



OPERATING MODEL FOR THE 2ND EDITION OF THE LISBON CITIZENS' COUNCIL

BACKGROUND

The project “Platform for Citizen Participation”, whose name for communication purposes is “Lisbon Citizens’ Council” (LCC) is an initiative for citizen participation in decision-making at municipal level, inviting the co-construction of proposals for the city of Lisbon.

It is an initiative led by the Participation Division of the Citizen Relations and Participation Department (CRPD) of Lisbon City Hall (CML), within the scope of its competencies in promoting citizen participation and based on the Major Options of the Plan (MOP).

This document describes the objectives, principles and operating model of the second edition of the LCC, considered as a pilot experience in 2022. Having been an unprecedented initiative in the city of Lisbon, the first edition allowed lessons to be learnt with a view to reinforcing the quality of the project and guaranteeing its success and continuity in the long term.

CONTEXT

The recent Report on the State of Democracy (International Institute for Democracy and Social Assistance, 2021) reports on Portugal’s setbacks in the quality of democracy, aggravated by the effects of the Covid-19 pandemic. The perception of citizens is consistent with this decline: in the Quality of Democracy Study in Portugal (Barometer of the Quality of Democracy of the Institute of Social Sciences), political participation and the relationship of citizens with politicians was the dimension with the worst evaluation. This is not a new phenomenon: already in 2012, the same study showed that 65% of citizens felt dissatisfied with democracy in Portugal, with the lack of trust in politicians being the main fault pointed out.

As for young people, the survey conducted by the Calouste Gulbenkian Foundation in 2020 shows that 57% of young people over the age of 15 consider the current functioning of democracy in Portugal as “average (28%) or “bad” (29%). 55% feel no or little interest in politics. With regard to participation, around 95% do not belong to a political party or social movements, trade unions or youth and student associations.

At municipal level, the abstention rate for the 2013, 2017 and 2021 elections exceeds 45%, leaving no doubt about the permeability of municipalities to this situation. In Lisbon, abstention in the 2021 local elections was 49%, revealing a worrying lack of interest in political participation.

Given this context, Lisbon City Hall considered it urgent to strengthen its civic participation policies through the implementation of innovative and differentiating initiatives, such as the Lisbon Citizens’ Council (LCC).

As a complement to and not a substitute for the bodies of representative democracy, as well as other initiatives of civic participation promoted by CML, the LCC is a deliberative democracy initiative aimed at involving citizens in the decision-making process.

The LCC is based on the model of “citizens’ assemblies”, characterised by a stratified random selection of participants drawn from a database. This distinctive element ensures that all citizens have an equal chance to participate, and that the sample reflects the diversity of the local population as far as possible.

OBJECTIVES OF THE LCC

The objectives of the Lisbon Citizens’ Council are:

- Promote a new space for debate and co-construction of proposals for the city;
- Involve citizens in decision-making processes and promote proximity to their elected representatives;
- Improve the effectiveness of the decisions made by the municipal executive, integrating the input of citizens and adapting public policies to their needs.

PRINCIPLES

- **Transparency:** CML makes public full and clear information on the constitution and functioning of the project. The draw of the 50 residents who will be part of the LCC will be conducted by an external entity and will be disclosed on the municipality’s official channels, never exposing personal information about the participants and always respecting the General Data Protection Regulation (GDPR).
- **Inclusion:** the random selection of 50 participants ensures that all applicants have exactly the same opportunity to join the LCC.
- **Representativeness:** the use of a stratified draw makes it possible to promote greater diversity in the composition of the LCC with regard to gender, age, nationality, parish of residence, professional situation and level of education.
- **Cooperation:** the LCC is an opportunity for CML to collaborate with academic and civil society partners to promote active citizenship, in particular through the “Consultative Commission”, a think tank comprising several organisations invited to work alongside the LCC and to advise the coordinating team.
- **Impact:** the executive undertakes not only to listen to and receive the proposals produced by the LCC, but to keep the participants involved and informed, in particular through invitations to meetings with teams from CML services to assess the feasibility of the proposals and to collaborate in their potential implementation.
- **Deliberation:** dialogue is based on a debate of ideas and proposals among citizens, which are then communicated to the political authorities.
- **Impartiality:** CML uses external and independent entities with recognised experience in similar projects to carry out the selection of participants, the facilitation of sessions and the monitoring and evaluation of civic participation processes. This is to ensure that there is no bias in the process, in line with best practice.

METHODOLOGY

The Lisbon Citizens’ Council methodology is defined by Lisbon City Hall in partnership with the entities contracted to provide technical and operational support to the project.

In the first edition, the initiative was aimed at all citizens over the age of 16 who lived, studied or worked in the city of Lisbon. Citizens can access the enrolment form online on the Lisbon City Hall website, and on paper at the offices of the Parish Councils and Lisbon Bureaus (Lojas Lisboa) of CML.

The enrolments were continuously stored in a database of Lisbon City Hall, under the policies of protection and treatment of sensitive data, and in respect of European regulations on the processing of personal data.

As a result, there were 2,351 enrolments, 6 of which were received by the Parish Councils and/or Lisbon

Bureaus. Enrolments ran from 27 January to 22 April 2022 and closed approximately three weeks before the date of the LCC session to allow for the draw to take place as well as the call for participants. Each enrolment corresponded to a chance to participate, which was decided by a draw.

In the second edition, the methodology was adjusted according to the lessons learnt thanks to the testimony of the participants, the recommendations of the Institute of Social Sciences of the University of Lisbon and the contributions of various national and international experts who make up the Advisory Committee of the project.

While maintaining the minimum age of 16, only citizens resident in the municipality of Lisbon are eligible for the 2nd edition. In order to ensure greater diversity among the participants and to reach those citizens who tend to participate less in public life, the enrolment method was also adjusted. The process now involves sending around 20,000 letters to random addresses, containing an invitation to participate, an enrolment form and a validation code, as well as information about the project. Through a service contracted with CTT, distribution is carried out in the municipality's 24 parishes in a manner proportional to the number of residents in each, based on the 2021 census. The process took place as follows:

1. The proportion of the number of residents per parish in relation to the total number of residents of the municipality is identified.
2. The number of invitations to be distributed (~20,000) is adjusted accordingly.
3. The invitations are sent through a sampling of streets that allows the delivery of the letters in different geographical areas of each parish.
4. Citizens receive the invitation and enrol online via the platform <https://registoconselhocidadaos.lisboa.pt/>, or return the enrolment form via RSF. Each form contains a validation code to confirm the authenticity of the enrolment.

The online mode allows each household to enrol up to 3 people with the same code, and the invitation encourages families to register people of different genders and generations. Nonetheless, the random selection process will not allow more than one effective participation per household.

As per usual, enrolments made after the deadline set for the 2nd edition will be considered for the following editions for all non-selected citizens.

By enrolling, citizens must be willing to participate on the dates communicated in advance by City Hall. Each enrolment corresponds to a possibility of participation, and never a guarantee, as this presence is decided randomly by a draw.

DRAW

CML hired the services of the association Citizens' Forum, an independent entity specialised in organising citizens' assemblies in Portugal. As in the first edition, the association will define the stratified sampling model and proceed to the random selection of participants, so that there is no interference in the process or bias in the sample.

In the first instance, the entity consults official and public statistical sources in order to gather data on the Lisbon population, ensuring that the sample reflects, as far as possible, the diversity of the Lisbon population.

The entity then carries out a statistical analysis of the enrolments collected by Lisbon City Hall, made available to the independent entity in a pseudonymised format in order to guarantee the protection of the participants' data.

To ensure randomness and stratification of the selected sample, each person enrolled has a numerical identifier, without name or any other element besides gender, age, nationality, parish of residence, professional situation and level of education.

The draw is carried out using software to create a random and stratified sample, ensuring that these six criteria are represented according to their proportion in the population.

The team from the Participation Division then contacts the selected citizens in order to align logistical aspects and confirm their participation.

In order to minimise the impact of any unavailability, a second group of 50 substitute participants is drawn using the same method. This second list of 50 substitute citizens will be used in the event of withdrawal or unavailability of the first selected citizens.

DELIBERATIVE SESSION

The first edition of the CCL takes place on 25 and 1 April 2023 at the City Hall building.

The agenda is published in advance on CML's institutional website (www.lisboa.pt) and is defined by a group of external facilitators who are contracted to run the work sessions in an impartial manner.

Apart from the selected citizens, facilitators, CML services, evaluators and invited experts, no other person shall intervene during the work of the LCC, with the exception of the final session to present the citizens' proposals to the Mayor of CML and whoever is indicated by him/her.

Participation in the sessions of the Citizens' Council is not remunerated, nor does it involve any compensatory measures. However, City Hall ensures all meals throughout the exercise and provides the necessary support for transport to participants who request it.

LCC working sessions should include:

- Learning about the topic and debate with invited experts, as well as CML's competencies in the matter;
- General discussion on the topic and identification of challenges and priorities;
- Ideation and proposal generation;
- Selection and further development of the proposals to be presented;
- Election of spokespersons;
- Presentation of the proposals to the President of CML and debate.

All proposals elaborated by the participants will be accepted. However, their implementation may not be feasible, depending on their specificity and on CML's capacity.

THEME

The theme of the LCC is defined by CML in order to question and listen to citizens on issues that it considers to be a priority, and for which it considers that decision making should take into account the citizens' perspective.

In this 2nd edition, the theme is: "LISBON, CITY OF 15 MINUTES".

IMPACT & CONTINUITY

Citizens will elect representatives or spokespersons who will be invited to participate in periodic work meetings with CML to follow up the proposals presented and contribute to their implementation.

These proposals will be subject to an impact and feasibility assessment by CML, and the follow-up will be communicated to all participants and made public. CML will seek to provide as much detail as possible on this follow-up, both for proposals that are considered feasible and for proposals that are not considered possible to implement.

It is CML's intention to organise the LCC at least once a year.

COMMUNICATION

CML will disclose and publish on its official channels (lisboa.pt website and social networks), clear and transparent information regarding the LCC and its implementation.

In addition, information will also be disseminated in national and local communication channels (press and static advertising), whenever justified.

CML will also make public the results of the LCC, in particular the proposals submitted by the participating citizens.

MONITORING AND EVALUATION

It is the responsibility of CML to guarantee, in collaboration with the Institute of Social Sciences of the University of Lisbon (ICS) as an external and independent entity, the monitoring and evaluation of the LCC.

Monitoring aims to collect and systematise information on the quality of the debate and the proposals, the suitability of the methodology, the facilitation model, among other relevant criteria for the continuous improvement of the project.

The evaluation should be the subject of a report for each edition of the LCC, compiled by the ICS and containing:

- Methodology;
- Evidence of project objectives, indicators and goals;
- Sampling process;
- Materials used in the preparation of the theme;
- Agenda and facilitation instruments;
- Return of the sessions (by the independent facilitators);
- General assessment of project development and impact.

ADVISORY COMMITTEE

The Advisory Committee of the Lisbon Citizens' Council aims to contribute to the continuous improvement of the project and to its national and international dissemination, particularly among the academic community and the third sector.

It is made up of experts invited from various universities, foundations and associations, and has an informal nature and a variable composition.

After each edition of the LCC, CML organises a virtual meeting with the experts who agree to participate in this committee, presenting the results of the initiative and the challenges encountered, gathering advice, examples of good practice and other contributions that allow the methodology to be improved.

PERSONAL DATA PROTECTION

Responsible for processing - The Municipality of Lisbon, through the Citizen Relations and Participation Department with the contacts: Campo Grande, 25, 1.º - A, 1749-099 LISBOA and e-mail sg.drmp@cm-lisboa.pt.

Purpose and lawfulness of processing - The processing of personal data is carried out exclusively for the purpose of involving citizens in decision-making on the major challenges of the city of Lisbon, inviting them to debate the theme "City of 15 minutes" and submit proposals under the 2nd edition of the Citizens' Council, as well as for statistical and research purposes, based on consent (subparagraph a) of paragraph 1 of Article 6 and Article 31, both of the GDPR).

Consequences of not providing the data - Failure to complete this form with personal data, marked as compulsory, will render your enrolment invalid.

Categories of personal data - The personal data collected are: name, gender, date of birth, nationality, place of residence, professional situation, level of education, telephone and e-mail. Citizens interested in participating can register online at: lisboa.pt/conselhodecidadaos, through a code inserted in the Invitation; or send back to the Municipality of Lisbon the completed form, through an RSF envelope attached to the Invitation.

Categories of data subjects whose data is processed - For the purposes of the GDPR, the data subjects whose data is processed in this form for the 2nd Edition of the Citizens' Council are: citizens residing in Lisbon over the age of 16 who have randomly received an Invitation in their inbox to register and participate in this civic participation event.

Data recipients - In the first phase, the Municipality of Lisbon, as depositary of primary data, if the citizen has opted for online registration or by returning the RSF envelope attached to the Invitation; in the second phase, it will be sent as secondary data, after pseudonymisation, to FCPDP - Fórum dos Cidadãos - Associação (NIPC: 515093955), with headquarters at Rua Ary dos Santos, n.º 8, 2.º - A, 2810-433 FEIJÓ, and Instituto de Ciências Sociais da Universidade de Lisboa (NIPC: 506101347), with headquarters at Av. Prof. Aníbal Bettencourt, n.º 9, 1600-189 LISBOA, always safeguarding the purposes specified above.

Conservation of personal data - The data collected shall be kept for the time necessary to fulfil the purposes described above, limited to the period of the current municipal mandate.

Transfers of personal data to third countries or international organisations - The data processed by the Municipality of Lisbon is not transferred to a country outside the European Union, nor to an international organisation.

Rights of data subjects - Data subjects have the following rights in respect of personal data concerning them: [1] To be exercised before the Municipality of Lisbon: right to information; right of access; right to rectify inaccurate data; right to erasure; right to restriction of processing; right to data portability; right to object to processing; right not to be subject to decisions that are exclusively automated, including profiling; in situations of consent, right to withdraw consent at any time, without compromising the lawfulness of the processing carried out on the basis of the consent previously given. [2] To be exercised before the Data Protection Officer (via e-mail dpo@cm-lisboa.pt or by letter to Campo Grande, 25, Bloco E, 2o piso, 1749-099 Lisboa): right to lodge complaints. [3] To be exercised before the supervisory authority (namely, the National Commission for Data Protection): right to lodge a complaint. [4] To be exercised before the competent jurisdictional instances: right to judicial action and compensation in the event of violation of their rights.

Furthermore, I am aware that I may withdraw consent at any time, without compromising the lawfulness of the processing carried out on the basis of the consent previously given, by request to the above contact details of the Controller.

ENROLMENT FORM FOR THE CITIZENS' COUNCIL INFORMATION ON PROJECT PARTNERS

Code

REGISTRATION
FORM

Name

Gender* Female Male Other Prefer not to answer

Date of birth* **Nationality***

Parish of residence*

Employment situation* Employed Unemployed Retired

Domestic Student Disabled Other inactive

Level of education*

Sem escolaridade 1st Cycle of Basic Education (primary education)

2nd Cycle of Basic Education (5th and 6th years)

3rd Cycle of Basic Education (7th, 8th and 9th years)

Secondary Education (10th, 11th and 12th years)

Post-Secondary Education Higher Education

Telephone* **E-mail***

Are you willing to give up 2 days of your time (at the weekend) to contribute with your opinions, ideas and proposals to improve the city of Lisbon?*

Yes No

Have you ever participated in participatory democracy initiatives (example: participatory budgeting, discussion sessions with politicians, other)?**

Yes No

How do you rate your interest in politics?*

Not interested I think it's important, but I am hesitant to participate

I think it's important and I want to get more involved

I am involved in a political association or party

* Mandatory ** Statistical and research purposes

Information on Personal Data Protection

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Purpose and lawfulness of processing - The processing of personal data is carried out exclusively for the purpose of involving citizens in decision-making on the major challenges of the city of Lisbon, inviting them to debate the theme "City of 15 minutes" and to submit proposals within the scope of the 2nd edition of the Citizens' Council, as well as for statistical and research purposes, on the basis of consent (subparagraph a) of paragraph 1 of Article 6 and Article 31, both of the GDPR).

Consequences of not providing data - Failure to complete this form with personal data, marked as mandatory, will render your registration invalid.

Categories of personal data - The personal data collected are: name, gender, date of birth, nationality, place of residence, professional situation, level of education, telephone and e-mail. Citizens interested in participating can register online at: lisboa.pt/conselhodecidados, through a code inserted in the invitation; or send the completed form attached to the invitation back to the Municipality of Lisbon, through an RSF envelope.

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Furthermore, I am aware that I may withdraw consent at any time, without compromising the lawfulness of the processing carried out on the basis of the consent previously given, by request to the above contact details of the Controller.

I have taken note of the information and consent to the processing of my personal data for the purposes set out in the form.

First and last name

Signature Date

Institute of Social Sciences of the University of Lisbon

General Description

The Institute of Social Sciences of the University of Lisbon (ICS-ULisboa) is an internationally renowned interdisciplinary research institution that focuses on Social and Cultural Anthropology, Economics, History, Human Geography, Political Science, Social Psychology, and Sociology, organised in 7 Research Groups. Classified as an Institution of Excellence since 1996 by international panels, the Institute became an FCT Associated Laboratory in 2002, confirming such status in subsequent international evaluations. The ICS develops interdisciplinary research oriented to the needs of society and the public sector, on challenges related to sustainability, citizenship, social inclusion and vulnerability, memory and legacies. The ICS coordinates the main infrastructures for data collection, analysis and dissemination, and promotes various dissemination and engagement strategies with different audiences. The Institute has been a member of the European Alliance for Social Sciences and Humanities (EASSH) since 2018.

The ICS has been developing top research on methodologies for monitoring and evaluating public participation processes. On this issue, the scientific community has been disseminating scientific knowledge in national and international publications, as well as recommendations for improving public policies through reports and policy briefs. We also highlight the ongoing collaboration with the "Competence Centre on Participatory and Deliberative Democracy" of the European Commission of Dr. Roberto Falinga with a view to providing an expert contribution on the evaluation of participatory processes. In this regard, we should also add the collaboration protocol signed in 2022 with the Competence Centre for Planning, Policy and Prospective Studies of the Public Administration (Planapp), which aims, among

other areas, to deepen the theme of the evaluation of public policies in Portugal.

Within the scope of the Lisbon Citizens' Council, ICS will be responsible for carrying out research work, specifically involving the preparation of empirical studies to enable the creation of a monitoring and evaluation system for the LCC, which will culminate in the presentation of a final evaluation report.

Citizens' Forum Association

The Citizens' Forum is an association whose mission is to breathe new life into Portuguese democracy. The association focuses on improving the political system in Portugal, particularly through the promotion and implementation of processes whereby citizens are given the opportunity to voice their informed, pondered opinions with respect to major political topics.

The Citizens' Forum has been developing multiple participative processes since 2016, based on the methodology used to create and manage citizens' assemblies (or "juries"). To date, these projects have been carried out in partnership with entities such as the State Secretary for European Affairs, Oeiras City Hall, the Gulbenkian Science Institute, the Philosophy Institute of the New University of Lisbon and the Maria Matos Theatre. This initiative has also been developed in educational establishments since 2020, through the creation of citizens' assemblies in 11 schools, within the scope of a project supported by the Calouste Gulbenkian Foundation.

The Citizens' Forum will be responsible for ensuring the impartiality that CML wishes to implement in the process, through the implementation of an accredited model of representative stratification and selection of citizens for each edition of the LCC, by conducting a random draw of those enrolled.