OpenBudgets.eu: Fighting Corruption with Fiscal Transparency

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Stakeholder Identification Strategy and Outreach Plan

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Abstract: The stakeholder mappings strategy and outreach plan provides guidelines and methods to map and engage with stakeholders and publics that are related to the Openbudgets.eu project.

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Executive Summary

The stakeholder mapping and subsequent outreach strategy for OpenBudget.eu is innovative in many ways. While the topic of EU budget and spending affects citizens and policies across many areas, it is rarely broached in the media or in advocacy. Thus we have on the one hand stakeholders that could encompass an entire political spectrum, and on the other very few existing channels and platforms that would make traditional outreach meaningful. The publics that gather and disperse around particular issues in time would not be captured by the traditional methods. This report aims to provide guidelines and methods to map and engage with fluid stakeholders as well as publics around the issue of public budget taking test-cases of the EU-budget, the UK spending review, and the network of transparency organisations in the Czech Republic.

In particular, the stakeholder mapping strategy has two goals: first, to discover latent audiences and publics for the project OpenBudgets.eu and extend the current networks, and second, to concentrate on the known actors and target audiences of OpenBudgets.eu. The discovery of these audiences and publics requires a combination of conventional participatory stakeholder methods and new digital stakeholder mapping tools. The mapping and deeper focus on known actors and stakeholders is done with the help of our use-case partners who are part of or partner to our target audiences: J++ for journalism, TI-EU for MEPs and NGOs, and Civio for CSOs and local public officials.

We begin with a brief description of current methodologies, including both participatory and digital stakeholder mapping methods. In the data collection section, the findings from the first stakeholder workshop as well as digital stakeholder mapping test cases are presented. Finally, we discuss the new methodology and propose strategies for future work in the area.

Our outreach strategy builds upon the learnings from the stakeholder mapping and develops a concrete ‘menu’ for stakeholder mapping strategies. This provides the first step on an ongoing investigation of the relevant stakeholders and publics and thus informs the outreach strategy. The goal of the outreach strategy is to reach said stakeholders and publics around public spending and bring them together as a community. We conclude with an outreach plan targeted at temporary “issue publics” with public spending tools

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1 Introduction

OpenBudgets.eu is developing a platform for the publication, analysis, visualization and comparison of public budget and spending data. Public Budget and Spending are highly political subjects that touch upon all our lives and are linked to almost all topics in the political arena. Hence, its publics can potentially encompass the entire political spectrum. Stakeholder mapping tools and techniques as presented here will help us select the actors and topics that we should focus on.

The aim of the stakeholder mapping strategy is to provide guidelines and methods to map and engage with stakeholders for the entire duration of the project OpenBudgets.eu. We have chosen to focus on mapping strategies and methods and present a joined research and outreach plan over providing static stakeholder maps, due to the fact that public spending has volatile publics following political topics and interests. Moreover, political arenas all over Europe and on EU level require us to be able to adjust to new topics, coalitions and political contexts. Therefore, we concentrate in this stakeholder mapping strategies on the methods, the design of our mapping efforts and an present the latest updates on our findings, than merely presenting static maps and lists.

The stakeholder mapping strategy has two goals: to discover potential audiences and publics for the project openbudgets.eu and extent the current networks, and to map and zoom in on the known actors and target audiences of OpenBudgets.eu. The discovery of potential audiences and publics is undertaken by a combination of conventional participatory stakeholder methods and new digital stakeholder mapping tools. The mapping and deeper focus on known actors and stakeholder is done with the help of our use-case partners who are part of or partner to our target audiences: J++ for journalism, TI-EU for MEPs and NGOs, and Civio for CSOs and local public officials.

First, the stakeholder mapping strategy presents you with an overview of participatory and digital stakeholder mapping method. In the methodology section, the methods themselves are discussed. The second part presents the findings from the first stakeholder workshop and digital stakeholder mapping test-cases. The third part synthesis the findings and learnings from the use of new and old methods. In the last part, we present our research menu and outreach plan.

2 Methodology

In mapping the stakeholders around OpenBudgets.eu, we combine traditional methods of stakeholder mapping with new digital methods, developed by the Digital Methods Initiative at the University of Amsterdam. This section provides both an account of our approach and an overview of the methods used in our stakeholder analysis. In particular, it outlines how stakeholders are identified, what data collection sources and methods are used, and how the resulting data is organised, analysed, and utilised in subsequent strategies. We begin by specifying the scope of our analysis.

2.1 Scope

In their evaluation of stakeholder analysis and its tools, Varvasovszky and Brugha[1] present a useful schema that serves as a starting point for stakeholder mapping.

[1] Z. Varvasovszky & R. Brugha (2000). A stakeholder analysis. Health policy and planning, 15(3), 338-345.

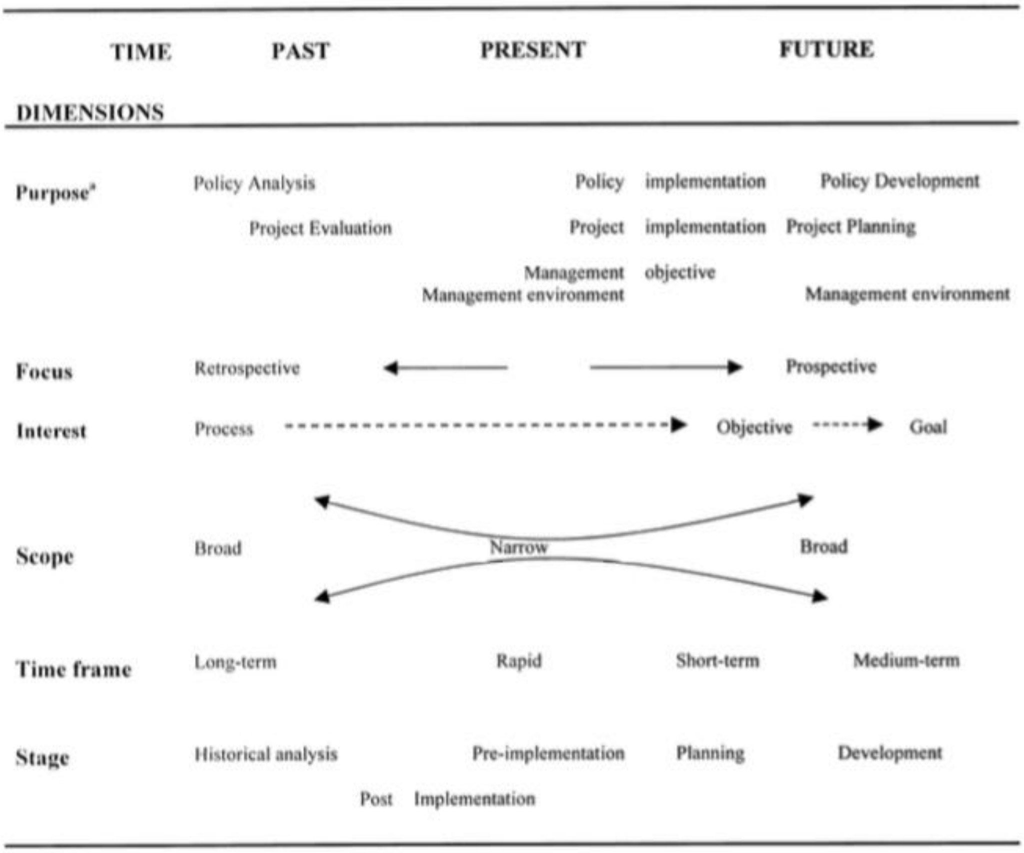

Figure 1 - Key-Dimensions stakeholder analysis (Varvasovszky and Brugha 2000, p. 339)

This schema plots the six key dimensions to stakeholder mapping – purpose, focus, interest, scope, time frame, stage – over time.

For our purpose – project planning – present and future stakeholders are most important and the focus should be a combination of current and prospective. The interests are on the objectives and goals of stakeholders, over the processes of past involvement.

For OpenBudgets.eu the scope is broad, because we have audiences from different user-groups. The time-frame is a combination of rapid and medium-term. The tracking can take place over a longer period of time, however the analysis will be done in short bursts.

Finally, the project is in its development phase, meaning that the stakeholders are important for input and feedback on the concrete problem-sets the project will address as well as design and usability of the solutions developed in the project. Later in the process, we will reach out anew for feedback, support and dissemination of the project's' results.

2.1 Stakeholder mapping methodologies and their use

Stakeholder analysis techniques can involve both qualitative and quantitative methods to understand stakeholders, their positions, influence and interest. Moreover, it can help estimate a project's potential impact on political and social forces, and thus feed into the design, implementation, and outreach strategies of the project. Traditionally, stakeholder analysis relies heavily on expert opinion. Conducting systematic and large-scale interviews with experts in the field of interest is imperative to any mapping of stakeholders. This participatory method, combined with snowball sampling, has the advantage of being efficient and immediate in mapping the key stakeholders.

The problem with the traditional approach is its subjective components. Expert opinion, especially when used in snowball sampling, may lead to a skewed perspective on stakeholders. Experts can only identify those stakeholders that are already known to them. Such an approach leaves little room for the discovery of new stakeholders. Moreover, the first respondents have a larger impact on the outcome of the sampling (community bias).

Furthermore, the traditional method focuses on particular stakeholders, often in the form of institutions or individuals. But with the growth of decentralised communities on digital media, new forms of engagement have emerged that require us to further define *stakeholders*. Generally speaking, stakeholders are those actors with a ‘stake’ in the project. They have loose, intermittent or strong relationships with the project. They might be passive or active but must be taken into consideration for the execution of the project. The active stakeholders can be publics, people who do something together around a common goal and are engaging with the topic or project. They can in turn be distinguished according to their degree of engagement (core publics and temporary publics). We also speak of ‘audiences’ in this report, with this term we refer to a wider interest group for whom the issues in OBEU are relevant. They are those groups and people that watch and take note, but not actively seek engagement. Crucially, the selection of stakeholders based on expert knowledge may not be representative of the actual political or social situation revolving around the issue.

Thus, our goal here is twofold: first, to reduce research bias in mapping the publics around OpenBudgets.eu, and second, to explore other *publics* that have hitherto been neglected by the traditional method. In doing so, the stakeholders’ map will be expanded to a publics’ map. To do so, we combine traditional methods with digital ones. We begin with a short introduction to participatory stakeholder mapping.

2.2 Methods: Expert Interviews

Depending on the phase of the research, expert interviews are used in the scoping phase or in the research and analysis phase. Expert interviews in the scoping phase contribute to a general understanding of the field and provide the research with valuable tacit knowledge to develop lists, and find networks. In the research and analysis phase, expert interviews can be used to deepen the understanding of the data and provide new angles for analysis.

Expert interviews are open interviews that may loosely follow interview-guides. Scoping interviews are usually summarized. For in-depth and analysis interviews, it might be necessary to transcribe the interview to get all the needed data.

2.2.1 Identification

Conventional participatory methods focus on expert knowledge. This is acquired mainly through semi-structured, face-to-face interviews with individuals or focus groups. Such interviews can be conducted over a longer period of time or at specific occasions (e.g. workshops with high-level experts in the area). Secondary sources of expert knowledge can come from reports, publications, or policy statements. These are used in addition to the interviews.

2.2.2 Evaluation

Typically, stakeholders are evaluated according to the following parameters: position, power, interest, need. *Position* assesses the stakeholder’s stance towards the project, e.g. whether or not they support the issue. *Power* is a measure of how much influence organisations or persons can exert in the area in question. *Interest* estimates the likelihood of continued engagement with the issue. And lastly, *need* is an overall assessment of the kind of action required to engage the stakeholder.

2.2.3 Mapping

The outcome of interviews can be represented on charts and matrices. For example, a popular matrix maps high-position and high-influence stakeholders to 'advocates', high-position and low-influence stakeholders to 'supporters', low-position and high-influence stakeholders to 'blockers', and low-position and low-influence stakeholders to 'advocates'.[2] Such visualisations help categorise and prioritise the stakeholders for the subsequent analysis and development of strategy.

2.3 Methods: Digital Methods

This section presents five digital methods that measure online engagement. The tools are developed, maintained and taught by the Digital Methods Initiative at the University of Amsterdam.

2.3.1 Search engine research

One method to quickly identify publics is by doing a systematic search, for example on the Google search engine. Following the "search as research" paradigm[3], we install a separate instance of Firefox as a *research browser*.[4] This way, the researcher prepares a clean search, free of cookies and other engine entanglements such as history and preferences. We then query for top 100 Google results in different countries. The search terms should be standard and central to the issue. Then results are characterised ('coded') and compared according to predefined categories (e.g. sector, topic, level). Further analysis can be done on this set of data.

2.3.2 News media

A more specific tool is used for mapping journalists and media projects around a particular issue. The platform Lexis Nexis[5] is a paid-for subscription service and offers searches for news coverage around a query term. Date range, region, and sources can all be customised. Not only can it obtain a list of media actors, but the metadata provides information on themes and topics associated to the query term, which unravels relevant issues. The data can be downloaded as a CSV file.

2.3.3 Hyperlink Analysis

With an initial list of actors around a particular issue, a hyperlink analysis can help identify the field network associated with it. This is done via the IssueCrawler, a tool that analyses the links between different actor sites.[6] The initial list of actors should be obtained using the traditional method, i.e. with consultation responses, event lists, open letters, etc. These lists are then triangulated to decrease potential bias. Next, URLs of the actor sites are entered in the IssueCrawler. It outputs a list of actors associated with

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[2] https://en.wikipedia.org/wiki/Stakeholder_analysis#/media/File:Stakeholders_matrix.svg

[3] see Rogers, R. (2014). Object of Study: Search Engine Results. Digital Methods Institute, Worksheet 1.

[4] https://wiki.digitalmethods.net/Dmi/FirefoxToolBar#The_research_browser

[5] http://academic.lexisnexis.nl/

[6] Rogers, R. (2013). Mapping Public Web Space with the Issuecrawler. In B. Reber & C. Brossaud (Eds.),

Digital Cognitive Technologies (pp. 89–99). John Wiley & Sons, Inc. Retrieved from

http://onlinelibrary.wiley.com/doi/10.1002/9781118599761.ch6/summary the initial list via a co-link analysis, i.e. websites that are linked to by two or more actors will be part of the network. This allows for an overview of related actors solely by examining hyperlinks.

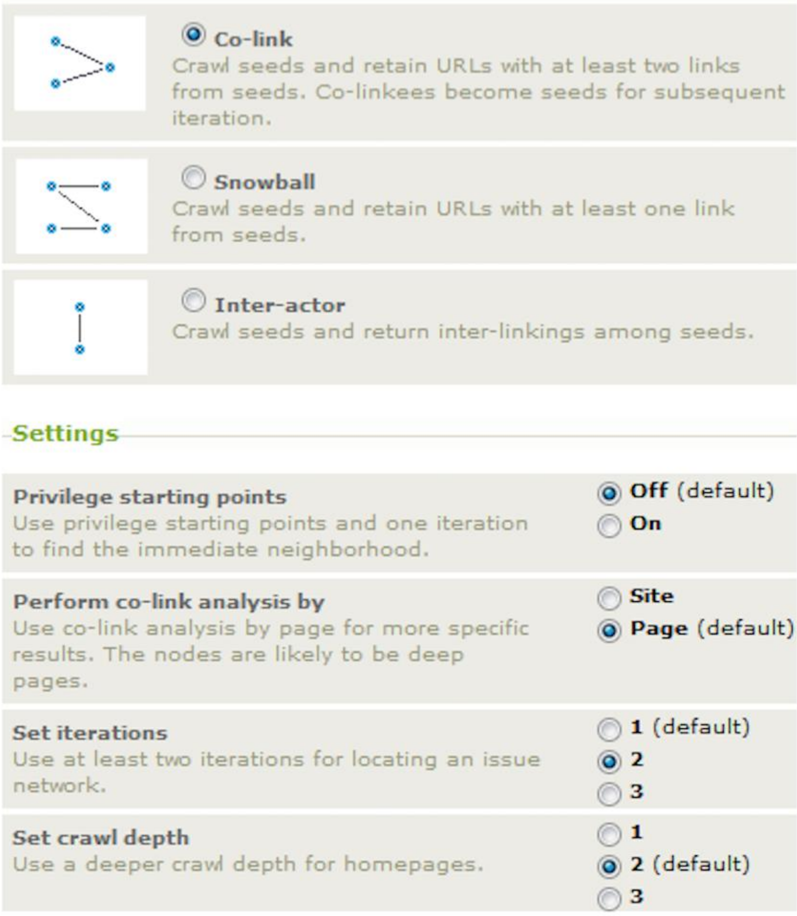

Figure 2 - Possible options for the analysis with IssueCrawler

2.3.4 Twitter Capture and Analysis Toolset (TCAT)

Twitter data can be used to map actors and issues around a particular query term. Using an open-source capture tool called *TCAT*, Tweets can be collected and analysed over a period of time, based on users, hashtags or keywords via the Twitter API. Due to the structured data Twitter provides, insights can be gained using links, co-hashtags and user accounts in TCAT. TCAT also allows network visualisations using Gephi.

3 Data Collection

3.1 Work Package Audiences and OpenSpending Community

3.1.1 WP 5: Publics & Audiences

The journalism test bed aims at improving the conditions in which information on budgets can be used by European journalists. Journalists are considered to be professionals working in newsrooms, as well as information professionals who are interested in reaching a large public (communication officers, for instance) or non-professionals who use local budgets in communication efforts (local activists, for instance).

Journalists working in newsrooms do not represent the majority of those working with budget data in the public interest anymore. The dilution of journalistic tasks across several branches of the economy makes it necessary for the Work Package to reach out to other information professionals, outside of traditional newsrooms. The total size of this broadly defined group of journalism professional is about 200,000 individuals (approximately 100,000 newsroom journalists and the same amount of people operating outside the newsroom).

Preliminary research showed that the level of understanding of public budgets among the target audience was extremely low. This research was based on the analysis of the coverage of select episodes involving public budgets in France and Germany as well as direct interviews with practitioners.

The needs assessment focused, in the months 1 to 8 of the project, on expert journalists and journalism students (whom we see as multiplicators). In the months 9 to 18, we will focus on other types of journalists, such as local reporters, non-experts and non-professional journalists.

The Work Package interviewed a total of 9 journalists from 5 countries and conducted training feedback-gathering activities with 21 journalism and information design students in 2 countries.

The target audience of the Work Package is reached through professional channels, such as mailing lists or conferences. They are offered tutorials and workshops to increase their research skills on public budgets, in an effort to increase the level of transparency in the administration and fight corruption at the local level.

3.1.2 WP 6: Publics & Audiences

The main objective of the first phase of the advocacy test bed is to assess the needs of EU policy makers in the European Parliament. As end-users of OpenBudgets.eu, this assessment would help to identify key aspects of budget data that Members of the European Parliament (MEP) would find important in carrying out their parliamentary mandates. The other purposes of outreach were to also introduce the project and the concept of transparent and open budget in order to help garner political support going forward. The focus of outreach centred on the Committee on Budgets and the Budgetary Control Committee, as these are the two committees responsible for multiannual financial framework of the Union's revenue and expenditure and the sound financial management and prevent fraud and corruption in EU funds. The two committees have respectively 41 and 30 members. Including their staff, we have targeted approximately 150 public officials on European Level.

Outreach consisted of 18 bi-lateral meetings with the staff of the two committees, political group policy advisors and MEP assistants. There was general interest and enthusiasm for the project and its goals. Based on their feedback, a survey was drafted and sent to all MEPs in the two committees. Based on the interviews and a survey responses several key findings of MEP data needs were identified. Most importantly, they communicated that raw budget data would need to be processed and analysed with additional sources, such as Court of Auditors' report, in order to provide context. Additionally, they tended to look at large trends over time, rather than focus on minute details, such as projects or itemised budget lines. This feedback is intended to be used by other work packages for consideration in the development and design of OpenBudgets.eu

This work package will continue work with staff and members of these two committees but will extend outreach and advocacy efforts in the coming months. There will be a focus on developing a quality index of Cohesion fund data from national authorities in several Member States. To this end meetings have already been held with members of the Commission's Directorate General for Regional Policy, including its open data team. In addition, contact will be established with members of the Regional and

Development Committee in the Parliament as well as cohesion policy attachés in the respective permanent representations.

3.1.3 WP 7: Publics & Audiences

The WP7 Test Beds and Evaluation - Participatory Budgets is designed to assess the specific needs of the stakeholders regarding the implementation of digital participatory processes in their jurisdictions. Two different points in time must be considered: before a budget is formally approved, when allocations are still under discussion; and afterwards, where actual spending needs to be monitored to ensure the budget execution follows the initial plan. Different levels of administration are being targeted with the aim of understanding their needs and previous participatory experiences, gathering recommendations and use cases, which will lead the development and implementation of the tools in the next phase.

Following are the stakeholders we have identified, beginning with citizen's organisations – GIFT, International Budget Partnership, Bürgerhaushalt, the PB Network or Plataforma de Auditoría de la Deuda, among others- interested in budget monitoring and participation. They are being contacted and interviewed in February 2016 to understand their needs and capabilities. Also experts on this topic – Tiago Peixoto, Alan Hudson or Pedro Prieto-Martín – are in our agenda to be interviewed.

Public Administrations, identified as main stakeholders, are international, such as the city of Paris, headed by Pauline Véron on local democracy and citizenship participation, city of Guimaraes, city of Chicago or city of Mexico D.F., but nearby Spanish examples are also programmed, city of Torrelodones and the city of Madrid with their subdistricts, Arganzuela and Canillejas-San Blás, interviewing Pablo Soto, Gema González Molina or Marta Gómez, lists are not closed.

Other organisations already involved in the process of developing similar platforms are also targeted to be interviewed, in an aim to cover the whole scope of actors such as Open North or Change Tomorrow.

This process will result in a collection of user, developer and actor stories, an assessment of the existing knowledge gap, and a list of required educational resources and crucial needs that should be targeted.

OpenBudgets.eu will be used as a best practice and awareness raising initiative for municipalities, councils and regions willing to increase their level of budget transparency. It will be promoted as part of Civio's project portfolio and, as a result, more administrations are expected to join the project. Civio will also use the portal as an information source for the data journalism content of our projects and will promote its use among media partners. Finally, we will promote the use and development of the portal and tools, especially the ones related to citizens' participation and feedback, among project's community and our community of users and developers.

As a result, our audiences will multiply every time a public administration across Europe is willing to use our participative budget platform creating a virtuous circle that will enhance democratic practices around Europe. Specifically speaking, we will reach researchers, journalists, CSO´s, administrators, politicians, citizens' associations, professors and participative advisors through conferences, participative events, international workshops, ogp opportunities, mailing lists and several more events to be designed.

3.1.4 Civil Society: Mapping the OpenSpending Network

OpenSpending data is used in projects across the globe by students, journalists, activists, news media, governments, and others. The map below has been created in an attempt to browse and discover some of these projects. We aim at updating this map and make a better filter around the different projects so we'll be able to sort them by country / type of organisation / type of dataset used etc. And thus present a very clear pool of engaged organisations who conducted a open-budget related project.

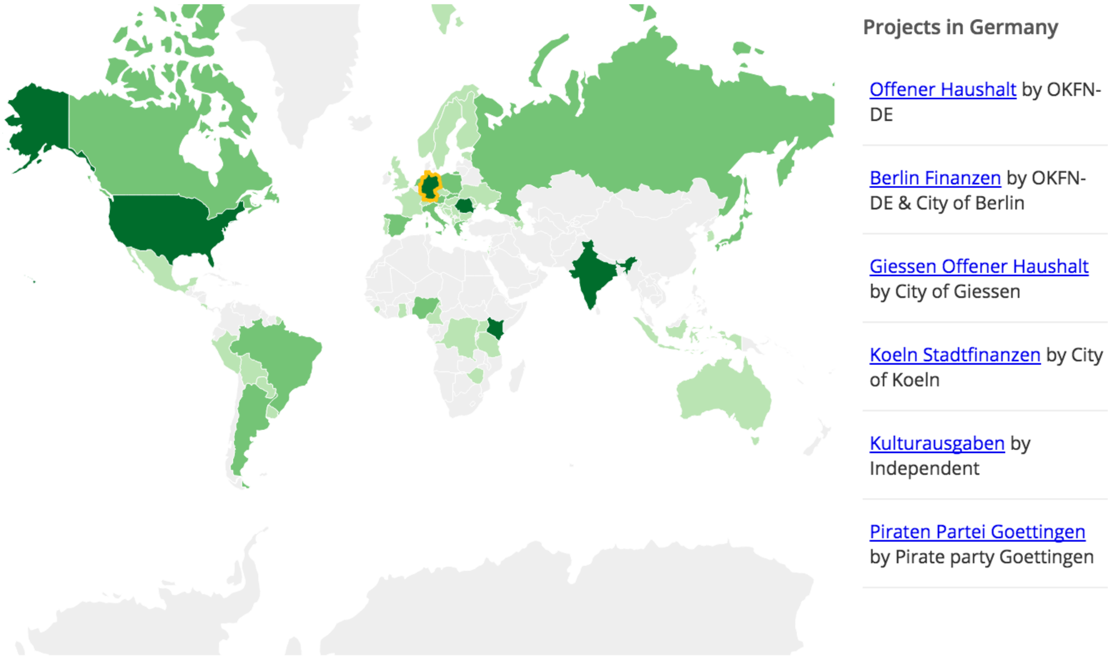

Figure 3 - screenshot of the Interactive Openspending community Map by Anna Flagg (2015): http://community.openspending.org/resources/map-of-spending-projects/

Expert Map of organisations and Topics

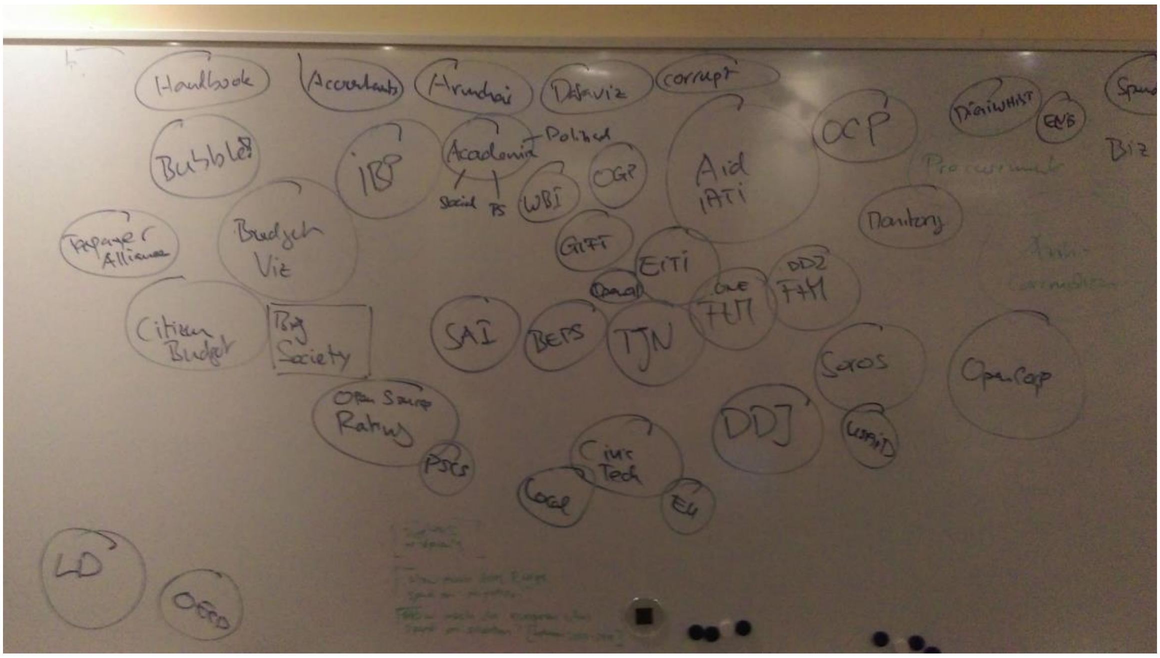

Figure 4 - Map of organisations, networks and topics in the wider field of fiscal transparency

The Financial transparency is a broad field for journalists, advocacy organisations and researchers alike. In this field, the actors involved with both Open Data and Financial/Fiscal Transparency have joined forces in the OpenSpending community.

This community comes together online through several mailing lists and forums. We want to highlight three: the OpenSpending mailing list, the OpenSpending forum, and the Follow the Money Network list. In addition, individual actors and organisations regular meet at a number of big conferences such as the International Open Data Conference, Dataharvest, the Anti-

Corr conferences, the Personal Democracy Forum, and finally the Open Government Partnership Meetings.

This already shows that the field is wide, from government officials and NGOs advocating for more government transparency, to anti-corruption advocacy organisations, and investigative journalism meetings. If we zoom into the major players in the field, namely IBP, TI/A and GIFT we find that they are based in the US and have a particular focus on the Global South. These are the frontiers of transparency and accountability.

However, that does mean for the European Fiscal Data and Transparency field that there is not one major organisation bringing the different projects and initiatives together. If and how this could be done by OpenBudgets.eu requires a further in-depth analysis of the community, its needs and aspirations.

3.2 Workshop: facilitating exchange

The OpenBudgets workshop on 30.11 and 1.12 aimed to bring together practitioners from the field of financial transparency in its broadest sense. 25 Practitioners from the fields of Journalism, Civil Society, (Budget) Transparency, and government gathered in Berlin. We facilitated new connections between user groups by focusing on both the display of the different budget and spending data projects in Europe and by focusing on the work processes of the different actor groups.

3.2.1 Current projects

The projects presented during the workshop can be grouped in the following categories:

Open Budget and Spending data portals, Storytelling and Journalism, Public Procurement, Anti-Corruption campaigns. In the following we discuss a selection of the projects highlighted during the different sessions of the workshop.

- The Ukrainian budget website (http://openbudget.in.ua/) gives a comprehensive overview of the Ukrainian budget on different administrative levels. The Ukrainian budget site is a “complete budget and spending data site” in that it contains budget data, spending data, information about the budget processes and even a calendar so that the user can see when the important political decisions concerning the budget are taken. The visuals are strong, national and regional budget and spending data can be visualized in tree-maps, pie-charts and the like. In addition, visuals like a battery recharger show how much of the budget is actually spent.

- Openspending.nl (http://openspending.nl/)is a comprehensive budget and spending data site for the local level in the Netherlands. The website contains all the budget and spending data for all the municipalities in the Netherlands since 2009. The Dutch municipal data follows one standard, the IV 3, that allows for cooperative analysis. Now they have added even more levels of granularity. The latest datasets combine the IV 3 with municipalities own accounting systems, so that the user can drill down to spending on school and street level.

- The budget website run by the Israeli civil society group Hasadna also displays budgets and spending, but then on national level: http://www.obudget.org/?redirect=1#main//2015/main Hasadna’s project is outstanding for its combination of data- and story-telling. The group started with a question on budget, spending, political mandates and responsibilities, which gives the platform a purpose and a story that we can follow. Hasadna has not only published the available budget and spending data for Israel over the last 5 years, it has uncovered the political processes behind the financial cycle.

- The work of funky citizens in Romania translates budgets into tools, visualisations and stories that are fun to use and make the budget understandable for people. They recognized a fear of numbers with citizens, and a disinterest in public spending because it was not regarded as “their” money. Their success project was the budget simulator which allowed citizens to decide for all major policy areas to keep budget the same, add money, or cut money. This led the Ministry of Finance in Romania to start publishing the budget in open data formats and organize debates around the budget with citizens: http://www.funkycitizens.org/

- The migrant files’ is a journalistic project of J++ (our consortium partner and investigative journalism organisation). They tried to measure how much money EU citizens gave on 'Fortress Europe'. In the clinic session, they could discuss this project and elaborate on their work process and challenges. “Who profits” is a powerful angle in storytelling. This case showed us how budget and spending data are relevant within the broader context of migration and a wider set of questions and debates on how Europe deals with the flow of Migrants and border controls: http://www.themigrantsfiles.com/

- The tool “the price of the state” in Slovakia by INESS in Slovakia (this project was highlighted by Fair Play Slovakia in a discussion) also realised that just data didn’t have the power to move people. They pulled all this data together and then turned it into aggregates and total numbers. They hired an advertising company and turned the data into a store receipt, this campaign did receive a lot of traction: http://www.priceofthestate.org/faq/Eur/

- Finally, a number of websites tools and projects around public procurement were presented. For example, Adriana Homolova showed her work on public procurement, network analysis and slovakian hospitals. Currently she and fellow participant Belia Heilbron are working on stories around the Dutch IT-sector and its dealings with the state. Their research focuses on tender procedures and public procurement. With network analysis, they can show how money is spent and the relations between private companies and the state. They use these networks to identify fishy relations, and red flags.

- Red flags is a popular term in public procurement, that important that K-Monitor even named their public procurement portal after this tool. Company lists, contracts, tenders etc. are collected on one portal. All tenders and contracts won by certain companies are checked for following the right procedures, and even if it seems that the procedures are followed but tweaked as to influence the outcome of a tender (eg. too precise tender-terms, too short timelines). This results in pink or red flags that can than be used by watchdog organisations to investigate the case: http://www.redflags.eu/?lang=hu Also Kosovo and Albania have similar websites that were shown on the event.

3.2.2 Analysis

The exchange of concrete projects was deemed very valuable for many participants. It is key for the OpenBudgets.eu project and stakeholder management and outreach to facilitate this conversation and provide a platform where civil society organisations in Europe can come together.

It also teaches us that there is a wide range of concrete projects that can be undertaken with budget and spending data. It is not merely about budget and spending data, this data is linked to advocacy campaigns, investigative research, journalism, and watchdog organisations. Moreover, budget and spending data requires additional context to turn it into a compelling narrative, or even to make the data itself understandable, as Hasadna and OpenBudgets Ukraine show.

A question or narrative is important for successful and impactful project. It shapes which data is collected and how it is presented. It naturally provides the much needed context in which the data can be understood as the projects from Funky Citizens, Hasadna, and Open Data Albania, and OpenBudgets Ukraine show. Moreover, these four projects show that from the interest of transparency, publishing budget and spending data is only the start. From this starting point, they develop a number of tools and visualizations, incorporating information of the budget process, information on politicians, public procurement and even private companies receiving money from the state.

Finally, it was remarkable how many participants were developing tools on public procurement and tender procedure. Some projects even had public procurement as their sole or main focus, because that is where the watchdog organisations expected most corruption taking place. Other projects naturally moved into this field by following the state’s money flows all the way down to transaction data and then questioning who was receiving the money and if this happened in a proper manner. It is important for OpenBudgets.eu to follow this trend and see how a Budget and Spending platform can contribute to these efforts and connect public procurement projects to budget and spending data.

3.2.3 Gap Analysis

At the end of day one of the workshop, participants engaged in a gap-analysis within their user groups in order to investigate the current state of the field of fiscal transparency and their current work, the gaps, and the future goals.

CSO

Current	● Champions ● Unequal levels of transparency and openness (countries, local vs. central) ● Little expertise ● Willingness of citizens to participate is low ● Lack of comprehensive data on the entire budget cycle (revenue -> budget line -> pp -> spending -> contracts -> monitoring -> forecast)
Gaps & Challenges	● Explain why budget data is useful -> too complicated ● We have not enough evidence how the budget works ● “How to make people care”

Future Goals	• Good analytics • Consistent propagation of standards: popolo standards • More technical experts among officials and empowerment • Data literacy in government and partners • More budget and data experts • Good stories to tell

Table 1: CSO Gap Analysis (OBEU workshop Berlin Dec 2015)

Journalists

Current	• Workflow: lead, hypothesis, research, cleanup, analytics, reporting, publication, dissemination.
Gaps and Challenges	• Lead-> censorship • Hypothesis & Research -> Institutional, access to data (digitization), knowing what to ask for • Clean up -> scanning reliability, pdf, coherent coding • Analytics -> not much, max, min, hvg • Reporting and publication _> vis, make it less complex, disney princess • Publication -> choose media • Dissemination -> Demand, managing the fight, sharing knowledge
Future and Goals	• Creating appetite for data with journos • Make it appealing to popular audiences by working with other media • Resources that make data from a domain accessible • Bureaucrats anonymous • Make complex data digestible • Use actual statistics in reporting

Table 2: Journalists Gap Analysis (OBEU workshop Berlin Dec 2015)

Tech

Current	• Lack of availability • Structure consistencies • Tech experts interest • Civic society analysts • Interdisciplinary experts • State of the art concepts • Success stories • Analytical tools
Gaps and Challenges	• Lack of availability • Continuity • Structure consistencies/inconsistencies

Future	• Standard open/transparent details and classification • Aggregated database (linked) • Make environment for more citizens, journalists, CSOs, experts aware of the data • Tools for citizens participants • Governments should provide raw data

Table 3: Tech Gap Analysis (OBEU workshop Berlin Dec 2015)

Public Officials

Current	• Heterogeneity regarding the published documents
Gaps and Challenges	• Heterogeneity regarding the published documents
Future	• All data are available on time • Find ways to open the decision making process • civic education • publication of data on public services

Table 4: Public Officials Gap Analysis (OBEU workshop Berlin Dec 2015)

3.2.4 Analysis

In the above, we find recurring themes between the actors when describing the current state, the gap, or the future. In the current state we find the lack of data and the heterogeneity in the data that is published. The four groups each give their own angle on this gap. Civil society organisations see the differences in what is published between government levels and countries. Journalists experience challenges when getting the data in different formats and testing its reliability. Tech-teams point out the inconsistencies and simple lack of data. Even the public officials point at the heterogeneity of published data.

The next returning point is: lack of knowledge. The different actor-groups share the feeling that there is too little knowledge or even interest with the general public to be able to fully communicate the findings in budget and spending data or its importance. Second, they identify a lack of expertise in their own groups that is needed to analyze and present the stories on budget, spending and transparency.

Finally, all participants pointed to the importance of context to budget and spending data out. CSOs need both more information on the budget cycle and decision making process for their internal work, as well as strong stories for communication. Journalists want to create more appetite with their colleagues for data-work, and as part of the core of their work need narratives and stories. Developers and computer scientists want to raise awareness with other actors of technical possibilities, as well as a way to communicate the data. And finally, public officials also want to find ways to open the decision making and budget process.

3.2.5 User-Stories

On the second day we conducted a user-design session called 'the planning game' with the civil society organisations present at the workshop. We first discussed user-categories and personas, based on these potential user groups we developed user stories according to this format: I am _____ and I want _____ in order to ________.

A selection of user-stories

Profit: business, want to know

I am Pauline, a government contractor. I want to bid for govt. work and want to know how much money is left in this project so I know the maximum I can charge

Political Oversight:

I am a local councilor, I want ot be able to filter budget expenses so I can oversee and check the executive

Tenders-Map: accountability:

I am Mara, from a watchdog NGO, I want to map European tenders so that I can double check these processes for due diligence and in that way increase accountability

Advocacy: future

I am an advocate for people with disabilities and I want budget plan data so I can influence next financial budgets.

Want to know for advocacy

As an activist I want to be able to compare the same budget lines across countries and cities, so that I can base my campaigns on facts.

I am Lilu, I want to know who won the most tenders on supplying garbage bags so I can analyse whether it has ties to the company of one of the council members

Promoting personal needs - future

I am Ludmilla, I run a youth center in my town as an NGO using govt. grants. I want to be notified immediately whenever other youth centers grants increase so I can petition to the gov. for more funds for my center.

I am Gaia, a peace activist, I want to know if there's any planned change to the military budget, so I can oppose to it, advocate against it and possibly prevent it.

I want to know - private good:

I am Roza (a civil society activist) I want ot know what budgets has the gov planned for universities and how it is really used so that I can undesrtand what I will be paying for my kids education in a few years.

I am Adele and I want to know how much money the local government spent to rebuilt the playground of my school so my friends and I have a place to play again.

I am Doris, I want to know how oil revenues in my province are supporting education projects or if the money is going to other provinces.

I am Victor, I want to see the objects that should be repaired this year by the local government. So I could be sure that the roof of our house (condominium) will be repaired too.

I am Adele, I want to know what items are being bought by the school officials. So I can influence the quality of services my kid receives

I am Carol - a bystander - I want to know how my salary taxes are shared and used so that I will know how I will profit from the taxes I am paying and what goes to my community.

Figure 5 - Selection of Use-cases (OBEU Workshop Berlin Dec 2015)

3.2.6 Analysis

What we find in these selected use-cases that we have collected during the workshop together with the Civil Society group is that they are focused on several issues:

“want to know”, compare, and monitor actions of the (mostly local) government for holding the government or politicians accountable, making informed decisions when using public services, campaigning, for private gain, or for private interest.

The “want to know” reason was the largest over the board for all use-cases (not all are displayed here). This is in line with Jonathan Gray’s finding in “Open Budget Data: Mapping the Landscape” that most projects in the civil society sector on Open budget and spending data are focused on making budget and spending data ‘understandable’ for the lay-citizen. This exercise with primarily Civil Society organisations confirmed this finding.

For Openbudgets.eu this means that we have to approach our use-cases differently than in traditional workshop formats as this one as we want to move beyond “want to know”. Openbudgets.eu aims to solve issues with heterogenous data and differing data-standards. A gap and need that was clearly expressed in the Gap Analysis at the workshop.

3.2.7 Summary in Bullets

Results

- Work Processes
- Knowledge Gaps
- User Story Categories
- Need for community
- Stock of the wide spread of projects and topics in the OpenSpending community

Evaluation

- Start of breaking down the silos and exchange
- Need for more expertise on budgets is clearly felt
- Exchange between participants from different countries and projects
- Technical meeting got a taste of use-cases and make-up of community
- Community being brought together at European level again
- Content: focus on too little projects, more room for showcasing
- Need for more exchange with OBEU partners and community
- More room for mixtures

Lessons learned

- Local Platforms cover a wide breadth of resources beyond just budget and spending data
- Visuals and analysis for local platforms are based on basic user-stories of “the bystander”: goal increasing understanding
- In this increase of understanding knowledge gap in budget process
- Need to understand complex EU-budget data process
- Potential because EU-spending can influence all levels: Cohesion and Structural funds
- Possible for implementation in the project?

OBEU Project

- Needs stakeholders for User-Stories
- User-stories from local CSO projects are covered with basic analysis and visualization
- Need for complex datasets and explanation of complex budget processes
- Knowledge gap with the community on EU-Budget levels and its effects in the regions and on local budgets.

Proposal OBEU resulting from evaluation

- Proposal EU-level budget data as pilot case
- Concrete content for a pilot case
- Complex datasets on both procedural, and data level
- Test case
- Feedback Loops
- Impacts all levels of government
- Need for the knowledge on EU-budget in community

4 Winterschool Digital Methods: test-cases and results

The Digital Methods Winter School, assembles both a Data Sprint and Mini-Conference format. Organized by the Digital Methods Initiative (DMI) of the University of Amsterdam, around the topic “Critical Analytics and the Meanings of Engagement”, the objective is a hands-on work on engagement metrics for political, social and media research.

Ten projects were pitched by Amsterdam DMI researchers and international participants, in front of an assembly of 250 PhD candidates, motivated scholars and advanced graduate students. Each student chooses a topic he/she wants to engage with, and focus on the next 4 days, then teams are created and the objective is to present a result of the research made at the end of the week.

This year, aligned with Open Budgets’ project objectives, Jonathan Gray’s Open Knowledge Research and Policy director, presented the following topic “Mapping the publics of public money. Tracing networks of issues and actors associated with different aspects of public budgets and fiscal policy.”

A team of 9 students plus representatives from Open Knowledge Germany, Open Knowledge International, and the University of Economics in Prague worked together to try to answer the following questions:

- Who is engaged around fiscal policy on national or EU level on digital media? Which publics of fiscal policy are most prominent, and which are more marginal?
- How are they engaged? And how might this engagement be studied?

We selected two main queries: European Structural and Investment Funds and EU-budget. In addition we had two datasets for Public Spending on national level: a list of Czech advocacy organisations, and a collection of 300,000 tweets gathered during the UK spending review this November.

The objective was clearly to study democratic engagement around public finances through the analysis of a variety of different digital platforms - including social media, news media and the web. We aimed at extracting and analysing data from different online spaces in order to get a richer empirical picture of who cares about public finances and what their interests are.

Ultimately, we'd like to understand which kinds of topics are associated with fiscal policy in different online spaces - from climate change to migration to international development.

4.1 Search engine results

Our search engine study was done on the following query terms related to the EU's budget:

- Multiannual Financial Framework 2014 - 2020 (MFF 2014 - 2020)
- The European Structural and Investment Funds (ESIF)
- The Cohesion Fund (CF)
- The European Agricultural Fund for Rural Development (EARDF)
- The European Maritime and Fisheries Fund (EMFF)
- The European Regional Development Fund (ERDF)
- The European Social Fund (ESF)
- EU budget

The first step was to identify the official translation of these terms into the five languages that were examined: French, German, Czech, Dutch, and Italian. Next, research browsers in the respective languages were set up, and query results were documented in a spreadsheet. Two sets of data ("ESIF" and "EU budget") were then categorised according to the type of sectors the actors belonged to (public, private, CSO, media, research) and the level on which they operated (regional, national, EU). For the term "EU budget", the additional category of issue/topic was used to specify the overall content of the site. This process is called "coding". Results were visualised using color-coded lists (see Figure 6 and Figure 7).

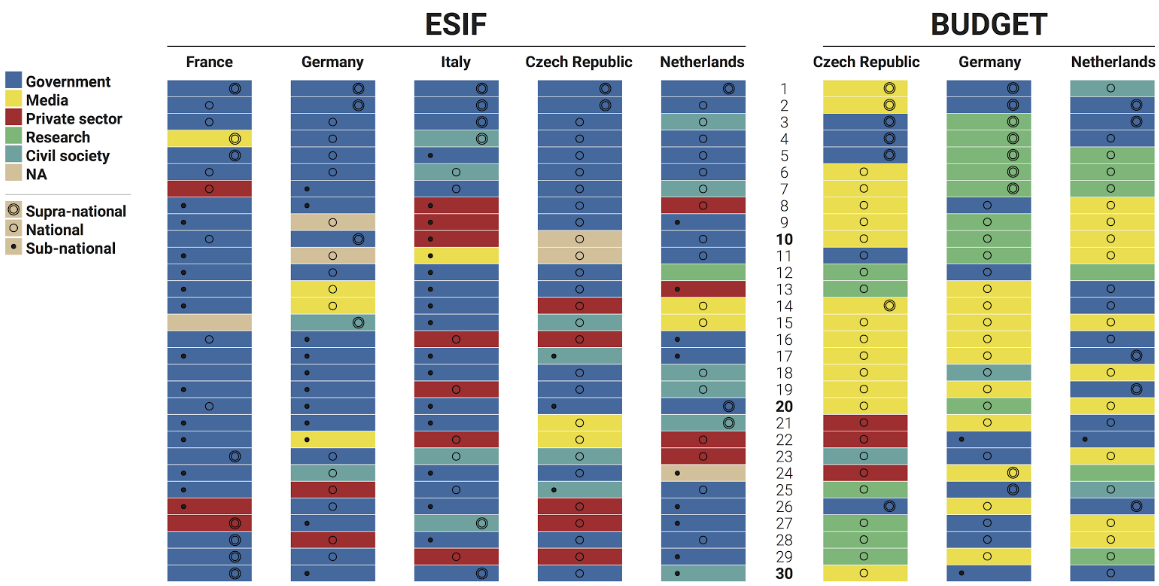

Figure 6 - Tracing "budget speak" in search engine results – top 30

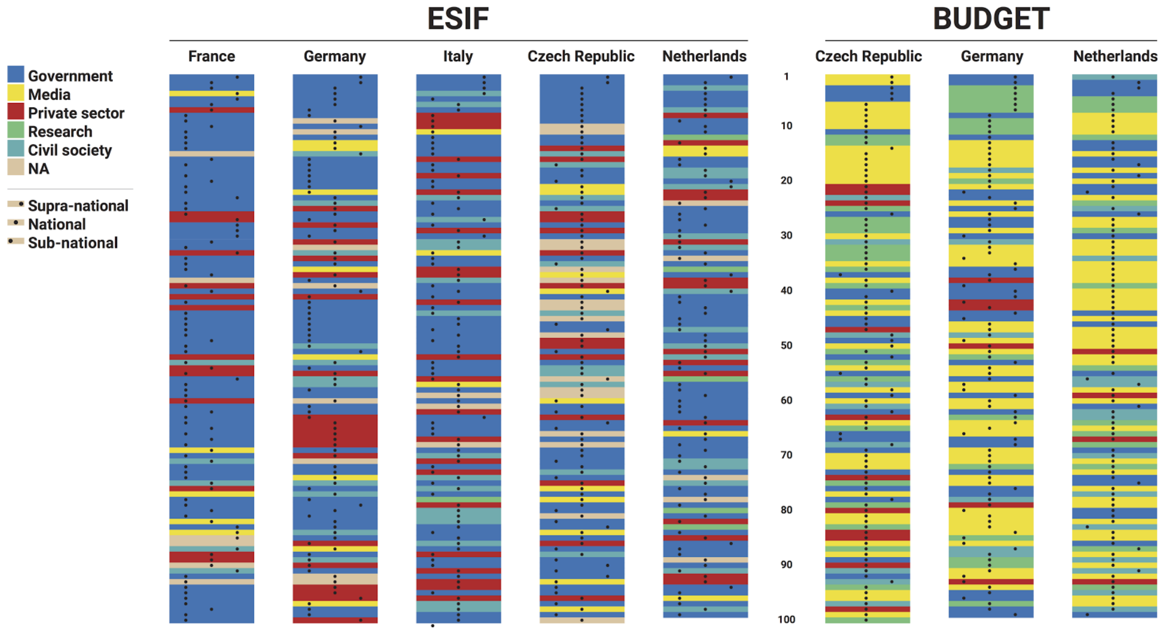

Figure 7 - Tracing "budget speak" in search engine results – top 100

The distribution of actor groups was as follows (disregarding rank):

	Gov	Private	Civil society	Research	Media		Gov		
							Super-national	National	Sub-national
UK	29%	38%	19%	8%	6%		28%	31%	34%
Czech Republic	48%	14%	11%	17%	10%		15%	52%	33%
Germany	53%	20%	11%	8%	8%		11%	30%	57%
Italy	55%	22%	17%	3%	3%		9%	31%	60%
Netherlands	57%	16%	17%	5%	4%		9%	39%	52%
France	71%	14%	5%	6%	5%		11%	21%	66%

Table 1 - Tracing "budget speak" in search engine results – top 100

4.1 Lexis Nexis media mapping

For the media mapping with Lexis Nexis, we extracted and investigated news articles on the EU budget. We limited the results from the database to British and Dutch press in print, which means we downloaded all articles from Dutch, German, and UK newspapers between 2012 and 2015 that include the term 'EU budget' or, for the German and Dutch papers, ‘EU-Haushalt’ and ‘EU-begroting’ respectively.[7] The frequency of mentions can be seen in the following graph.

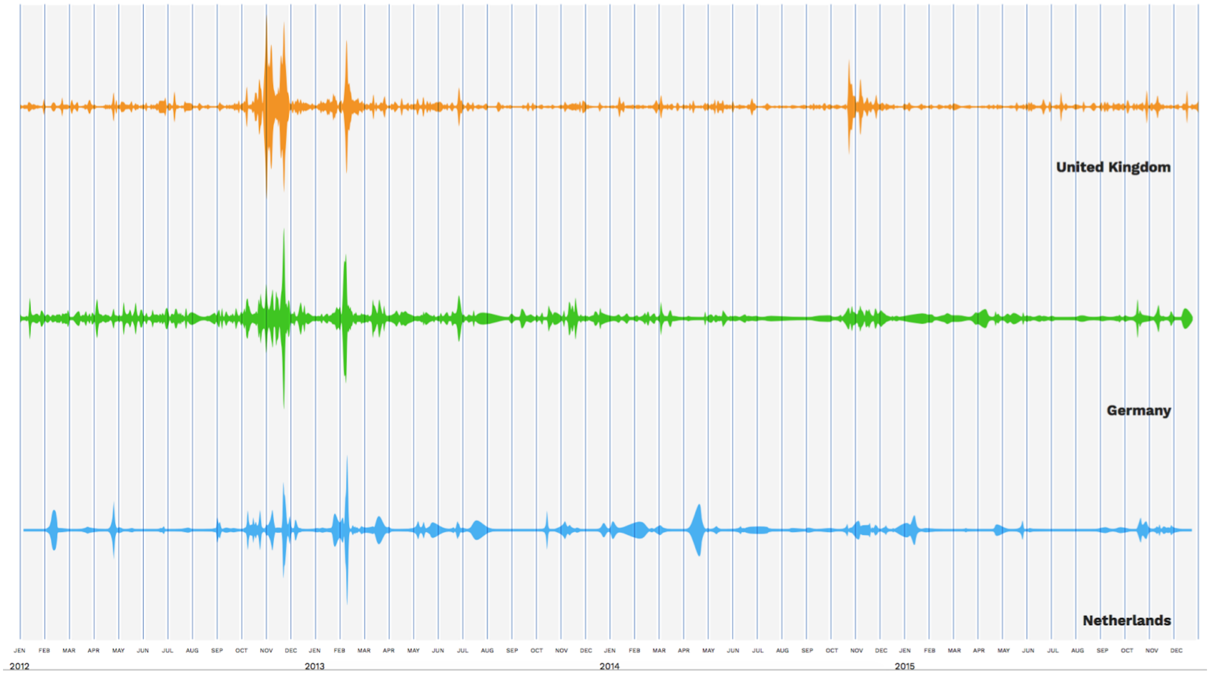

Figure 8 - News coverage of the EU budget in the United Kingdom and in the Netherlands 2012-2015

There are only few articles about the EU budget in Dutch and English papers. However, as evidenced by the chart, there are some spikes in the number of articles written about the EU budget. This suggests that reporting on issues related to the EU budget are driven by larger events. When looking at the use of the terms in the United Kingdom and in the Netherlands, October and November 2012 stand out the most. There is a peak in early October when the British prime minister David Cameron made clear that he was not afraid to veto the proposal for the budget of the EU for the years 2014 to 2020, if the budget would increase above inflation. To a lesser extent this also caused a peak in the Dutch media, since a veto would have consequences for the entire EU.

As the EU summit of 22.-23.11 in 2012 came closer, the media kept reporting about the EU budget. Cameron stood by his position on the EU budget, and German chancellor Angela Merkel visited him on the 7th of November. In the build-up to the actual summit, Cameron was under political pressure in his own country. There is also more reporting in the Netherlands, as Dutch prime minister Mark Rutte backs Cameron in his stance on the budget. This would explain the peak on 22 and 23 November when the summit takes place. The negotiations failed, leading to extensive writing about what would happen next.

At the end of October 2014, there is a major peak in the United Kingdom, but not in the Netherlands. The reason: the United Kingdom had to pay an after-tax to Brussels, and Cameron refused. The Netherlands also had to pay, and they did, which means there was no commotion to report on.

A closer look at the kind of publishers reveals a difference in the quality of the articles. Whereas Dutch media offers fewer articles, they mostly come from specialist papers (*AD*, *De Telegraaf*, *NRC Handelsblad*, *Trouw* and *de Volkskrant*), while the British papers are often tabloids (e.g. *The Sun*, *Daily Express*, and *Daily Mail*). The dataset on LexisNexis also allows a detailed analysis of the authors of articles related to the EU budget. For

[7] https://newstories.atavist.com/why-brits-know-their-eu-budget-better-than-the-dutch

example, Marc Peeperkorn and Stéphane Alonso are by far the more prolific Dutch reporters on the issue.

4.2 Hyperlink Analysis

For the hyperlink analysis, we compared issue networks around Czech CSOs by top Google results and expert lists. We performed a simple co-link analysis and visualised the result in Gephy (see figures 7 and 8). It is evident that the relationship between CSOs in the expert list were much stronger than the one from the Google search results.

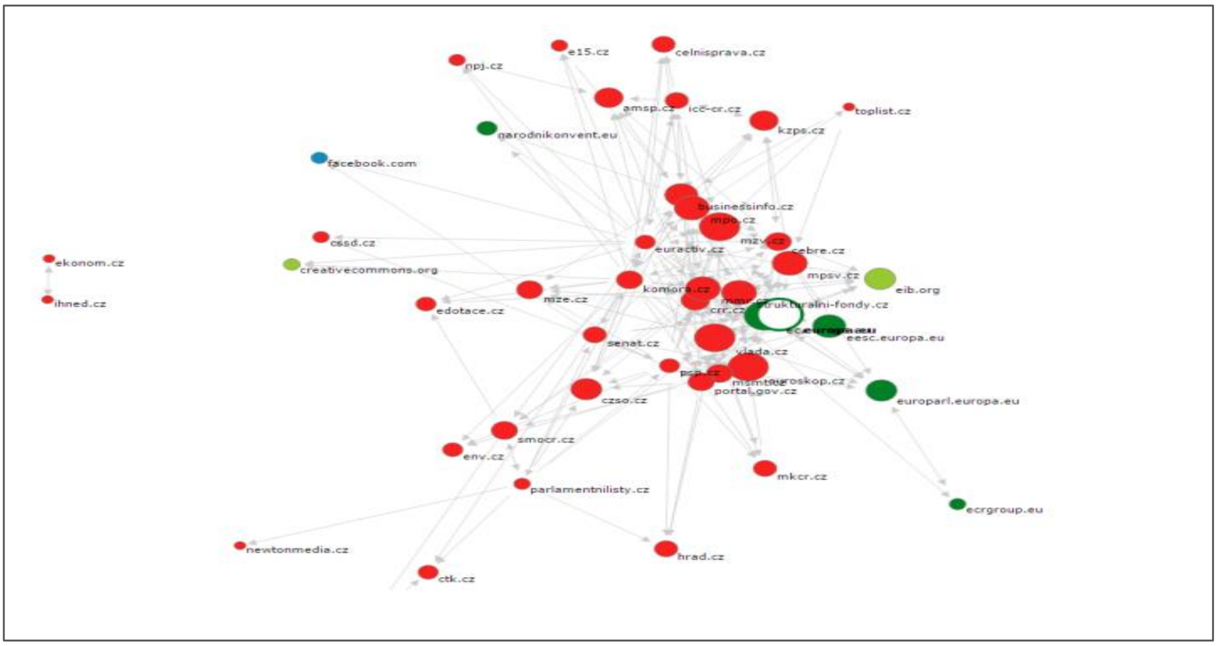

Figure 9 - List of actors associated with "EU budget" in Google.cz

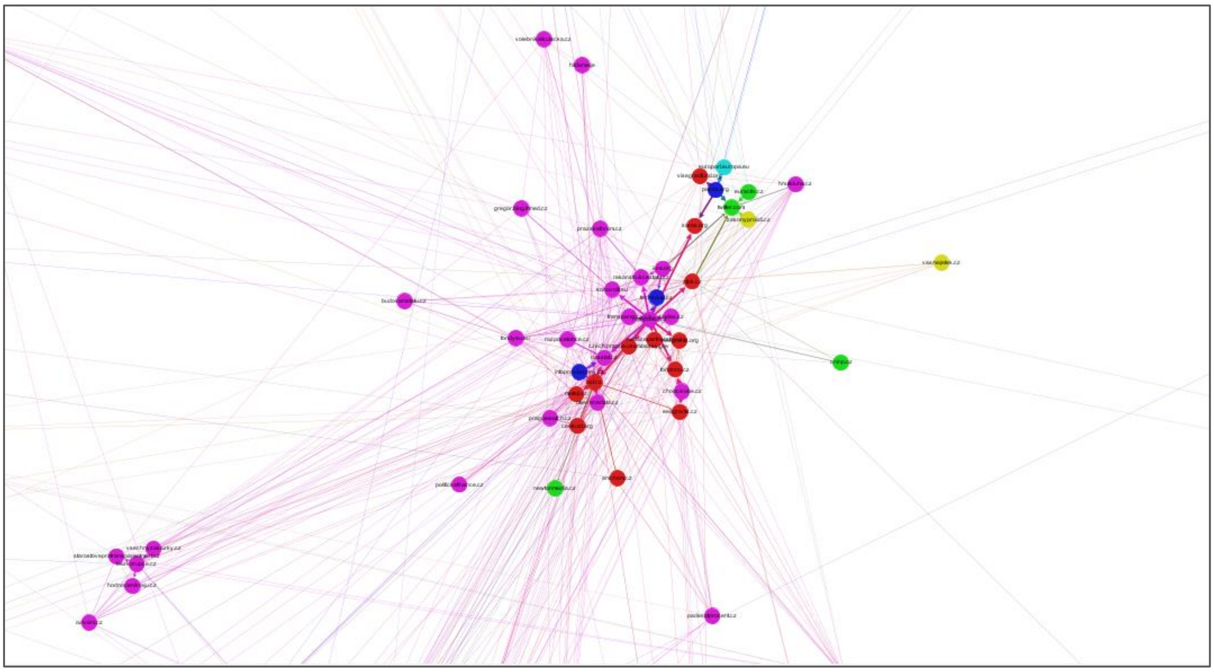

Figure 10 - Expert list of Czech transparency organisations

4.3 Twitter

To illustrate different analytical approaches in TCAT, we used the example of a major announcement around UK government spending, the UK's "Spending Review". These reviews were established in the late 1990s by then Chancellor of the Exchequer Gordon Brown in order to establish spending priorities and limits. The 2015 Spending Review was the first of its kind since the Conservative Party won the elections in May 2015, outlining "how £4 trillion of government money will be allocated over the next five years".

The data set about the UK's 2015 Spending Review had been collected in advance from 2015-11-25 11:00:00 to 2016-01-07 00:00:00. The hashtags "#AutumnStatement2015", "#spendingreview", "#SR15" were used to configure the capture on TCAT. This gave a total of 306,311 tweets from 118,714 distinct users. We present some of the findings here.

Co-hashtag

There were over 4,700 unique hashtags that had been used at least 3 times. These illustrate a wide range of different concerns and positions around public spending (with frequency of use designated in brackets after the hashtag). The most frequently used hashtags were the ones associated with the event – e.g. #SpendingReview (131636), #SR15 (90698), #AutumnStatement (13918), #SR2015 (3164). There were also hashtags reflecting publications and venues where discussions around the spending review were taking place, such as #PMQs (2975) – the BBC's Prime Minister's Questions programme – and #Bbcdp (1651) – the BBC's Daily Politics programme.

Others reflect topical concerns around public spending plans. For example the #saveesol (2117) hashtag was used for discussions around planned spending cuts to ESOL (English for Speakers of Other Languages) courses. The top shared link on this hashtag was a link to a public Facebook group called "Action for ESOL". The #TamponTax (1969) hashtag was used to discuss plans around the so-called "Tampon Tax" (a 5% tax on sanitary products). Previously a petition of over 300,000 people argued that the tax should be abolished. An official announcement as part of the Spending Review stated that money from the tax would be donated to women's charities.[8] This was met with a critical response from Twitter users, journalists and women's charities.[9]

The hashtags also reflect discussions and interventions regarding other public services and spending areas, including the following list. Further analysis using TCAT could tell us which users, URLs, and issues are associated with each. For example, the table below list the most common co-hashtags and could the starting point of such an analysis:

- #mentalhealth (993)
- #localgov (892)
- #ukhousing (835)
- #SocialCare (714)

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[8] See: https://twitter.com/hmtreasury/status/669505648401514496

[9] This included official responses from groups such as Women's Aid and the Women's Equality Party. Media responses included:

http://www.telegraph.co.uk/women/politics/tampon-tax-george-osbornes-ludicrous-proposal-is-a-bloody-mess/

http://www.mirror.co.uk/news/uk-news/george-osbornes-tampon-tax-plan-6898714

http://www.independent.co.uk/voices/women-in-abusive-relationships-can-now-pay-for-their-own-counselling-through-the-tampon-tax-bravo-a6748296.html

- #police (702)
- #nursing (545)
- #carecrisis (438)
- #ukpoverty (405)
- #housing (373)
- #tax (328)

To see not just the frequency, but also the relations between these hashtags, Gephy was used to generate a tag cloud.

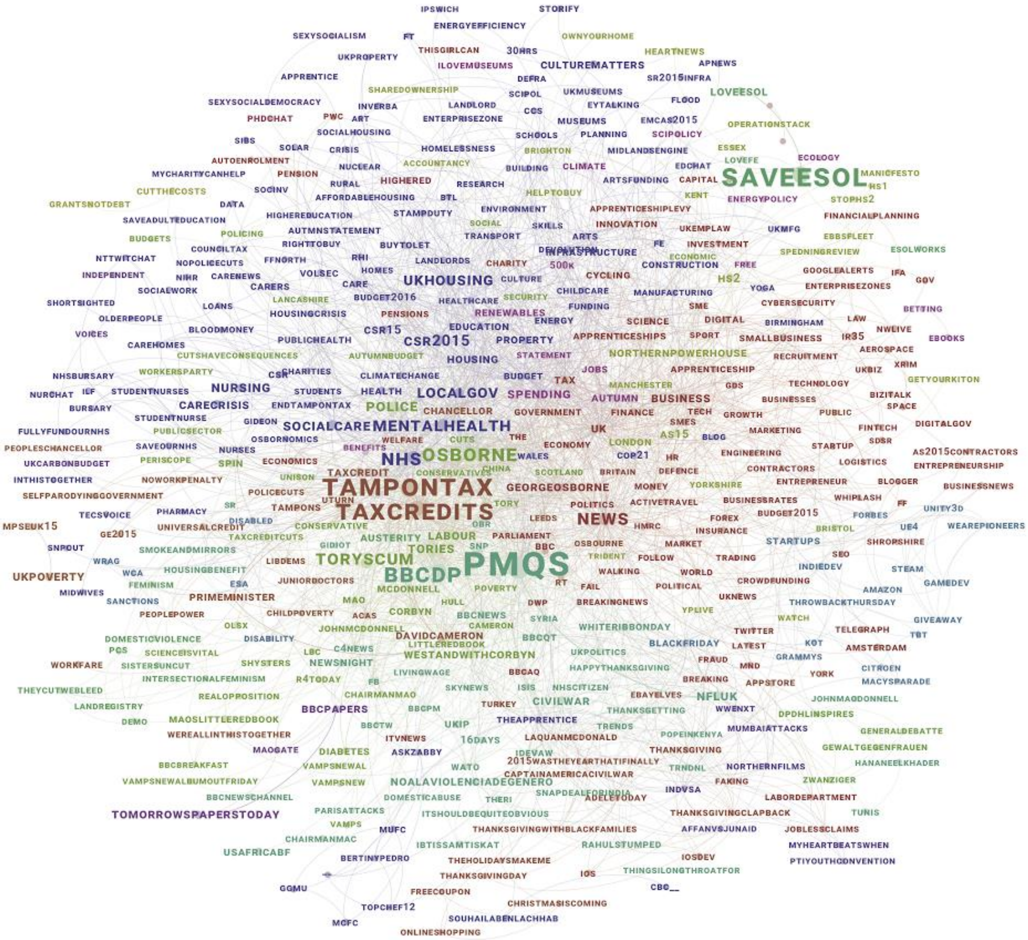

Figure 11 - Tag Cloud for UK Spending Review 2015

There are other possible analyses besides co-hashtag. For example, we also examined the most common images or URLs in these tweets. Further possibilities will be explored in the follow up research.

5 Synthesis

5.1 Summary Preliminary Findings

Work Package Audiences and OpenSpending Community

- WP 5: Audiences, Interviews, Needs assessment
    - total audience size: 200,000 (100,000 in newsroom 100,000 freelance)

  - initial focus on expert and investigative journalists on the one hand, and journalism students on the other
  - expert interviews: 9 journalists from 5 countries
  - workshops and training 21 journalists
  - Target audience is reached through mailing lists and conference visits
  - Outreach activity: trainings and tutorials
- WP 6: Audiences, Research + Survey, Needs Assessment
  - European Parliament: 751 members and 8000 staff
  - Special interest Budgets Committee (41 members) and Budgetary Control Committee (30 members)
  - Outreach activities: meetings and survey
- WP 7: Audiences, Mapping, Research and Needs assessment
  - Major citizens organisations: GIFT, IBP, Buergerhaushalt, the PB Network and Plataforma de Auditoria de la Deuda.
  - Expert Interviews
  - OBEU as awareness raising initiative for administrations willing to improve transparency
  - Outreach to public administration and public officials
  - Public: the electorate of the participating administration
- Civil Society: Mapping the OpenSpending Network
  - Wide field: data driven journalism, public procurement, open data, fiscal transparency, open aid, open contracts etc.
  - Community meets irregularly at conferences
  - Knowledge exchange

Workshop: facilitating exchange

- Current project categories:
  - data portals
  - storytelling
  - journalism projects
  - public procurement
  - anti-corruption,
  - projects that organically grew from open data websites to cover the whole aforementioned range.
- Gap Analysis
  - Four user groups: CSO, Journalists, Tech, Public Officials
  - Shared gap: lack of data and heterogeneity of published data
  - Shared gap: Lack of knowledge and expertise
  - Share gap: importance of context - of the budget cycle and of the story in which to present the data
- Use-Stories
  - CSOs for fiscal transparency platforms
  - Make understandable, monitor, advocate.
  - Geared at local government
  - Disjoint between these user-stories and gaps.
  - Need for different user design methods for OBEU

Winterschool Digital Methods: test-cases and results

- Search Engine Results
  - Government overrepresented

    - Little Civil Society organisations over the board
    - Remarkable: Political culture per country is detectable by the composition of organisations
- Lexis Nexis media mapping
    - Event driven
    - National issues concerning fe. the EU do cause peaks in other member states as well
- Hyperlink Analysis
    - The expert list for Czech provided a neat network of transparency organisations
    - Few new organisations identified
- Twitter
    - Versatile tool
    - Picture and meme analysis
    - New topics such as tampon tax, climate change etc.
    - Temporary publics can be mapped

Summary

- 'Budget publics' are formed around events, contested issues and controversies. For example:
    - Media coverage is strongly event driven
    - Twitter analysis of event hashtags reveals rich cross-section of civil society actors who are not normally engaged around fiscal policy

5.2 Lessons learned: Evaluation of Methods

5.2.1 Participatory methods

Traditional stakeholder methods are modeled after qualitative research methodologies and participatory methods. They rely heavily on expert opinions and the view that one gathers in the scoping phase depends on the experts in your own network and their views. This makes these methods subjective: "you don't know what you don't know". In qualitative research this is countered by iterative processes (revisiting previous findings) and by triangulation: combining different methods to study the same phenomenon.

When we needed to get to know the field we spoke with former colleagues of the OpenSpending projects, with practitioners from the OS field and took stock of the existing networks. Also the work package reached out to their "specific" audiences and looked in their networks. In short, when attempting to map a new field that is also new to the researchers, it is even more difficult to know what you don't know. We are only now in the capacity to embark on the second iteration and look beyond our first impressions.

The second method that we tested was organizing a participatory workshop in Berlin. The organisation of such a workshop in terms of logistics makes this a heavy instrument for stakeholder mapping. In the future, it is wiser to find the networks and communities where they already are such as existing large conferences and other gatherings. Or even to find a key-partner organisation already established in the field and organize it with their support.

The fact that this organisation and the community is not active anymore in the OpenSpending field, we decided with OpenBudgets.eu to organize a first event ourselves. This did allow us to select our own participants, questions, and design the program.

The insights of the workshop sessions are invaluable. In further sessions we will have to focus on the position of stakeholder, first within the consortium and then together with our most important stakeholders.

5.2.2 Digital Methods

The digital methods are especially suitable to broaden known networks. The research found an additional invaluable characteristic, with the right preparation it allowed us to map a previously ‘unmappable’ audience: the temporary public. First we will describe the lessons learned by method. In the following section - outlook - we will elaborate on mapping temporary publics and long term stakeholders.

Embarking on a new field usually start with a “quick google search”. The search engine results method lifts this to scientific standards by working with research browsers, looking at a large number of results and coding the results. It provided us with a solid overview of different types of information that one receives about the topics, the actors and institutions that disseminate the information and the different angles in the debates. We used technical search terms, and one general search term. The general term provided us mostly with media reports. The more technical terms with institutional actors. Surprisingly, the organisations and user-categories that were returned seemed to reflect political cultures of the countries studied. A finding that we certainly need to look into in follow up research. Most important however was that in comparison to the scoping and expert lists and interviews that were done previously, vastly different players showed up and transparency organisations were almost entirely absent for terms such as EU budget or ESIF.

The Hyperlink analysis crawls websites for all the outward links and in turn crawls these websites and links etc. This method relies heavily on the list of websites and URLs that are given as input. We first attempted to provide input from the search engine results, but this did not provide satisfactory results in terms of comprehensive networks and deeper analytics than we had made by manually coding the links. When compared this to the list from Czech, where our budget expert provided the list, we found that the tool did work in producing networks, but rendered little new actors or information that was not already known to the budget experts. We should first retest the tool, whether with a smaller list of a well-informed but not expert researcher such a network can also be produced. However, we might also attempt to find new tools that find links between organisations based on different characteristics than just hyperlinks, as this is not how websites are built up anymore.

Lexis Nexis is a paper- and media-collection used mostly in the Netherlands but with an extensive collection of European Newsletters in all languages. This research showed us that reporting around the EU budget is very event driven across different countries.

As a tool, however, one has to cross-check which newspapers are actually queried. Important newspapers as the Financial Times are for example not included. However, as a snapshot of what the “media” says about a certain event or topic, it serves well. For more specific topics, and finding everything that has been published, it does not suffice.

Twitter analysis seems a versatile and in depth method to map both publics and topics around budget and spending. Here we have to keep in mind that the public is limited to the twitter audience. In addition, the debate that one attempts to capture needs to have enough participants and be “large enough” in society to capture a wider audience - beyond the budget institutions and their direct stakeholders. For example, the spending review in the UK worked very well, but the EU budget debates are much less talked or tweeted about and thus do not give information about topics or wider publics.

5.2.3 The need for mixing methods

In the continuance of our stakeholder identification, we will merge our current separated efforts in participatory methods and in digital methods to one joined approached. In this way, we will not only identify our current stakeholders, we will studying how to find new stakeholders as well. In the above, we have tested and listed “old” and “new” methods for identification of stakeholders.

One of the challenges to any stakeholder identification efforts in fiscal and financial transparency is that the wider public's interests in the financial side of politics and the public sphere are linked to specific topics. So the question is, how to identify these topics, reach out to these publics and broaden our field.

After identifying these publics, we will reach out to them in order to become part of new networks as well as building out our current network into communities. The workshop organized in Berlin in the realm of this stakeholder identification strategy was a good start to reignite this community. In the following we highlight our concrete steps and plans to join new networks and build a new community.

6 Outreach Plan

In the outreach plan, we take the learnings and insights from the above report and turn this into a concrete research plan, network efforts, and community building strategies.

6.1 Research: The Methods Menu

We have put together a menu that we will follow in the follow up research to identify temporary publics.

- Start with using Lexis Nexis (if available for the specific country) to find the events where the budget of the state/municipality/region/EU was debated for a certain constituency (usually on country level). Or use the search engine method and find annual events for the budget of the state/municipality/region/EU.
- Make a calendar for events that are returning annually. For forward and monitoring research, ensure to set up media- and Twitter trackers for event related hashtags (either the general topic, or the event + year).
- Find a list of institutions by looking at search term analytics, or by looking at last years events and active participants on twitter (this must be done manually, as you cannot scrape twitter from twitter’s history).
- Reach out to the institutions that you find, and through a light weight snowballing technique find the networks and most important partners.
- Develop a list of partners for a particular topic, preferably together with stakeholders and use hyperlink analysis to find the wider network and new partners.
- In these networks, approach key institutions and thought leaders and conduct stakeholder mapping workshops with them.
- Trace this network online or through surveys to understand their jargon and the important events for this network and issue. Put Hashtag trackers in place with TCAT if you need a deeper understanding of the players in this field.
- Find the stable institutional players in these issues and again do an iteration of stakeholder mapping techniques and develop relations with them to link financial transparency to the topics of their networks.

In our follow up research and outreach, we will develop detailed recipes per method.

6.2 Networks: Link, Broaden, Develop

During the ongoing stakeholder identification, we also need to reach out to the new players and networks that we encounter. It is our goal to interest them for financial transparency and openbudgets.eu in particular.

- The first step is to follow the above menu to identify the topics where "temporary publics" of fiscal transparency are engaged with.
- Second, as the menu also shows, we will reach out to tose networks. We may reach out directly or through existing contacts, or we can visit key events and conferences in order to meet the players and stakeholder where they already are.
- Third, when we have built up a sufficient number contacts, we can conduct a snowball method to find key-players. The latter is a lightweight method to find the key thinkers and influencers in the field.
- Fourth, we have to engage in dialogue with these organisations. It is key for us to understand how fiscal transparency may aid their cause and how the tools and data available through openbudgets.eu can conitrbute to their adovacy campaigns.

6.3 Community: Build and Manage

A first analysis of the OpenSpending and Fiscal Transparency Community based on the scoping exercises and desk-research raised questions to what extent there is still a European OpenSpending community that we can join as OpenBudgets.eu. Therefore, we invited a small selection of the OpenSpending organisations in Europe to Berlin this Winter.

The interesting and wide range of projects showed us that the field of OpenSpending in a small sense and fiscal transparency in the broader sense is still thriving and vibrant. The question is to what extent that is also true for the "community" around open data and fiscal transparency?

We understand as a community a virtual network that works (online and beyond geographic borders) towards a common goal. The difference between a network and a community is that a community actively shares and produces together. Networks are interlinked groups, organisations and individuals that share common interest and are related, but do not necessarily work towards something together. Different than a geographic and offline community, a virtual community is based on shared values and goals, not on shared backgrounds. What defines if an individual or an organisation is part of the community is their active engagement and work towards the common goals. This means that the community is to a certain extent self-selected and fluid.

The question is how can we build this community around open data and fiscal transparency? What would be the common goal to work towards?

First, it requires an analysis of those that currently identify themselves with the community. A first hint was given during the workshop sessions were values such as transparency and accountability seem widely shared and most organisation worked on similar projects that promoted the publication and use of open data on public budget and spending.

The gap analysis showed that there is a need to exchange knowledge and best practices, discuss and learn from each other on a regular basis and maybe even work together on standards and advocate for transparency together. The first common goal might be producing a knowledge base.

The analysis also showed us that a community will not be sustained by itself. This is not due to unwillingness with the (potential) community members, but with a simple lack of resources. Most organisations are already stretched to the limit with the core work of publishing budget and spending data, and advocate for transparency in their own countries. In addition, sharing and exchange of knowledge is even harder in Europe with its language and cultural differences. Different than US-based projects, in Europe sharing requires the additional effort of translations and writing documentation in English, and bridging different systems with regards to accounting, reporting, disclosure practices, freedom of information legislation etc. etc. Hence, taking best practices across borders requires additional resources that most organisations simply do not have. This observation also feeds back into the need for a knowledge base.

Openbudgets.eu has a major interest in reviving this community; it is made up of the platform's potential users – users that are well informed, able to provide feedback, participate in testing, and contribute to the dissemination on national and local levels.

Here is what is to be done for OpenBudgets.eu in this community:

- Facilitate stronger networking between members
    - Who to follow and provide links to experts
- Needs analysis
    - Identify knowledge gaps
    - Identify needs and wants for the community
    - Community Roadmap
- Fuel the conversation
    - Find Champions
    - Showcase brilliant projects
    - Bring in expertise
- Contribute
    - Knowledge and sharing
    - Create knowledge base
    - Document
    - Maintain and manage channels
    - Organize meetings at known conferences

7 References

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