Education Department	The division responsible for PB
Joint financing	everybody	no	extra-budgetary
Organisational block			
Who will introduce?	self-government authority	self-government authority + executive authority	
Who will be the contracting authority?	School	Education Department	The division responsible for PB
Who submits? (grade)	Any (any student)	5 grade and higher (12-18 years)	7 grade and higher (14-18 years)
What is the implementation territory?	All the city municipal territory	School territory only	All the city territory
Who will be the users?	Students	Target groups	Everybody
Who will vote? (which grade)	Children vote in their schools for their school's projects	Children vote, and the commission selects the winner	Children from all schools vote for any school project
Voting mode?	Mixed	E-voting	Paper ballot
Number of votes per person	3	1	5
Minimal number of votes needed for a project to win	majority	rating	number of votes
Implementation terms (years, number)	1	1	1
Who controls the process (select and right down the composition)	Commission (of various compositions)	School	Budget holder

5. CIVIL PARTICIPATION LESSONS

GENERAL RECOMMENDATION ON EDUCATING STUDENTS

Civil participation lessons should be primarily aimed at:

- bringing up proactive and responsible citizens of their communities and of their country';
- providing knowledge to children and developing their skills related to the application of the School PB as a tool of direct democracy, capable, along with other tools, of helping them to participate proactively in decision-making in their communities and in society as a whole in the future.

The main objective of the lessons:

1. to teach the students to create, present and implement their projects;
2. to teach them direct democracy mechanisms and engage the highest possible number of children participating in projects implementation and voting.

School Participatory Budgeting should not be seen as a mere sequence of stages, where participants should do something (submit a project, vote, etc.) It should be seen as a comprehensive and continuous process of learning and building the following new practical skills and competencies:

- 1) ability to create and discuss an idea, draft documents, communicate, work in teams and designate roles;
- 2) critical thinking and assessment of one's own position to further implement projects;
- 3) ability to study and draft budgets;
- 4) the sense of belonging and importance of the voice of each child, activism and the experience of reaching out to audiences;
- 5) development of arguments and responses for a public presentation;
- 6) skills related to participation in debates and voting in order to understand the process of direct democracy, self-confidence.

At the lessons, therefore, teachers should encourage schoolchildren to create educational and developmental projects that address the urgent needs of the whole school or a group of children.

In particular, an emphasis should be placed not only on project implementation as an expected outcome, but also on its future benefits, and on how children would be engaged in enjoying them.

The learning process should become good practice itself, if it enables the following:

- 1) children propose a project idea independently, search for sympathisers to be included in a team to work on it and enjoy its future benefits together;
- 2) students rally around the idea of creating a team to develop a project. A project should have no less than two co-authors, and teams may include students of different classes;
- 3) both girls and boys should be engaged in project development teams and in the implementation of projects to prevent discrimination on the basis of gender;
- 4) project teams should be allowed to work at home (after classes) during the project preparatory stage and children should not have any workload within the school;
- 5) general rules should provide sufficient time to create and submit a project, and to raise awareness of it among the school community; for instance, not less than three weeks should be provided for an awareness-raising campaign;
- 6) at the presentation stage, project development teams should have opportunities to present their projects to each school class and conduct public discussions;
- 7) the training, the awareness-raising campaign and the voting should engage the highest possible number of children of each class, as this can ensure a higher number of students who could enjoy the benefits of a given project.

Training should be managed so as to motivate (activate) the highest number of children to submit ideas, build teams, vote and enjoy the projects' benefits both at the school level and in each class. Such indicators of student

engagement could be among the indicators of School PB success used as a basis for building a city-wide rating of schools.

It should be kept in mind that teaching children to develop and discuss projects and vote for them is an important element of their awareness of participation in decision-making at all stages. Applying School PB as a civil participation tool in schools will require separate time to be allocated to teaching children. A separate time should be provided for additional lessons, or this process could be planned during normal lessons. If there is a debate club in school, we recommend using its educational format at the preparation, presentation and discussion stages.

6. COMPLIANCE WITH THE NON-DISCRIMINATION PRINCIPLE AND ENSURING EQUAL RIGHTS AND OPPORTUNITIES FOR MALE AND FEMALE STUDENTS DURING THE ORGANISATION AND IMPLEMENTATION OF SCHOOL PARTICIPATORY BUDGETING

Following its independence in 1991 and the choice to build an open democracy, Ukraine has ratified a number of international documents protecting human rights, including the right to education. These instruments identify key standards in the field of human rights, including the right to education.

Article 5 of the Convention on the Rights of Persons with Disabilities of 2006²² says that "in order to promote equality and eliminate discrimination, States Parties shall take all appropriate steps to ensure that reasonable accommodation is provided".

Article 24(1) states that "States Parties recognize the right of persons with disabilities to education. With a view to realizing this right without discrimination and on the basis of equal opportunity, States Parties shall ensure an inclusive education system at all levels and lifelong learning". According to Article 24(2), "States Parties shall ensure that a) Persons with disabilities are not excluded from the general education system on the basis of disability, and that children with disabilities are not excluded from free and compulsory primary education, or from secondary education, on the basis of disability; d) Persons with disabilities receive the support required, within the general education system, to facilitate their effective education. Article 24(5) states that "States Parties shall ensure that persons with disabilities are able to access general tertiary education, vocational training, adult education and lifelong learning without discrimination and on an equal basis with others. To this end, States Parties shall ensure that reasonable accommodation is provided to persons with disabilities".

Consequently, in accordance with legislation in force, there must be no exclusion of girls and boys from the system of general education due to their disabilities, and no exclusion of children with disabilities from the systems of primary and compulsory primary or secondary education. The local self-government authorities have all means to ensure inclusive education at all levels and lifelong learning.

The inclusive approach to education is the awareness of different educational needs of persons learning and provision of services in conformity with these needs through more comprehensive participation in the education process, involvement of public and elimination of segregation and discrimination in education.

Therefore, it is crucial to involve girls and boys learning distantly or individually, in particular, those from vulnerable families and children with disabilities in School Participatory Budgeting at all its stages, in particular, in project development, debates and voting.

²² http://zakon3.rada.gov.ua/laws/show/995_g71

Equal rights and opportunities of girls and boys regardless of their social status is an important element of School Participatory Budgeting as they participate in training and development, and implementation of projects on an equal footing. Please remember that children should be reminded, whenever necessary, of the involvement of girls and boys in developing and implementing projects on an equal footing.

Recommendations for teachers on the involvement of children with disabilities in School Participatory Budgeting at different stages

Students with disabilities should be involved in School Participatory Budgeting to the fullest extent at all its stages. Children with disabilities could learn together with other students, i.e. in the inclusive education setting, or in separate groups, or individually, or distantly. Electronic education equipment could be used for that purpose, making it possible to transmit information in appropriate ways in conformity to different diagnoses. All the information (educational, about projects, stages, voting, etc.) could be presented on the school website, in its distance learning section. It should comply with the Web Content Accessibility²³ standards. It is necessary to make web content available to a wide range of users with different health opportunities, including those with visual impairments (blind and partially sighted), hearing impairments (deaf and hard-of-hearing), musculoskeletal, speech and mental disorders, as well as various combinations of multiple and combined disorders.

Moreover, students from those categories should be supplied with learning resources (programmes, textbooks, manuals, self-instructional materials, etc.) adapted to their health conditions. Learning materials should be chosen and developed to be provided in different ways so that children with hearing impairments could receive information visually, and those with visual impairments could do it aurally. Text versions of any non-text content should be developed for its possible conversion into alternative forms, convenient for different users, as well as alternative versions of media content that could be presented in different forms without loss of its data or structure; options for scaling text and images without loss of quality and managing content by the keyboard should be provided.

For students with visual impairments:

- in printed form in enlarged font,
- in the form of an electronic document,
- in the form of an audio file,
- printed in Braille.

For students with hearing impairments:

- in printed form,
- in the form of an electronic document.

For students with musculoskeletal disorders:

- in printed form,
- in the form of an electronic document,
- in the form of an audio file.

This list can be made more specific depending on the student categories and the learning environment.

Online and offline technologies, individual work and teamwork should be combined at each stage of School Participatory Budgeting with the possible use of distance learning technologies. Individual learning is the main study mode of distance education. The main advantage of individual learning for children with disabilities is that it makes it possible to fully individualize the content, methods and pace of learning for a student with disabilities, to monitor his or her every action and operation in solving specific tasks; to make timely and necessary

²³ <https://www.w3.org/WAI/standards-guidelines/wcag/>

adjustments both in the work of a student with a disability and in that of a teacher. Distance learning should also provide for communication with other students and not with the teacher only, as well as collaboration in the process of cognitive activity. It is important to organise educational events that promote group cohesion and are aimed at working together, discussion and group decision-making.

Effective forms of online education include webinars, which can be used for virtual lectures with the possibility of interaction of all distance learning participants, seminars, presentations, defence and discussion of projects, training, and teamwork.

Students with visual impairments are encouraged, in order to successfully master the learning material, to use computer assistive technologies for blind and visually impaired students, based on hardware and software which convert computer information into modes accessible to the blind and visually impaired (sound reproduction, embossed or enlarged text), and allow them to work independently on normal personal computers with general-purpose programs. It is recommended that the possibility to comfortably view distant objects is provided for visually impaired students studying in classrooms, for instance, to see texts on the board or slides on the screen, using video magnifiers, to use refreshable braille displays and braille printers, digital viewing video magnifiers, NV access programmes, speech synthesizers and other technical means of transmitting educational information in intelligible forms. It is recommended that sign language translation and subtitles are provided for students with hearing impairments as appropriate. It would also be possible to provide additional places for accompanying persons (parents or tutors who help the child and are nearby) during the training.

In particular, the option of online (electronic) voting should be provided at the voting stage of School Participatory Budgeting. If such an option is not available, home voting should be provided for children or, alternatively, it is recommended that transportation of a student and his or her accompanying person to the place of voting is provided by means of social transport (if feasible and no counter-indications exist).

7. METHODOLOGICAL RECOMMENDATIONS ON DEVELOPMENT OF COMMUNITY-SPECIFIC MODELS OF SCHOOL PARTICIPATORY BUDGETING

*It is recommended to the local self-government authorities that, in order to select the best School PB model and further adjust it, the planning of School PB implementation should be divided **into two stages**;*

At the first stage, you should study and consider several basic School PB models and then select the best one tailored to the environment, needs and resources of your community, or develop your own model;

At the second stage, the draft Regulation on the School Participatory Budgeting and its Parameters should be developed with due regard to the key principles, standards and recommendations associated with the model selected at the first stage.

Two components - organisational and financial - should underpin the development of a community-specific model of School Participatory Budgeting. Each of these components is a set of values (principles, norms, terms and figures) which make up, in different combinations, a comprehensive **Model (1)**, underpinning the development of the **Regulation (2)** on the School Participatory Budgeting for your community and its **Parameters (3)**.

The Council of Europe project has elaborated a special algorithm and a matrix which make it possible to take into account to the fullest possible extent, the characteristics and needs of your community and help you in selecting the best model and parameters of School Participatory Budgeting.

We recommend holding to the following algorithm in the course of developing the Model (**Step 1**), the Regulation and the Parameters (**Step 2**) of the School Participatory Budgeting:

- 1) learn the Ukrainian and international practices of the introduction of School Participatory Budgeting (Section 3);
- 2) learn the key trends and results of the online survey and of the exploratory work done within the CivicLab ExpertCamp seminar (Section 4);
- 3) learn three basic School Participatory Budgeting models, assess their advantages and go through the recommendations provided (**Step 1**);
- 4) choose one of the three basic models or develop your own **Model (1)** by answering the questions in Table 2 (Section 7.2);
- 5) fill in the Matrix for the development of the Regulation and Parameters of the School Participatory Budgeting with the criteria data of the Model (1) developed and then draft on this basis the **Regulation (2)** and write down the **Parameters (3)** of your community's School Participatory Budgeting (**Step 2**).

STEP 1. SELECTING THE BASIC MODEL AND DEVELOPING OWN MODEL

(recommendations tailored to Ukrainian conditions)

How to achieve goals and introduce principles and standards

Undoubtedly, no limits can be set on the number of School PB models. A combination of its various parameters will give you a large number of options, of which you may select the best one to suit your community.

Nevertheless, one should always proceed from the need to achieve clear results (objectives), of which two are key:

- 1) students have received knowledge, acquired practical skills and are motivated to develop their school community and enhance their active citizenship (primary objective) continually;
- 2) the project is implemented. Undoubtedly, the last stage or the implementation of a project will be both the result and its final evaluation point. And indeed, it is at the implementation stage where the authors enjoy the fruits of the whole process of School Participatory Budgeting. It is at this stage where students realise that results may be achieved through other civil participation tools, e.g. petitions or consultations, and it is the result achieved that motivates them to continue: to be proactive, to obtain more knowledge, that is, to continue to achieve new and successful results.

Having enjoyed a positive experience, students become aware of their ability to influence decision-making that leads to clear results. Now we can clearly see that the basic standards, principles and approaches listed in the general section of our recommendations, is not a mere theory. If we abide by them and achieve the two deliverables above, then we will get the most precious result, which is a proactive youth vigorously participating in decision-making on issues related to them. So, all goals and objectives of School Participatory Budgeting are achieved.

Proceeding from the expected results, three main School PB models are conventionally singled out: i) classic, ii) participative, iii) decentralised. It is also obvious that a student (a boy or a girl of a given grade) is a subject of the School PB process, and a project being developed by him or her is its object.

The boundary line of awareness of the possibility of developing a successful regulation

(Five criteria for development of basic models)

Usually, a model for School Participatory Budgeting is perceived linearly as a collection or a set of its parameters; and, usually, people try to write them out while finding answers to rather clear and understandable questions like who submits projects, how voting takes place, who may vote or what the sum of money is, etc. On the one hand, it is totally correct. However, such a "classic" approach is the main impediment to developing an effective, simple and efficient School Participatory Budgeting model. Many "lock horns" and make mistakes, principally at

this stage. Indeed, it is very difficult and nearly impossible to compare thousands of possible combinations that give an infinite number of models and predict simultaneously which of them will be effective and will make it possible to achieve the expected results (objectives) in a year. The following recommendation will allow you to cross this challenging Rubicon: begin the development of your successful model from clear criteria.

The project identifies three models that clearly differ in the following criteria (these criteria are defined from the expected objectives and are ranked in order of importance) and questions that need to be answered before starting to shape your own School Participatory Budgeting model. We have prepared an illustrative table, where criteria and questions are listed in the first and second columns, and the third column indicates possible options, however, not exclusively, so that you can add your own answers.

Table 2. Five criteria for developing School Participatory Budgeting models

Code	Criterion/level	Question characterising the criterion, to be answered in order to build your own Model	Optional Answers proposed - proceeding from the Ukrainian practice
1	2	3	4
1	budget holder (of the lower level)	who is the budget holder (of the lower level); at what level is the money allocated for project implementation spent?	a school, the district education directorate, education department, other departments
2	training	at what level(s) are students trained in democratic participation?	a school, the district, the city within the school programme, within the out-of-school learning
3	decision	Who (not how) decides on selection of winning projects?	students, the commission
4	funds	what is the funding source? within what programme or budgeted activity are funds allocated from the local budget for School PB projects?	a separate city programme, within the framework of existing competitions under departments (public budget, mayor's grants, youth contests, etc.)
5	manager	who manages the School PB process at the city level as a whole?	education department, several departments, structural units responsible for the civil participation in general, other department or directorate assigned with responsibility for participatory budgets.

It is obvious that criteria 1 and 2 are related to objects (projects) and subjects (students) of School Participatory Budgeting.

It remains to determine the functional levels of the organisation of processes and roles of actors (stakeholders, participants) for School PB processes. These are the third and fourth criteria.

We have elaborated clear recommendations to help you to find answers to these questions and define five main criteria to underpin the development of a successful model of your community's School Participatory Budgeting.

The decentralised model

Genuine school self-government and full participation of students in the decision-making

Criterion 1 (budget holder) and Criterion 2 (training) are inter-related. Therefore we will consider them together. The main element of difference between models is how the process is managed at the school (education establishment) level. Indeed, it is there where the beneficiaries are located (subjects or students) and where the result (object or the implemented project) is being achieved.

The principle is simple: you can apply the fully decentralised model if all schools in your community without any exception are separate legal personalities (they have settlement accounts, receive funds from the local budget and are entitled to order works and services and purchase goods, in other words: to independently implement projects). The whole process then - training, voting, winner selection and project implementation - takes place at the level of each school. We believe it to be the best option, as all processes are linked to beneficiaries (subjects or students), everybody is involved to the fullest extent in developing, making and implementing decisions. Everybody sees with his or her own eyes and practically knows what the process of decision-making looks like, and can decide on whether the results achieved correspond to their idea and expectations.

Of all available models, the decentralised one makes it possible to reach the best results in School Participatory Budgeting. In addition, it reduces the functional workload on all structural units of local executive bodies along the whole chain of command. This model does not require additional (excessive) functions to assign officials responsible for the School PB at the city level. It fully complies with legislation in force and with the budgeting procedure in particular, which makes it possible to control and monitor expenditure at all stages. This being said, the city authorities establish the general framework, norms and deadlines determining all stages of School PB and approaches to the learning process (within the school or out-of-school programmes). This model also facilitates streamlining school processes, as each school establishes timeframes and processes that suit it best within the general deadlines for the School PB stages. Each school has an opportunity to adapt the training process, to nominate teachers responsible for teaching democratic participation to students, to establish timeframes for it and to decide also who would be the "facilitator" and the "consultant" for students during the development and submission of projects and voting for them. This provides the necessary general control over the School PB process by the community as a whole and maintains the necessary dynamics, mobility and individuality at the level of each school.

Cost estimates and draft budgets. As the implementation of projects (tender terms of reference drafting, and selection of contractors to implement projects) takes place directly at the school level; the experience of best practice in Cascais and Paris proves that it is feasible to draft the cost estimates of the projects with the help of school professionals. In such a way, students, in the course of training in the basics of democratic participation and project management, learn how to work out ideas, develop projects and assess their total costs, taking into account the practicalities and chances of being implemented. This approach gives children an opportunity to develop fully feasible projects and an awareness of the need to make their own ideas more down-to-earth in order to implement them.

Irrespective of the model chosen, teachers play an important role in the process of introduction of School Participatory Budgeting and must possess appropriate skills and competencies. It is recommended that training for the teachers of the participating schools and the officials responsible from the local self-government authorities, is provided at the beginning of the introduction (pilot stage) of School Participatory Budgeting. It is also recommended that external organisations are involved in the organisation and methodological support for capacity-building events. The Council of Europe project "Promoting Civil Participation in Democratic Decision-

Making in Ukraine" is ready to develop and implement capacity-building programmes and provide the certification of trainers. According to the methodology, teachers coordinate and manage processes at every stage of School Participatory Budgeting at the school level. A designated teacher or a group of teachers interact with the group of students representing school self-governance.

Actors under criterion 1 (budget holder) and criterion 2 (training). It is the director of a given school who monitors processes, bears responsibility for the stages, project implementation and budget spending in accordance with the legislation in force, designates the teacher(s) responsible, who together with the school group (council) or the inter-school council, manage all the processes (including training) at school within the framework of each stage of School Participatory Budgeting, for instance, chair or coordinate the groups of form teachers.

Criterion 3. Decisions. According to effective international practice, coordination and management groups are established annually at school level and are composed of members of a school self-governance structure to directly establish the characteristics of, manage and monitor, the whole process and all the stages of School PB at the school level (see examples of Vinnytsia and Cascais). In some countries where School Participatory Budgeting is introduced, there are inter-school groups composed of chairs of school-level groups.

The establishment of such groups is a separate process of team-building and developing additional competences and responsibility of students. It is also a unique opportunity to develop a student-oriented model of School Participatory Budgeting with due regard to the characteristics of each school such as its profile, out-of-school programme, number and age category of students, technical equipment, etc. An inter-school group is also an example of cooperation of school communities and an opportunity to share experience and practices, and disseminate knowledge on the best-implemented projects. We recommend establishing school groups as a mandatory first phase prior to the announcement of the collection of ideas and working out projects. Indeed, such freedom of choice gives students an opportunity to prove themselves, make decisions and start further on to independently introduce and monitor them. Students become aware of the nature and principles of engagement in decision-making through this process. As initiators of, and direct participants in, the implementation of their decisions, they understand in practical terms from the start what civil participation and decision-making exactly are, and what it means to bear responsibility for decisions approved.

The decentralised model does not require the establishment of a separate "higher" commission that would approve, allow or select projects or approve voting results. The whole process occurs at school level.

Actors, Criterion 3 (decision): students making decisions at voting, coordination and management groups, composed of members of school self-governance; both those at the school level and inter-school groups.

Criterion 4. Local budget funds. Usually, local self-government authorities allocate separate funds from city budgets to implement School PB projects (a separate city programme). The schools as budget holders of the lower level independently manage it and implement winning projects. We believe it to be the best financing option that makes it possible to fully comply with the budgeting procedure and ensure full and transparent monitoring of budget spending.

Simultaneously, piloting of School PB introduction for several years among selected schools, to develop and test the best School PB model tailored for your community, is also an effective international practice, as it provides a gradual capacity-building for all stakeholders.

If piloting is the case, then it could be feasible to allocate funds for implementing projects within the framework of a separate budgeted activity of the pre-existing city target programme, under the relevant unit responsible for the School PB or for the Participatory Budget as a whole, or, for instance, at the expense of separate targeted grants and public competitions (mayor's grants, city initiative competition, etc.). In any case, we recommend that

you always proceed from the principle of identifying the final budget holder, who will implement projects. If it is a school, then you may introduce the decentralised School Participatory Budget model in your community.

Actors, Criterion 4 (local budget funds): Finance department officials. Finance department professionals set up and distribute the general fund to implement all School Participatory Budgeting projects and monitor their application.

Criterion 5. A city-level manager. In most of the cases, the education departments of the executive bodies of city councils are responsible for the introduction of School Participatory Budgeting, and a deputy chair of this body controls it. We recommend adhering to this configuration as it fully provides for the organisation, methodology, norms, and regulations, and clearly separates the mandate and responsibility of each actor in School Participatory Budgeting.

Actors, Criterion 5 (city-level manager): education department officials. Education department officials: manage and coordinate the overall School PB process at the city level, identify general norms and rules, establish yearly indicators, monitor the stages and the implementation of projects at the city level; act within their mandate; do not influence decision-making on winning project selection; exert influence on drafting procedures, defining the overall level of funding the School PB projects' implementation, distributing budget funds between schools or project categories, establishing the budget ceilings for a single project; defining the deadlines for each stage. If separate education departments exist at the district level, they are assigned with the coordination functions related to School PB at the level of district schools. All other functions and tasks should be transferred as much as possible to the school level.

A participation model

How to avoid the risk of a "make-believe victory"?

What should be done if not every school is a separate legal person or there are districts with relevant education directorates in a city or if some schools did not obtain such status? What are Criteria 1 and 2? If this is the case, then schools also have an opportunity to fully provide the training²⁴, the submission and selection of projects. However, the implementation of the project (procurement, execution and control) transfers to the responsibility of another level, that is to the education department of the relevant district or of the city. The participative model requires additional regulation of the monitoring by the author, or a team of authors, of the implementation of the winning School PB project developed by them. Indeed, according to the legislation in force²⁵, it is not possible for third parties to interfere in the purchases and operations of business entities. If this is the case, then we recommend the following:

- 1) to focus as much as possible **at the school level** on the training of students in the basics of democratic participation, development of quality products (possibly in several stages and with additional sessions: evaluation of ideas, drafting projects and their cost estimates, finalising them), team-building, presentation and project selection and voting stages. It should be a practical learning process of building sustainable skills and competences, which students immediately practice while working out their own ideas and drafting projects. We do not recommend simplifying the process and teaching students only how to draft projects (project management) and focusing on voting and winning. In view of Ukrainian realities and international practice, such simplification usually leads only to a competitive effect and winning euphoria. Furthermore, it is this false "make-believe victory" that is perceived by students as a result, although in fact, it is not. Moreover, project implementation (contractor selection, terms of reference drafting for the project tender) is organizationally and territorially distanced from schools and students, and all these factors together become a real obstacle

²⁴ Article 11, paragraphs 2-3 of the Law of Ukraine "On complete general secondary education". Paragraph 25 of the Resolution of the Cabinet of Ministers of Ukraine "On the approval of the state standard of primary education" <https://zakon.rada.gov.ua/laws/show/87-2018-%D0%BF>

²⁵ The Law of Ukraine "On Public Procurement" <https://zakon.rada.gov.ua/laws/show/922-19>

and threat to full inclusion of students in decision-making. And here is the risk of not achieving our goals: a conscious child, a successful project, an effective tool for public participation.

- 2) **At the district or city level** (depending on the number of schools participating in School PB), we recommend establishing a separate expert group composed of relevant professionals to evaluate the feasibility of projects and provide recommendations as to their finalisation. It may also draft and adjust the cost estimates for the projects. Indeed, as the international practices and the results of several School PB cycles in Vinnytsia, Poltava and Kyiv demonstrate, students should calculate the total costs of their projects by means of a simple application form, and the expert group would have the responsibility of verification and drafting the final cost estimates for the projects. Therefore, it is not feasible to entrust the school principals with these duties or establish a special body at school level. The budget holder is, after all, responsible for the efficient use of funds and, accordingly, for the full application of the project budget. These are, according to the participative model, the officials of the district education directorate or another city body responsible for a certain number of schools. We do not recommend empowering the expert group with the right to reject projects definitely, but to evaluate them and give recommendations.

The actors according to Criteria 1 (budget holder) and 2 (training) are the same as in the decentralised model, except that the project implementation and the cost estimate evaluation are transferred to the upper level, that is, to the relevant structure unit of the executive body of the city council (education directorate, department, etc.). The expert groups should be established and approved, comprising professionals from relevant units, to evaluate project cost estimates.

Criterion 3. Decisions. If the participative model is the case, they are the same as the decentralised model. The establishment of coordination and management groups composed of students who are members (chairs, presidents) of a school self-governance at the school level and of an inter-school group, is also recommended. Their functions and powers should be the same.

In this way, training, project drafting and voting occur at the school level. The expert evaluation of projects and their direct implementation falls within the competence of the budget holder, that is, the education directorate or responsible department.

School Participatory Budgeting is organised in Vinnytsia city territorial community²⁶ in two stages. The first stage is the school one, as project development and voting take place at schools. The expert group representing the budget holder provides expertise and recommendations to further ensure the financing of project implementation. The second stage occurs at the city level - projects voted for and selected at the school level move to this stage. Qualification commissions comprising professionals from units of the administration, public and schoolchildren, are established at the level of the department responsible, or the district. These commissions possess various powers, from establishing time frames for stages, and project budget ceilings to the School PB general management. However, their main function is the final selection of winning projects, which have passed the school stage according to the criteria and the scores received. Each author or team of authors present their project publicly, and the commission assesses them, rates them and establishes winning projects.

If you approve this concept in principle, you should adhere to a clear balance, with transparency, being aware of the fact that the process becomes more "subjective" and starts to depend on many components, e.g. the composition of the commission, distribution of quotas between various categories of its members (for instance, authorities, parents and their children), their biases or interests. At the same time, this may be a mechanism not terribly effective for determining the winners, as again a competitive effect occurs between project promoters.

Actors, Criterion 3 (decision): students making decisions at voting, coordination and management group level (composed of members of school self-governance at the school level) and inter-school groups. Possibly, an expert group (assesses the cost estimates for the projects) and a qualification commission (if it decides on winners).

²⁶ Vinnytsia city territorial community: <https://schoolprojects.vmr.gov.ua/default.aspx>

Criterion 4 is the local budget funds, and Criterion 5 is the city-level manager. The financing model is the same as proposed in the decentralised model. However, different options are possible; for example, School Participatory Budgeting is a separate section of the general PB (in the form of a quota or a separate area) or functions as a separate competition program, such as mayor's grants. In this case, financing is provided by a separate city budget programme and is within the scope of powers of the finance department, and the organization of School Participatory Budgeting may belong to the powers of another department (directorate) designated as a contributor under this program. Practice, however, proves²⁷ that a separate stream of financing for School PB projects is the most effective tool; it simplifies the process to a large extent and makes it possible to avoid additional approvals that could affect the time frame for the implementation of winning projects and create additional risks to the process as a whole.

Actors, Criterion 4 (local budget funds) and Criterion 5 (city-level manager): professionals from the finance department and the relevant department (directorate) designated responsible for School Participatory Budget management.

The classic model of School Participatory Budgeting

This model envisages classic approaches to its development that are based on the functioning of the system of executive power, with a vertical structure of subordination, development and implementation of decisions. Therefore, the criteria are in reverse order.

Criterion 5. City-level manager. It provides for the management of the whole School PB process in accordance with the Regulation approved. Usually, it is the education department (directorate) or another structural unit of the executive body of the city council, responsible for civil participation and communication with the public.

Criterion 4. The **local budget funds** are allocated separately for the implementation of School PB projects. The main budget holder is the same unit that which has been designated as responsible for management of School PB (Criterion 5, "Manager"). The budget holders of the lower (second or third) level are schools or (district) education directorates, etc.

Criterion 3. Decisions. We think this is the cornerstone of this model. Indeed, several actors (department and directorate officials and schools) simultaneously bear responsibility, (including reputational and administrative), and execute control. Accordingly, each actor is ready to anticipate possible risks; "make assurance double sure" against violations, unrealistic projects, excessive workload, etc., at the early stages. The risks exist relating to additional stages of project selection and their finalisation, obtaining various certificates and approvals, rejection of projects as unrealistic, etc. In such a way, an environment is created where each actor can influence the development of projects, impose restrictions and block the implementation of "inappropriate" projects. Undoubtedly, this is not done for malign reasons, but to comply with the law and budget regulations, and to avoid abuses. However, it can restrict students' freedom of choice, influence their decision-making, and restrict their rights. This means the creation of an environment that makes it impossible to achieve the overarching goals: completed projects, bringing up a conscious student, effective use of School Participatory Budgeting as a tool for civil participation and the influence of school youth on decision-making. Of course, this is not necessarily the case in your community, especially if you have a well-organized system of public administration. However, you should be aware of possible risks and be able to avoid them.

Criterion 1 (budget holder) and Criterion 2 (training). This model envisages the establishment of additional consultative bodies empowered with the functions of independent assessment of projects, their rejection or, vice versa, returning them for voting. It significantly restricts the rights of students and confuses them. Project implementation becomes ever more distanced from their authors. The authors may observe a final result that is very different from what has been intended during the elaboration of the idea. The involvement of school

²⁷ Section 3. The Ukrainian practices

children becomes opportunistic and piecemeal. The emphasis shifts from educating a conscious and proactive citizen who knows how to interact with peers, implement their own ideas, cooperate with the authorities to achieve a specific result, to artificial victory in the competition. It poses a great risk as school children focus on voting instead of the outcomes to be achieved. They misunderstand, accordingly, the root causes of problems and methods of solving them. In order to prevent the possible risk of misunderstanding between the school level of project preparation and the structure responsible for its implementation, it is possible to preliminarily assess the project (refraining from decisions on its admission or rejection) at school level and preliminarily approve its budget only (project cost estimate) while the project author should be necessarily involved in the mutual approval process.

Table 3. Comparison of the three models of School Participatory Budgeting (five criteria characterising the basic models are highlighted in grey)

Cod e	Criterion	Classic	Participative	Decentralised
1	budget holder of the lower level	Department (district education directorate if present)	District education directorate (if present) or school	School
2	training	classic training in project development	unified general methodology	unified methodology an individual training model tailored to the needs of each school
3	decision	a city-wide stage or two selection stages (with emphasis on the voting mode)	two stages: students vote at school and the commission votes at the city level, selecting the final list of winners	students vote at school
3.1	commissions	commission (city-, district-, school-level)	expert group, city commission	school community group and the teacher responsible for representing the school
4	local budget funds (city programme, budgeted activities)	a separate city programme	a separate city programme, within the framework of existing competitions under departments (public budget, mayor's grants, youth contests, etc.)	a separate city budget programme distributed to schools
5	manager(s) at the city level	a department (of education) or a unit responsible for civil participation	a department or two (if the SPB is a part of the PB or other competition/grant) or a unit responsible for civil participation	a department (of education) Contributors the first one is responsible for the management the second one is responsible for finance

6	regulation	the same for all schools	the same for all schools with an opportunity to select the parameter options	A unified city-level Regulation establishes the general framework for all schools and the special aspects are established by additional school-level procedures in the framework of the Regulation
6.1	Conditions on the school level	absent	have limited options of amendments to general rules (projects' topics, voting mode, etc.)	fully develop the SPB individual model at the school level in the general framework of the Regulation
6.2	Rating	general or school-specific	school-specific and general	school-specific
6.3	Parallel processes	not provided for	establishment of GB quotas is only possible	possibly, a budget for schoolchildren projects inside the school or establishment of quotas for schoolchildren projects inside the city-wide (out-of-school) projects in the GB framework
7	Procedures regulated (including budgets)	yes	yes	yes

Recommendations on the development of a community-specific School Participatory Budgeting model

We recommend introducing the Decentralised model for School Participatory Budgeting and to develop the Regulation on this basis. However, if you decide to opt for your own model of School Participatory Budgeting, we recommend that you create a table with the five criteria of your own Model of School Participatory Budgeting using the example of **Table 2** (five development criteria for basic models of School Participatory Budgeting). **Column 3** contains questions characterising each of the five criteria. Please answer them and write them down in **Column 4**. You may use the proposed answer options, already inserted in Column 4, or write down your own answers. As a result, you will devise your own Model of School Participatory Budgeting, which will serve as a basis for Regulation drafting. When you have filled in the table, please proceed to Step 2.

STEP 2. DEVELOPING THE REGULATION ON SCHOOL PARTICIPATORY BUDGETING AND ITS PARAMETERS

The matrix for the development of the Regulation on School Participatory Budgeting and its Parameters.

Experts of the Council of Europe project have developed a special numerical matrix, of which a textual option is presented in Table 3, to draft a high-quality Regulation on School Participatory Budgeting, specially tailored to the needs of your territorial community. However, we recommend using the electronic option to more efficiently design the bases and parameters of the Regulation, with due regard to all online survey data and the findings presented by the participants to the Expert Camp "School Participatory Budgeting: best practices and search for decisions for communities in Ukraine"²⁸, studied in Section 4. The electronic numeric matrix is available at <https://bit.ly/2JZYJ9A>. You can also download it as a separate file here <https://bit.ly/3cylbTx>



Working with the matrix will give you all you need to prepare the draft **Regulation (2)** and the **Parameters (3)** for School Participatory Budgeting, and you can now proceed to its design.

Table 4. Matrix for development of the Regulation on School Participatory Budgeting and its Parameters.

The key criteria for a given model		Parameters	Please, select values for each parameter and develop options in line with your model			The section of the Regulation on School Participatory Budgeting, where to insert the value of an option
code	title		OPTION 1	OPTION 1	OPTION 1	
1	2	3	4	5	6	7

The matrix is a table consisting of seven columns and four blocks of parameters.

- Columns 1 and 2 are the code and the name of one of five criteria for School Participatory Budgeting Model, described in Table 1. These criteria are listed in the lines corresponding to parameters.
- Column 3 contains parameters with clarifying questions, of which the desired value should be selected.
- Column 4-6 (Options 1-3): enter in the cells of these columns the desired values, which you choose from those suggested, or enter your own value.
- Column 7 contains a hint, i.e. the title of the Regulation section where it is necessary to write down the selected value of the Parameter.

How to use the matrix By using the matrix, you can develop up to three options of sets of parameters for the Regulation. You should select the best option and draft the Regulation on the basis of its values.

Let us begin with developing your first Option 1 (column 4). Find the line with one of the five criteria (by code: column 1, or by name: column 2) which you have already worked on in **Step 1**. Enter the value of the criterion in the appropriate cell of the table (column 4). Fill in the other cells of the column with the parameter values.

According to a similar formula, define, if necessary, the parameter values for the second and third Options.

Evaluate all the three options. Select the best one; you can change the values of each of the parameters of the options in order to select the best and develop the final option. We recommend that you adhere to and do not change the values of the five criteria of the Model (1) of School Participatory Budgeting developed by you.

After selecting the best option, proceed to write the Regulation. For your convenience, we have separately indicated in the matrix the titles of the Regulation sections where this or that value of each parameter should be described. Please write down all parameters and values developed in the matrix in the appropriate sections of the Regulations.

The Regulation on School Participatory Budgeting is a comprehensive normative document that regulates the whole process of implementation of School Participatory Budgeting, takes into account the rights of children to participate in this process, and the characteristics of your community, establishes definitions and conditions, describes stages and procedures of the whole process of implementation of School Participatory Budgeting

We recommend adherence to the following example of the structure of Regulation on School Participatory Budgeting.

The structure of the Regulation; example of the city of Cascais, Portugal.

Article 1. The principles of Youth Participatory Budgeting

Article 2. The territory covered by the project (schools involved)

Article 3 The goals of Youth PB

Article 4. The participation model

Article 5. The budget for school projects

Article 6. The cycles of Youth PB (decision-making cycle, project implementation cycle)

Article 7. The phases of the decision-making cycle

Article 8. Preparation of the process

Article 9. Working groups inter-school and municipal

Article 10. Collection and selection of proposals according to conditions

Article 11. Technical analysis of proposals (together with the city council)

Article 12. Eligibility criteria for proposals

Article 13. Voting for projects

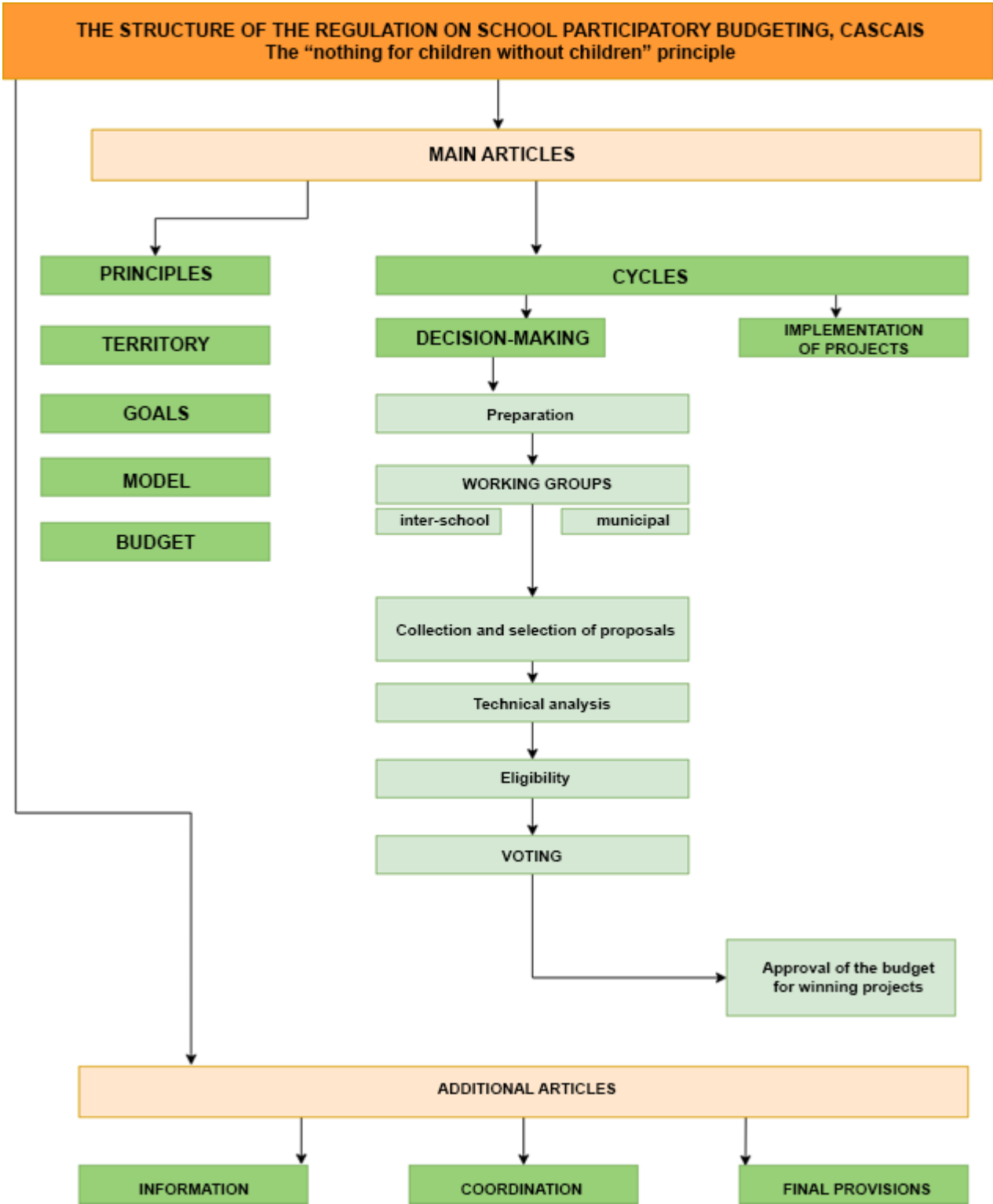
Article 14. Approval of the budget allocated for winning projects together with the municipal budget

Article 15. Information (right to obtain information)

Article 16. Coordination

Article 17. Final provisions (resolution of disputes or additional issues).

Infographics 4. The general structure of the Regulation of the city of Cascais, Portugal, and its main articles.



The structure of the regulation: a Ukrainian example.

The Regulation on support and implementation of School Participatory Budgeting in Poltava Region, hereinafter the "Regulation", identifies the main requirements for the management and introduction of School Participatory Budgeting.

SECTION 1. Describes the principles, standards, aim, vision, goals, objectives, expected results, standard definitions and general provisions.

- The Regulation preamble
- Definitions
- General provisions
- Working groups and commissions

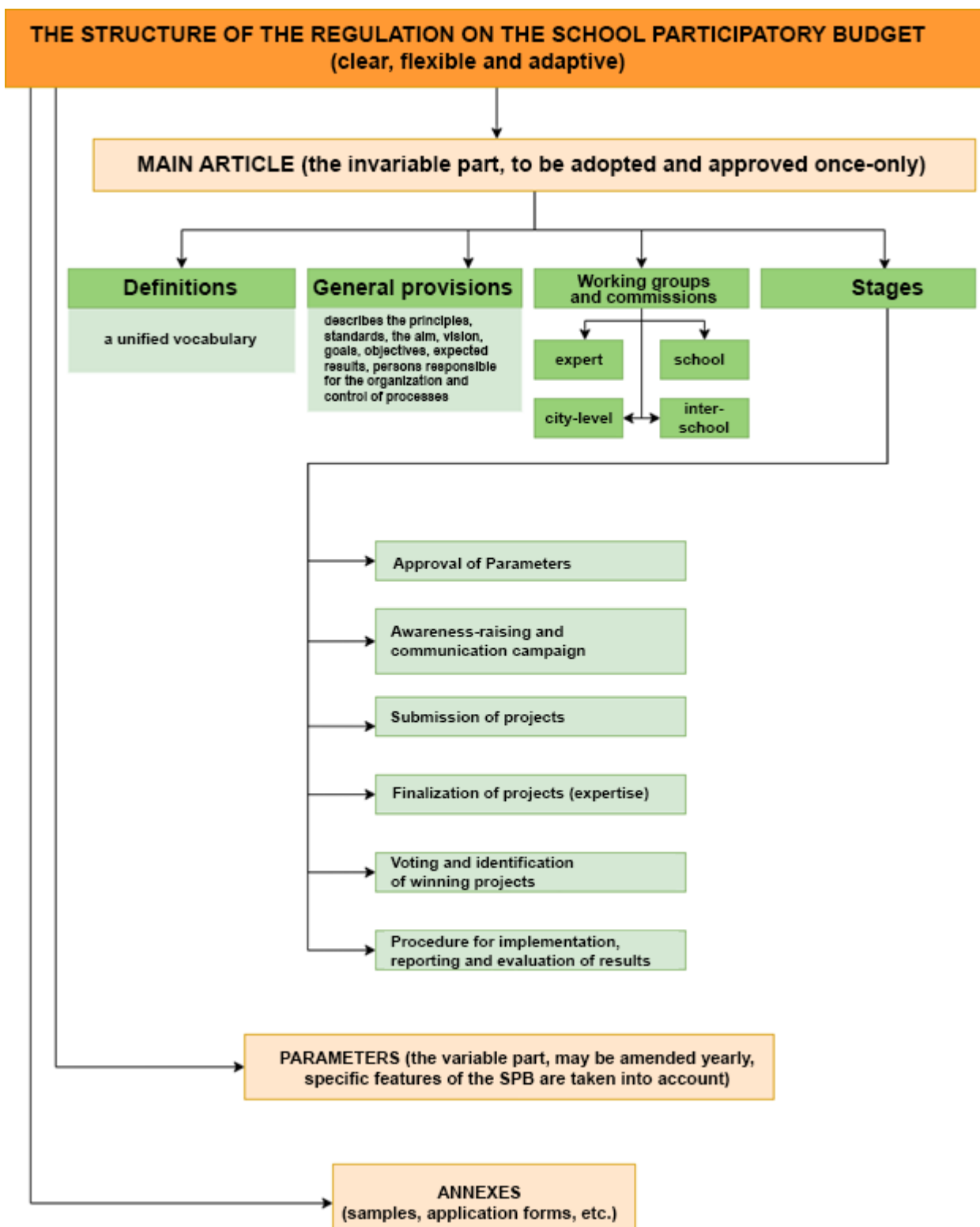
SECTION 2. Describes main stages of School Participatory Budgeting. In general, they are standard, do not require annual changes and ensure the stability and universality of the process, in order to comply with standards and principles - for all participants in the process.

- The procedure for awareness-raising and communication campaign
- The procedure for submitting projects
- The procedure for consideration, assessment and finalisation of projects (expertise)
- The procedure for voting, establishing the results and identification of winners
- The procedure for implementation of winning projects, reporting and evaluation of results.

SECTION 3. Describes the parameters of School Participatory Budgeting, subject to annual changes, for example:

- Priority areas for projects
- The age (grade) of students eligible to vote and submit projects
- The number of votes per person
- The calendar plan or deadlines for beginning and end of each stage
- The duration of the implementation of winning projects
- Other parameters.

Infographics 5. The general structure of the Regulation (Ukrainian example) and its sections



8. SCHOOL PARTICIPATORY BUDGETING PROJECTS IN UKRAINIAN COMMUNITIES: SUCCESS STORIES

An opportunity to implement projects is the main motivation at each stage of School Participatory Budgeting. Indeed, both students and the authors clearly see the results of their work, which are of practical use for other students, including those of the same age. Eleven projects won in Vinnytsia Region in 2019, receiving the planned funding of UAH 1 million. Each of them has been successfully implemented, and implementation reports can be found on the City Council web page dedicated to School Participatory Budgeting²⁹. Sixty-two projects were identified as winners by e-voting in Poltava Region in 2019; they are now being implemented³⁰. School Participatory Budgeting is first and foremost about children!

Indeed, the school students' proposals have won strong support. 160 projects have been submitted in Poltava Region. All of them have been selected and admitted to the voting phase. More than 33,000 residents voted in 20 days, making over 58,000 votes in total. Nearly 9,000 students participated in the project voting, 83 projects were submitted to the school phase, 21 projects³¹ reached the city-level phase, 54 students received project management training, and 100 senior high school students participated in the student forum following the implementation of the projects in Vinnytsia ATC. So, the first-ever year of implementing School Participatory Budgeting has demonstrated a high level of involvement and its educational component is indeed significant.

Together with the professionals from the Vinnytsia City Council and Poltava Regional Council, responsible for School PB, we selected for your attention six exemplary school projects which have already been supported and implemented (as in Vinnytsia) or which are currently being implemented (as in Poltava Region).

Vinnytsia Amalgamated Territorial Community. Three Success Stories.

*"Creating a city that would be really child-friendly and provide children with a comfortable environment for their development is one of the priorities of the Vinnytsia Development Strategy for 2020. However, we realize that the community cannot be seen as child- and youth-friendly if only adults decide what is best for children and young people. That is why we constantly search for new ways of involving children and young people in decision-making on community development. Participatory Budgeting has been introduced in Vinnytsia since 2016; we noticed that school students elaborate lots of projects. So we decided to encourage teens to get involved in important decision-making and introduced a particular School Projects' Budget contest, where students of secondary and high school may participate", says **Serhii Morhunov**, Chairman of the Vinnytsia City Council.³²*

The first, or the school phase, took place in Vinnytsia in April-May 2019. Each school managed it on its own terms. They collected ideas that could, in the students' opinion, make their lives better. Afterwards they voted and selected one project per school for the city-level phase.



²⁹ <https://schoolprojects.vmr.gov.ua/Lists/List/ShowContent.aspx?ID=6>

³⁰ <https://smartregion.pl.ua/sb>

³¹ <https://schoolprojects.vmr.gov.ua/Lists/List/ShowContent.aspx?ID=5>

³² <https://www.vinnitsa.info/news/vinnyts-kyy-mer-vzyav-uchast-u-telemosti-z-shkolyaramy-hovoryly-pro-byudzhet-shkilnykh-proektiv-foto.html>

Infrastructure projects (equipment of creativity and leisure areas, refurbishment of assembly halls, libraries, radio rooms, and various sections of student lounges) appeared to be among the most popular student proposals. There were also social projects: combatting bullying and first aid training, among others.



The School No. 3 (communal institution "the general educational school of levels I-III No. 3 named after Mykhailo Kotsiubynskyi under the Vinnytsia City Council") acquired interesting experiences implementing the **"Knowledge means life"**³³ awareness-raising project. The project team promoted life-saving training and even shot an interesting video: <https://youtu.be/AOqtHFMPxQ>. This project received support and was

successfully implemented. Mobile models and emergency first aid training devices were purchased. Fifteen school employees and 200 students of 8-11 grades have already received basic first aid training under this project. Teachers and students from other city schools are also expected to be trained in 2020.

Among the projects related to infrastructure, it is worth mentioning the **"ACTIV SCHOOL art space"**³⁴ project implemented at School No. 22 ("general educational school of levels I-III No. 22 under the Vinnytsia City Council"). The team's objective was to equip a separate room for student meetings and training, after classes, to enhance the efficiency of student self-government. The project was submitted at the students' request to School Participatory Budgeting. And it won. The City Council decided to allocate nearly UAH 100,000 from the Vinnytsia City ATC budget, and one of the utility rooms was re-equipped as a separate room for the School Presidential Council.



The **"Assembly hall: a creative art space"**³⁵ project implemented at School No. 27 (communal institution "general educational school of levels I-III No. 27 under the Vinnytsia City Council") is one more example of a school infrastructure project which won in the School Projects' Budget contest and received about UAH 100,000 from the city budget. The key idea was to turn a classic school assembly room into flexible space with different areas and opportunities. Consequently, the assembly hall was divided into well-equipped creativity, leadership, motivation, and BookCrossing areas. Today the assembly hall is not a space for concerts and assemblies only; training and leadership school classes are held there, and an unconventional reading hall is open there once in a week.

³³ The budget for the "Knowledge means life" project: <https://bit.ly/34rWg11>

³⁴ The budget for the "ACTIV SCHOOL art space" project: <https://bit.ly/2Xnts8E>

³⁵ The budget for the "Assembly hall: a creative art space" project: <https://bit.ly/3c6VdGi>

School Participatory Budget in Poltava Region: Stories That Become Reality.

"School Participatory Budgeting is a new challenge for us. We want our children to be self-organised as early as at school, to participate in reforming their educational institutions, that is not to be afraid to assume responsibility for school life and the conditions of their schools", says **Oleksandr Bilenkyi**, Chairman of Poltava Regional Council.

Students from 23 districts of Poltava Region produced a vast spectrum of ideas for projects to be included in School Participatory Budgeting: upgrading of school grounds (tennis courts, volleyball and basketball grounds, outdoor fitness equipment, bicycle parking, green zones); modernisation of school cafeterias, gyms, changing rooms, assembly halls; modernisation of equipment and facilities (sports equipment, library funds, teaching equipment, and instruments for physics, chemistry and biology laboratories, and foreign language classrooms, computers, sound equipment); safe and comfortable environment (good quality drinking water, video surveillance, modern design); innovations (virtual reality headsets, school radio, blitz chess championships for young people); leisure areas at school grounds and on the premises, etc³⁶.

The Poltava model of School Participatory Budgeting differs in that the projects should improve the educational resources at schools in the region.

So, let us begin right away with innovations! **Virtual Reality Headsets**³⁷, Applications, and Contents for Interactive Lessons in School No. 10 Named after Volodymyr Korolenko under Poltava City Council. Daria Kabak, the team leader, proposed such a fascinating project with the total budget of UAH 100,000 (joint funding of UAH 50,000). It gained the support of 2,065 votes.

The project is estimated to cover 200 students from Grades 8-11 and members of the school study group. Following its implementation, the students will be able to use virtual and augmented reality to study biology, chemistry, geography, art, history, and astronomy. They will be able to learn lessons more thoroughly, contemplate international events, participate in archaeological field surveys, and research the outside world and the features of living creatures in a fascinating interactive mode. Indeed, the largest possible use of immersive technologies in education gives an opportunity to control events and change their scenarios totally. It is as if a student him/herself bears witness to historical events, performs physics, astronomy, or chemistry experiments, or solves problems in a gamified and straightforward mode. This project widens students' vision and understanding of the outside world, increases motivation and successful learning, and stimulates brain activity.



³⁶ <https://smartregion.pl.ua/sb/about>

³⁷ The detailed description of the "Virtual Reality Headsets" project: <https://smartregion.pl.ua/sb/projects/2/13>



The American Classroom as a Chance for Every Zinkiv Resident³⁸

- that is the name of the English classroom equipment project, which Yelyzaveta Datsenko, the team leader, proposed together with her team for the School Participatory Budget. She studies at the Zinkiv city lyceum. "The school students are in no way excited by an opportunity to study English by old-fashioned textbooks and through the standardised programme, which lags well behind modern requirements", points out Yelyzaveta's team. Since Ukrainians made their clear choice towards entering the

European Union, the need to be proficient in English has significantly grown. The project intends to equip the classroom with a projector and a multimedia board, hang posters and motivational slogans, and purchase books to learn English and American board games. This project is for all lyceum students and city residents. UAH 100,000 is the total project budget, and joint funding is planned for a total of UAH 50,000. This project won, having received 1,303 votes.

The project team and all who voted for it expect that the project will be successful in ensuring growing interest in learning English and promoting open communication among lyceum students and various groups of town residents. Among their plans for the near future, an evening school for everybody wishing to learn is opening shortly.

School radio "Jymnasia hit", Lokhvytsia, Lokhvytsia District³⁹

"We have a large school building, so a lot of time is needed to bring notices to everybody; but the school radio will enable us to do it quickly, simply and efficiently", says Daria Diachenko, project team leader from Lokhvytsia. This project, with a total budget of UAH 94,700 and UAH 50,000 joint funding, received the support of 1,226 votes and won. Now there will be radio equipment installed in the school. As envisaged by the project, it will provide for efficient communication, enable a new focus on preparing quality information relevant for all the school community and notifying students and teachers of pertinent information related to our establishment, and help to develop creative thinking and elocution. We expect that the project would help to make education more efficient, serve as a base for new forms of learning, which, for their part, will encourage students to develop their personalities, increase their motivation to learn and enhance their creativity, and there would be an environment for consolidating the school team. "We deem it necessary to develop the student self-governance through the well-established radio broadcasting", says Daria.



³⁸ The detailed description of the "American Classroom" project <https://smartregion.pl.ua/sb/projects/2/7>

³⁹ The detailed description of the "Jymnasia hit school radio" project <https://smartregion.pl.ua/sb/projects/2/41>

9. THE CONCEPT OF REGULATION OF SCHOOL PARTICIPATORY BUDGETING

Developed by Maksym Lukiniuk, National Expert of the Council of Europe, in cooperation with the expert group (A. Stelmashov, E. Lamakh, O. Kovalenko, V. Kebalo) in the framework of the implementation of the Council of Europe Project "Promoting Civil Participation in Democratic Decision-Making in Ukraine". The Concept of Regulation of School Participatory Budget (SPB) and the recommendations set out below have been developed following analysis of international and Ukrainian SPB regulation practices, in particular, in Cascais (Portugal), Warsaw and Gdańsk (Poland), Paris (France), Lithuania, and Vinnytsia and Poltava Region (Ukraine).

The Regulation preamble:

School Participatory Budgeting is an instrument of civil participation enabling school students to improve education and out-of-school activities by submitting improvement ideas to school project contests and selecting winning projects to be further implemented in their schools. School Participatory Budgeting has an objective of teaching students how to generate and develop their ideas, create projects, communicate and work in teams, develop a sense of belonging and understand the importance of their voices. It will enable bringing up proactive and intelligent citizens capable of participating in future decision-making in their community and in society as a whole.

Section 1. Definition of terms and general provisions

1.1 Definition of the term "School Participatory Budget" (SPB)

- Please define what School PB is like in your city.
- What School PB model do you want to introduce?

A recommendation:

School Participatory Budgeting in the city of ____, hereinafter "School PB", is the process of interaction between the self-government authorities and young people, aimed at involvement of students of general secondary education schools of the city of ____, aged between __ and __, in participatory budgeting through submission of projects, open voting, and implementation of winning projects selected by the students of a given school themselves.

There should be a single SPB Regulation for all schools, and funds should be allocated for each school separately; school administrations should implement projects within their schools and projects submitted by students of the same school should compete at the contests.

We propose to abandon the idea of introducing SPB in each school at once, select schools capable of a successful SPB introduction and extend the accumulated good practice to other schools (i.e. the pilot period).

Please specify your option if different from that recommended:

1.2 Definition of the term "the author of the idea and the project team"

- Is the author of the idea a student who proposes an idea to develop a project on this basis?
- Is the author of the project a student or a team of students from the same or different classes, who develop a project together following the proposed idea?
- Who at school has the right to submit projects to SPB?
- How do you define the age limits for authors?
- How shall a team effort be developed in the course of the submission/implementation of a project?

A recommendation:

An individual student, as well as a team of three persons, can be the author(s) of a project

A student of grades 5-11 can be the author of a project

A team of authors consisting of students from the same school. Schoolteachers and parents may also be members of a team.

Please specify your option if different from that recommended:

1.3 Definition of the term "project" and the essential features of a project

- Please give your definition of the term "project"
- Do projects fall into small and large project categories?

A recommendation:

A project is a programme or an action plan or a work package presented in the form of a description, including the project's rationale, supplemented by photos, calculations and drawings (maps, schemes) (if possible), explaining the essence of the author's idea and its implementation feasibility within a given school and in the framework of School Participatory Budgeting.

Projects are divided into large and small.

Please specify your option if different from that recommended:

1.4. Definition of the term "contest commission"

- Please give your definition of the term "contest commission".

A recommendation:

A contest commission is a working body established by a school principal for the period of Participatory Budget implementation within a given budget year. Its members coordinate the implementation of the key measures and objectives related to the introduction and functioning of the Participatory Budget, as provided for by this Regulation.

Students of different classes, schoolteachers and students' parents form contest commissions.

Please specify your option if different from that recommended:

1.5. Definition of the term "school group"

- Please give your definition of the term "school group".

A recommendation:

A school group is a group of students of different classes established by the contest commission to organise and implement School PB.

Please specify your option if different from that recommended:

1.6. Procedures for SPB funding and SPB implementation time frames

- How should funds be allocated for the implementation of SPB projects?
- What should be the time periods for implementation of winning projects?
- How should the allocated funds be divided for each school? Should it be done in proportion to the number of students or in equal portions for each school?

- Should there be a fixed amount of funds that could be spent in full to implement projects? (For instance, UAH 70,000 may be allocated per school, and the Regulation may provide funding of up to UAH 10,000 for a small project and up to UAH 30,000 for a large one. It means that there could be seven winning projects: four small projects and one large project. ALTERNATIVELY, one project may take the whole UAH 70.000.)
- Alternatively, should funds be allocated depending on the maximum number of projects that may win? (For instance, it may be established in the Regulation that there should be no more than four winning projects: one large (up to UAH 30,000) and three small ones (up to UAH 10,000 each)).

A recommendation:

- The SPB may be financed through a separate programme to be approved by the city council or by separately allocated funds to be added to the established Participatory Budget within the same programme
- The volume of funds allocated per school should be fixed, and the number of winning projects should be identified by voting (for example, UAH 70,000 is allocated, four small projects and one large project)
- As in Participatory Budgeting, the School PB funds finance projects, submitted to voting, if their implementation is feasible within a year.

Please specify your option if different from that recommended:

Section 2. Awareness-raising campaign

2.1. The SPB awareness-raising campaign in schools

- How should SPB-related training for students and teachers be financed? What item of a city budget should be appropriate for such funding? For instance, *students' training* may include project drafting, cost estimates, project presentation and promotion, SPB procedures at school, project implementation process with minimal supervision. There may also be *the training for teachers and contest commissions* involved in the SPB who would help children in drafting projects and cost estimates
- How should an awareness campaign be carried out?
- Should there be separate financing for an awareness campaign?
- Who will manage this money? What areas may that money be allocated to?

A recommendation:

An awareness-raising campaign should be carried out to inform students and teachers of the key provisions and principles of SPB, as well as about opportunities and areas of implementation. Moreover, the awareness-raising campaign provides information on timelines and deadlines for events, their sequence, projects submitted and approved for voting, voting results, the status of winning projects' implementation etc.

A promotion campaign is a process when the author disseminates printed materials (e.g. flyers) among school students and presents his or her project, explaining its rationale and advantages compared to other projects.

Awareness-raising campaigns may be financed as part of the overall School Participatory Budget funds, or separately within other city programmes. These campaigns should, in any case, be financed separately from the implementation of winning projects. Its volume should amount to 5% of the total SPB funding.

Training is being held in schools, dedicated to project drafting, SPB organisation and dissemination of best practice among schools and cities.

Please specify your option if different from that recommended:

2.2 Project presentation

- Should authors present their projects to school students?
- How many presentations should be made? At what time?

A recommendation:

A public presentation of projects is an obligatory part of the process.

Contest commissions should establish the number of presentations. It could be a single big event where all authors present in turn their projects in a school assembly hall. Alternatively, there could be several small events where a certain number of authors present their projects for students interested in their ideas.

The projects are presented after the Contest Commission has approved the project list to be submitted for voting.

Please specify your option if different from that recommended:

Section 3. The contest commissions, their functions and powers. School group.

3.1 Definition of powers and functions of a contest commission

- Who can be members of a contest commission? How is its composition identified?
- In what way are the members of a commission approved?
- What are the powers and functions of a contest commission? What rights does it have?
- How are decisions made within a contest commission? What are the principles of its work?
- How often should a contest commission meet? If it meets often, could members of a parents' committee attend its meetings?
- Should there be an auxiliary student body at school, which could help in organising and implementing SPB? What powers should it have?

A recommendation:

A contest commission should include two teachers/deputy principals, two parents' council members and three students.

The school principal should approve the membership in the contest commission.

Contest commissions should have the same powers in each school.

A commission works by holding meetings.

It should have the powers to:

- analyse projects and send them back for reworking if needed;
- submit selected projects to the relevant city council unit for their evaluation;
- organise and coordinate SPB in general;
- help to draft projects and prepare cost estimates/calculations related to projects;
- approve voting results;
- provide support to project authors in terms of information and management;
- consider disagreements arising in the course of implementation;
- ask the Education Department to help if it lacks powers to address an issue independently.

An obligatory subsidiary body (a school group) should be established at school, of not more than ten students, to assist in managing the SPB. The Group also could further teach students how to draft projects, which includes calculations.

The contest commissions should establish the functions and powers of the school groups.

Please specify your option if different from that recommended:

Section 4. Projects and procedures for their submission

4.1 Definition of a form/text of a project and its topic

- What information should the author of a project provide?
- How should the cost estimates be prepared at the application-drafting phase?
- What topics may students assign their projects to?

A recommendation:

Simplicity and ease of writing are the key principles of project drafting. Key elements of a project are as follows: 1) the name of the project, 2) team/author, 3) purpose, 4) objectives, 5) target groups, 6) needs, 7) implementation time limits, 8) a brief description of the project and measures to be taken.

The authors draft the descriptive parts of their projects and prepare, if possible, project cost estimates in four parts: 1) purchasing of goods, 2) works and services, 3) project documentation development costs (if necessary), 4) reserve funds (up to 10 %). In fact, there will be four different calculations with lists of goods and services and their quantities.

If authors experience difficulties in preparing estimates/calculations, they may ask the contest commission to help them.

The ideas of the projects should aim at the improvement of a school, its territory, education process or out-of-school time (sports groups, clubs, hobby and study groups related to culture, education, sports, recreation, research). Only students of grades 6–11 may submit projects, which include measures to be taken, and the authors should implement their projects under the supervision and with the help of school administrations or contest commissions.

Please specify your option if different from that recommended:

4.2 Volume of funds to be allocated to projects

- Do projects fall into small and large project categories?
- What sums of money should be allocated for small and large projects to prevent the influence of school administrations on students?

A recommendation:

Up to UAH 10,000 for each small project, to enable consolidation of students with small-scale ideas under a single project

Up to UAH 30,000 for each large project.

Please specify your option if different from that recommended:

4.3 Components of a project application. Requirements for a project

- What documents make up a project application?
- What are the requirements for a project? What issues are prohibited from financing within SPB?

A recommendation:

A project is made up of a form/application and a cost estimate. Authors may attach photos, drawings, schemes, descriptions, graphics, additional explanations, etc.

A project should be implemented within the school territory and within a single budget year, and be available to all.

An exhaustive list of requirements and prohibitions relating to projects is established. One of the prohibitions stipulates that projects related to school premises and school grounds should not envisage running, structural,

internal or facade repairs. Projects that include equipment purchase may include internal repair works if the cost is less than 30% of the project estimate.

Please specify your option if different from that recommended:

4.4 Preliminary collection of signatures in support of a project; the number of projects from an author

- Should the author collect signatures in support of his or her project?
- How many projects can author(s) submit?

A recommendation:

International practice indicates that an author needs not collect signatures in support for a project. An author or a team of authors should have the right to submit one large and one small project.

Please specify your option if different from that recommended:

4.5 Procedures for submission of projects to contest commissions

- How should projects be submitted to contest commissions (by electronic or paper means)?

A recommendation:

Projects are submitted in paper or electronic forms. Contest commissions establish the format of project submission (we kindly ask you to take note of the recommendations provided in the booklet "School Participatory Budgeting: Implementation Tools").

Please specify your option if different from that recommended:

Section 5. Procedures for consideration and evaluation of projects

5.1 Preliminary consideration of projects

- What school body should preliminarily assess projects? What are the deadlines for such an assessment?
- What are the procedures for project rework and its deadlines?

A recommendation:

Contest commissions should preliminarily assess projects at school level, within 15 working days. A contest commission should invite the author to its meeting where the project is being considered and decided upon, if the commission needs additional explanations related to the project idea or its implementation, or if the project is returned for reworking. A project should be reworked within seven calendar days.

Please specify your option if different from that recommended:

5.2 Procedures for approving projects

- What body should provide for final evaluation of projects?
- What are the deadlines for consideration of projects?
- Can projects be further reworked after the final evaluation?

A recommendation:

Contest commissions submit the selected projects to the relevant city council unit (education unit/department) for their final analysis and evaluation (positive or negative).

The unit responsible should consider projects within 20 working days.

The unit responsible may return projects for reworking. Such projects should be reworked within seven calendar days, no more than once.

Positively assessed projects should be submitted back to schools for voting.

Please specify your option if different from that recommended:

Section 6. Voting management

6.1 Use of electronic resources

- Is there a need for a separate SPB electronic resource? What particular functionalities it should have, compared to general PB (EEF or IBSE resources)?

- Who should the administrators of electronic resources in schools be?

A recommendation:

In current circumstances, the "Participatory Budgeting" resource of the East Europe Foundation may be adapted to meet SPB basic needs. However, a separate and user-friendly resource, tailored to SPB needs, should be developed in the future. School principals or contest commissions should appoint administrators of the electronic resources.

Please specify your option if different from that recommended:

6.2 Persons eligible to vote and their age

- Do school staff members (teachers and others) have the right to vote?

- What is the minimum voting age for students?

A recommendation:

Only school students have the right to vote.

Students in grades 5 to 11 have the right to vote.

Please specify your option if different from that recommended:

6.3 Voting methods and the number of votes per student

- How should voting be organised: by electronic vote or paper ballot?

- How should the identity of a voting person be ascertained?

- What are the time limits for voting?

- How many votes should be assigned to each student?

A recommendation:

The choice of voting system should safeguard the following principles: inclusiveness, availability, transparency, anonymity, justice.

When approving the Regulation, voting methods should be selected with due regard to the capabilities of a given city council.

We recommend combining a paper ballot with e-voting. Student IDs or QR codes can ascertain each student's identity. A unique QR code can easily be created for each student, with little time or cost involved; Council of Europe consultants can assist in the implementation of this technique.

Regardless of whether a paper ballot or e-voting system is in use, the time span for voting should be no less than eight calendar days.

Any student is entitled to vote for one large and one small project.

Please specify your option if different from that recommended:

Section 7. Establishing results and selection of winners

7.1 The procedure for selecting winning projects

- How should winning projects be selected?
- How should a winning project be selected if controversies arise?
- Who should collate the results and approve the winners' list?

A recommendation:

Projects that receive the highest total score according to a rating system are the winners. If two or more projects receive the same score in the vote, the project registration date should define the priority.

Contest commissions should identify and approve the lists of winning projects. Following the collation of results, contest commissions should submit lists of winning projects to the relevant city council unit.

Please specify your option if different from that recommended:

7.2 Highest possible number of projects to be implemented in a given school

- Should the Regulation provide for the maximum number of projects per school, so that if such a threshold is exceeded there would be no implementation of extra projects?

A recommendation:

We do not consider it necessary to limit the number of winning projects. Only the volume of funds allocated to a given school should limit the number of projects. At the very least, it is possible to impose a limit on the number of projects; however, it should permit for no less than one large and two small projects per school.

Please specify your option if different from that recommended:

Section 8. Approval of expenditure and implementation of winning projects

8.1 Procedure for implementation of projects and supervision of their execution

- Who implements the winning projects? Should it be the education unit (department) or the school itself?
- How can the author(s) supervise project implementation?
- Can the contest commission exercise supervision?

A recommendation:

A school in its capacity as a legal person may be both the contracting authority and implementer of a project. Project author(s) and the contest commission (on request) may, under existing legislation, be involved in the implementation of a project (providing author and technical supervision).

Please specify your option if different from that recommended:

Section 9. Reporting and project implementation results assessment

9.1 Procedures for reporting during the implementation of projects and erecting information signs

- What time limits and phases should be established for reporting?

A recommendation:

If a school is the implementer of a project, there should be interim reporting every two and four months, and a final report should be made following the implementation of a project. Reports should be addressed to contest commissions.

Following the implementation of projects, an information sign should be erected next to each implemented project providing information about its author and any others who supported the project.

Please specify your option if different from that recommended:

10. THE LIST OF SOURCES, MATERIALS, REGULATIONS

№	Name of source
	1 LAWS/ GUIDELINES
	FRANCE
1.1.	Paris (France) The Chart on School PB
1.2.	Paris (France) The Chart on PB
1.3.	Paris (France) The Guide on BP
	POLAND
1.4.	Gdansk (Poland) A Special guideline
1.5.	Krakow, (Poland) The SPB in the local Resolution
1.6.	Participatory Budgeting in Poland New Legal Regulations And Rules For Implementation
	PORTUGAL
1.7.	Cascais (Portugal) Cascais City Council regulation on Youth PB
	LITHUANIA
1.8.	Lithuania Youth Policy The Concept of Lithuanian National Youth Policy
1.9.	Vilnius (Lithuania) A Short Practical Guideline
	UNITED STATES
1.10.	Brooklyn, NY (USA) Participatory Budget Guideline
1.11.	US Legislation on Participatory Budgeting Works in Schools

	UKRAINE
1.12.	Poltava City Council Regulation, guidelines on PB
1.13.	Poltava City Council Regulation on School PB
1.14.	Vinnytsia City Council Regulation on School PB
	2. PUBLICATIONS/REPORTS
2.1.	Participatory Democracy in Region Poitou-Charentes (France)
2.2.	Paris PB Good Practice Summary
2.3.	Participatory budgeting EU Report
	3. RESEARCH ARTICLES
3.1.	Unleashing Student Power: PB in Colleges and Universities
3.2.	How students can decide school budgets and policies
3.3.	Cascais bets on its young people and involves them in governance Cascais YOUTH PB
	4. MANUALS
4.1.	Manual School Participatory Budget SOEN
4.2.	School PB, NY Department of Education (US) Training Materials
	5. PROJECTS
5.1.	Warsaw City Council within the project Young Warsaw. Cool city for the youngsters 2016-2020
5.2.	EU Commission Youth PB Accelerator

5.3.	Scotland Participatory Budget in Schools
5.4	Cascais School Participatory Budget
5.5	Paris School Participatory Budget
	6. TEMPLATES OF PROJECT APPLICATIONS
6.1.	Paris template of project application
6.2.	Warsaw template of project application
	7. CASE STUDIES
	FRANCE
7.1.	Case Study Paris
	PORTUGAL
7.2.	Case Study Cascais
	POLAND
7.3.	Case Study Polish Practice
7.4.	Case Study Gdansk
7.5.	Case Study Warsaw
	UNITED STATES
7.6.	Case Study Participatory Budgeting Project
	LITHUANIA
7.7.	Case Study Vilnius
	ITALY

7.8.	Case Study Milan
	UKRAINE
7.9.	Case Study Poltava
7.10.	Case Study Vinnytsia
	8. PB WEB PAGES
8.1.	Paris Participatory Budgeting
8.2.	Cascais Participatory Budgeting



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The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, 27 of which are members of the European Union. All Council of Europe member states signed the European Convention on Human Rights - a treaty aimed at protecting human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention by the member states.

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