

Greening cities through Participatory Budgeting

Answers to climate change
from Lisbon, Portugal and
Molina de Segura, Spain

Yves Cabannes

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First School based Climate PB and mainstreaming Climate into city wide PB

PB budget € 2 MIL / 70 000 inh > ± 30 € / inh in a city and region hit by climate change effects

- Participated in 2018 and 2019 seminars and decided to adapt
- 2019 Local and Murcia region seminars and support [KIC]

Mainstreaming climate into city-wide PB

- Include climate change in information session & project formulation workshop
- Presentation of possible projects (list from environment & participation directorates)
- Norms and procedures established by citizens (different from Lisbon)
- Setting up criteria for projects selection (e.g. addressing floods effects)

Youth PB for climate change: raising awareness for future challenges

- 35 000 € / 14 & 15 years old / school-based and voluntary
- No limit for value of project, no pre-established list for youth
- Participation of students in projects implementation [ex. urban agriculture]



Source: South Pole / EIT Climate KIC, based on various original sources



Introduction and Presentation

This Question and Answer (Q&A) document provides pictures, graphs, tables and some of the practical tools needed to implement Green PB. It is based on Lisbon's experience with Green Seal Participatory Budget (PB) and also draws on PB in Molina de Segura in Spain, which was inspired by Lisbon's experience [see [Box 1. Inspirations from Lisbon to Molina de Segura, Spain. A summary](#)]. It is aimed at city policy-makers, PB practitioners and citizens who would like to know more about what has been achieved. It should also help readers reflect on and hopefully start or consolidate Green or Climate-focused PB in their city, district or country.

This document showcases **Lisbon's** city-wide **Green Seal PB**, which was introduced in 2018, explaining how and why it was implemented. It also refers to **Lisbon School Green PB pilot** (launched in 2019), the preparatory stages of the planned **Climate PB 2020**,¹ and the experience with **School Climate PB in Molina de Segura, Spain**, which was the first of its kind when it was launched in late 2019. It mainly draws from the different phases of cooperation between EIT Climate-KIC, South Pole / FMDV, Lisbon City Council and Molina de Segura. The respective roles played by each party are fully acknowledged and credited.

1. The 2020 Green PB in could not be implemented, as explained later in this paper, mainly because of the lockdown and consequences of COVID-19.

While this book was being finalised and published, the 2021 PB cycle was approved by Lisbon's executive authority (on 27th January). This cycle started on March 15th and should be completed by the end of June 2021. As stated in the norms for participation, the 11th PB edition is a multi-thematic PB "dedicated to the themes of energy and environmental sustainability, and combating climate change." It continues along the paths explored in 2018 and 2019, and as Lisbon is the 2021 European Capital of Sport, also focuses on physical activity. Eligible PB proposals will therefore relate to the following areas: [1] Climate change adaptation and mitigation; [2] Clean and renewable energy; [3] the Circular economy; [4] Efficient revitalisation of the built environment; [5] Pollution reduction and preservation/recovery of the ecosystem and biodiversity; [6] Fair food system; [7] Smart and sustainable mobility; [8] Sport and the promotion of physical and mental health.²

2. Visit <https://op.lisboaparticipa.pt> for further updates.

SECTION 1.

Recap on Participatory Budgeting Basics



Recap on Participatory Budgeting Basics

1. What is Participatory Budgeting?

Lisbon's Participatory Budgeting (*Orçamento Participativo*, or OP in Portuguese) "is just one kind of citizen participation in the governance of the City of Lisbon. Through PB, citizens are endowed with an effective power to decide how part of the municipal budget is spent: they submit proposals for the city and vote for the projects they'd like to be included in the next year's budget." This definition closely reflects the original one coined in Porto Alegre in 1989: "*Participatory budgeting is a mechanism or a process through which people make decisions on the destination of all or a portion of the public resources available or else are associated to the decision-making process.*" Since then, PB has expanded and become a major innovation in local decision-making and participation around the world, with over 6,000 experiences listed across at least 40 countries in 2020.

2. How do you define Green PB and Climate PB?

Green PB is a generic brand or type of PB that refers to **thematic** PB. It embraces various practices that are emerging in different cities

under various names, such as Climate Change PB, Eco-citizens PB, Environmental PB, and PB for Sustainable development. Thematic green PB implies that all or some of the resources debated through PB in a specific city or region are earmarked for those sectors (eco-development, environment, sustainable development, climate change adaptation and mitigation).

Green PBs can also include projects from other sectors if they have a connection with the aforementioned subsectors. For instance, a sports project such as a football field for young people could be eligible if resources will be used to switch from conventional lighting to energy-saving LED lighting.

3. What are some of the most successful examples of PB around the world, and what has made them so successful?

The success of PB should be measured in relation to its objectives, which vary considerably from one city to another. There is no single specific model for PB as it may be driven by quite different logics. These could be (i) to “radically democratise democracy” by transferring power to people with a strong political perspective; (ii) to improve relations between citizens and local governments as part of a good governance approach, and use PB to create a better living environment, often through small projects; or (iii) to optimise the use of municipal financial resources for improved services – here PB is driven by a budgetary logic, with much less emphasis on participation and usually with less decision-making power for citizens.

Looking beyond these divergences, practices that have passed the test of time and are still followed today after several decades can be considered successful. There are a good number of such cases,

from Montevideo in Uruguay (30 years in 2020) and Ilo in Peru or Cuenca in Ecuador (both instituted over 20 years ago). We can learn a lot about the meaning of successful PB from these examples and others that have lasted for over 10 years.

Some PBs have been successful in reaching and benefitting specific social groups, such as university students (Rosario, Argentina), multiple vulnerable groups as São Paulo, Brazil in the early 2000s; migrant workers in Taoyuan in Taipei; homeless and / or low-income social housing tenants in Penang, Malaysia and Toronto, Canada; and all the many experiences with youth or student PB that will be considered later in this manual.

4. Why have some PBs failed?

There are many reasons why PB processes are interrupted or not sustained over time. The most common single and/or combined causes include:

- ▶ Lack of political will.
- ▶ Change of government, especially if the new government is from a different political party and the PB was unique to the party that lost the election.
- ▶ Inability to implement projects voted in by citizens. This may be due to lack of resources, to PB projects costing much more than originally planned, to bidding rules and practices that make it difficult to implement PB projects (especially very large projects), or to delays in implementation that seriously undermine citizens' confidence and eventually lead to their disengagement.
- ▶ Lack of transparency in local governments, which erodes confidence.

- ▶ Limited PB resources can cause divisions between citizens and lead them to regard PBs as a cosmetic solution, while decisions about high levels of investments are centralised at city level.
- ▶ Insufficient drive and strength among citizens and civil society.

It is important to carry out risk analysis before starting a PB process, in order to identify how to address these risks. This is particularly true for Green PBs, as there is less accumulated experience in this field and they are often implemented in settings where the effects of climate change are becoming more dramatic each year.

5. Why should cities work towards implementing a PB process?

The reasons for implementing PB are multiple and vary from place to place. Over the past three decades, thousands of cities and their citizens have adopted and adapted the original model in many different ways, usually for some of the following reasons:

- ▶ It is a way for citizens to think about and shape the city they want.
- ▶ PB allows people to transform their city within a short time, as projects are usually implemented within two years of being approved.
- ▶ PB contributes to a more democratic system, in some cases opening up the possibility to transfer more power to a larger array of citizens. A city that involves its citizens in governance, in the decision-making process and execution of voted projects, becomes more agile and effective in responding to the legitimate wishes and aspirations of its citizens.

- ▶ PB can also make democracy fun! This is often the case with Youth PBs.
- ▶ Local governments quickly realise that they can do more with the same amount of resources, particularly when these resources are scarce. In effect, PBs tend to limit corruption and show that it is possible to build more transparent government. Citizen participation in and control over the second PB cycle, when projects that have been voted in are implemented, usually helps a lot in this respect.
- ▶ PB helps establish or re-establish confidence between citizens, politicians and public administrations. These relations tend to become more horizontal, and can enhance a sense of belonging to a community.
- ▶ The benefits for local development and the local economy are far from negligible, particularly when PB takes place in disadvantaged areas such as poor villages and regions, rural districts of large cities or low-income settlements.
- ▶ PB increases a city's potential to become more internationally connected and part of a broader community of practice
- ▶ Respondents in Lisbon see PB as a way for local governments to 'stay alive' and be closer to their citizens, as it reduces political pressure on Representative Democracy and gives citizens more responsibilities and power.
- ▶ Green and climate-sensitive PB are both a thermometer and a barometer. They act as an early warning system to measure the impacts of climate change, and show in real time where the effects of climate change are taking place and how they affect people. They are also a rich source of creative solutions to adapt to and mitigate the negative effects of climate change.

SECTION 2.

Recap on Lisbon,
its 10 years of PB
and its transition
to Green PB



BOX 2. Lisbon, European Green Capital 2020 and a tourists' favoured city



Source Pictures Cabannes, Y

Recap on Lisbon, its 10 years of PB and its transition to Green PB



6. Can you tell us a little bit about Lisbon? Its population, unique characteristics, etc.

The Lisbon Metropolitan Area [LMA] occupies 3.3% of Portugal's national territory and is home to around 3 million inhabitants, or about a quarter of the country's population. In economic terms, the LMA contains around 25% of the working population and 30% of national companies, provides 33% of employment and contributes 36% of the national GDP. Lisbon is one of 18 municipalities in the LMA, and contains 24 of its 105 districts or *Juntas de Freguesias*. Each of these districts has an elected local government, which is important to consider in terms of PB, even if their budget is quite limited compared to that of Lisbon municipality.

Lisbon is a relatively small European capital in terms of its population, which is about 530,000 inhabitants. Thanks to its unique cultural heritage, it has become a favourite tourist destination and receives regular awards for being one of the safest and more liveable capitals [see Box 2]. Much of Lisbon's economic recovery since

BOX 3. Understanding PB political context: key contribution of the group Movement of Citizens for Lisbon / Movimento “Cidadãos por Lisboa”

As a result from the 2007 mid-term elections, a new executive was elected and António Costa from the Socialist Party (PS) became President of the CML [Lisbon Municipal Council]. With only 6 seats out of the 17 of the Council, he looked for establishing political agreements, all along his mandate, with the “Citizens for Lisbon” Movement (www.cidadaosporlisboa.pt). As a result, the portfolios of the “Local Housing Programme” were assigned to Helena Roseta and the *Cabinet Lisbon at worlds’ crossroads*” (GLEM) to Manuela Júdice, both from this citizen’ movement. During the following mandates, alliances were tied as well with the “Citizens for Lisbon” and the “Lisbon are many People” association (lisboaemuitagente.blogspot.com). The Socialist Party PS integrated several councillors from these citizens’ associations and movements in their lists during the 2009, 2013 and 2017 local elections.

It should be noted that the inclusion of citizen participation related issues in joint electoral programmes and the production of the respective public policies within their areas of action is largely due to the participation of these citizens’ movements and the presence of their councillors in the Lisbon City Council, the Lisbon Municipal Assembly or in various Parish Councils. Besides, a first set of proposals during the first mandate (Decentralised Meetings, Participatory Budgeting and the Local Housing Programme) and during the next mandates (BIP-ZIP Programme and Citizens’ Forum) of this 10-year cycle of participatory policies were subscribed jointly, or sometimes even exclusively, by elected executive members from these citizens’ movements.

the deep socio-economic crisis of 2008 is due to tourism, but this economic activity has also increased social and spatial inequities. This is an important factor to consider with regard to PB, as is the disastrous impact of COVID-19 on the recovering and expanding tourism sector, creating new uncertainties and deepening poverty in various districts.

Lisbon city has a 17-member Council (*Camara*), a Municipal Assembly with 75 elected members, and 24 elected district mayors. In 2020, Lisbon Council was led by an alliance of the Socialist Party [6/17 seats in Council], the Movement of Citizens for Lisbon [2/17] and the Left Block [1/17]. This alliance did not include the Communist Party, which held 2 of the 17 seats on the council. In the Municipal Assembly, the Socialist Party [33/75] and the Movement of Citizens for Lisbon [6/75] formed an alliance that gave them the majority.

7. Can you tell us about PB in Lisbon and how it started?

After failing to gain a majority in the Assembly in 2007, the Socialists signed a *coalition agreement* in 2009 with the *Movement of 'Citizens for Lisbon'*¹ and the Political Association 'Lisbon is many people',² which is composed of political activists from the left, extreme left and social activists from various movements (housing, environment, etc.). Before 2009, the Socialist Party had worked in the previous two years on several projects with 'Citizens for Lisbon' (such as the PLH Local Housing Programme and LEM – Lisbon Crossroads of Worlds). This agreement and the alliance were renewed in 2013 and 2017 [see Box 3]. The *Movement of 'Citizens for Lisbon'* and its alliance with the Socialists played a key role in the emergence of PB, its consolidation over time, and the

1. <http://www.cidadaosporlisboa.pt>

2. <https://lisboaemuitagente.blogspot.com/>

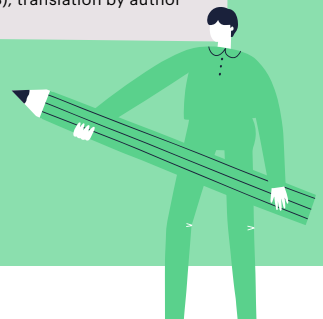
BOX 4. The sharing of decision-making power [2008 Charter of Principles]

ART. 3. THE SHARING OF DECISION-MAKING POWER

1. Participatory budgeting is a consultative and deliberative process through the progressive establishment of co-decision mechanisms.
2. In the consultative dimension, citizens are consulted on the definition of investment priorities for the Lisbon City Council's Budget and Plan of Activities.
3. In the deliberative dimension, the citizens can present and prioritize, through voting, investment proposals to be integrated in the Municipal Plan of Activities and Budget.
4. Every year, the Municipal Executive defines a portion of the Budget to be allocated to the co-decision process.

Source: Proposta 506/2008 / Aprovou a Carta de Princípios do Orçamento Participativo do Município de Lisboa, nos termos da proposta [pág. 1124 (66)] / Deliberação (Reunião da Câmara Municipal de Lisboa realizada em 9 de Julho de 2008), translation by author

One of the key articles contained in the Charter of Principles of the PB of the Municipality of Lisbon [2008]



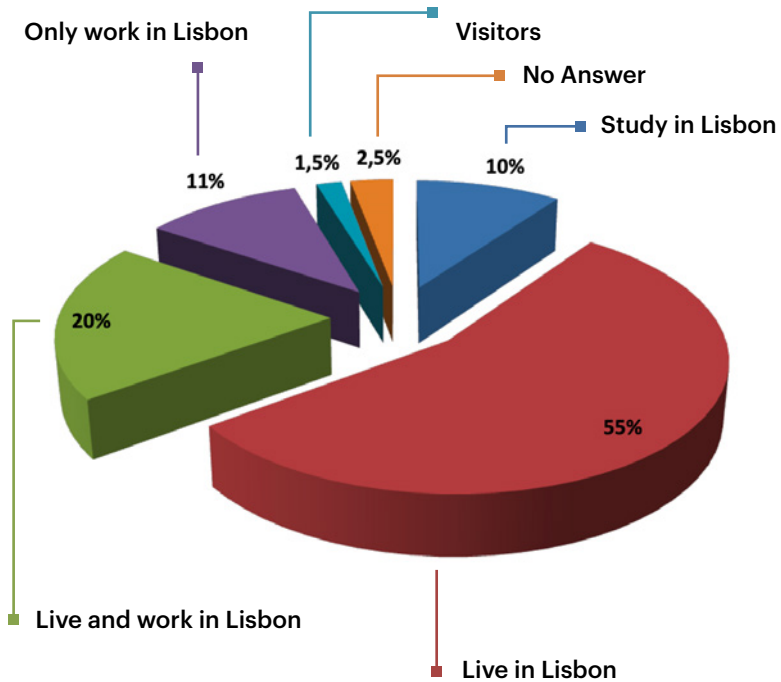
proliferation of participatory channels that have helped strengthen the PB process. Some examples will be given below [see Box 8. [Participatory channels in Lisbon](#)].

In July 2008, the Municipal Executive Power (Lisbon City Council) adopted a **Charter of Principles** proposed by the President and Councillors of ‘*Citizens for Lisbon*’ and ‘Lisbon is many people’. This Charter included participatory budgeting as an option, in accordance with the values of participatory democracy enshrined in Article 2 of the Constitution of the Portuguese Republic.³ Article 3 of the Charter [see Box 4: [Sharing decision-making power](#)] explicitly set out the principles of joint decision-making by citizens and local government and the deliberative nature of the process, and stated that resources were to be decided every year by the City Council. It started with a significant commitment of €5 million, an important political gesture in 2008 when the city was facing serious financial problems. In doing so, Lisbon became the first European capital to implement PB, and has continued to do so ever since.

In summary, the key reference points for understanding the sustainability of the PB process are its enshrinement in a formal Charter of Principles, the direct link with one of the articles of the Constitution, and the commitment to annually allocate funds for local PB to be approved as part of the City budget. It is also important to note that **training** has always been regarded as a crucial aspect of developing PB. The training plan adopted by Lisbon City Council included seminars for municipal technicians, members of the 53 parish councils [now reduced to 24], civil society organisations and individual citizens.

3. “*The Portuguese Republic is a democratic state based on the rule of law, the sovereignty of the people, plural democratic expression and political organisation, respect for and the guarantee of the effective implementation of the fundamental rights and freedoms, and the separation and interdependence of powers, with a view to achieving economic, social and cultural democracy and deepening participatory democracy*” [Article 2, Democratic state based on the rule of law].

BOX 5. Lisbon PB is not limited to its residents: origin of participants in 2018



Source: Lisbon Municipality, 2019

Lisbon PB has been open to non-residents since its earliest phases. Data from 2018 indicate that about one out of four participants are **non-residents**: **11% only work in the city**; **10% are non-residing students** and **1.5% visitors, including tourists**.

8. Which aspects of Lisbon's PB are the most impressive?

Sustainability: the process began in 2008 and was still running in 2020. The City had the nerve and determination to maintain it over the years, thereby attracting a significant cumulated number of voters.

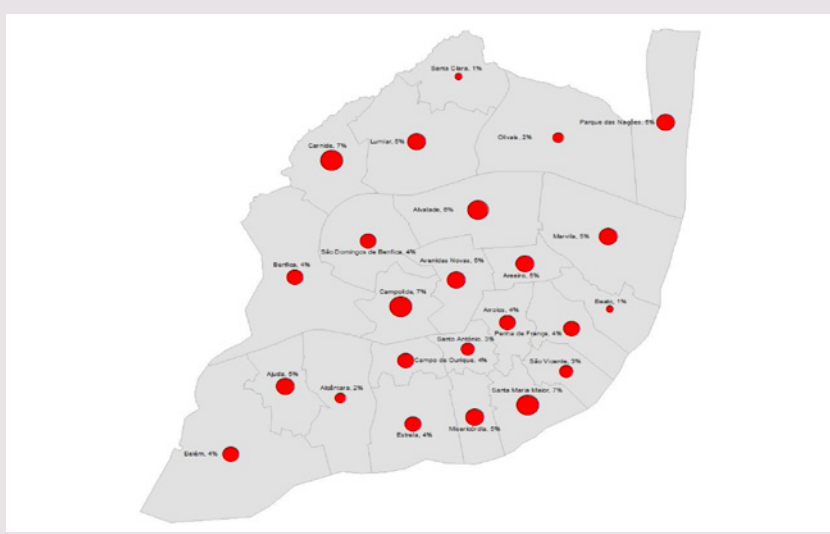
Adaptability: a constantly **evolving** model helped facilitate the transformation towards Lisbon's Green seal and Green PB. The balance between **continuity and change** was achieved with annual innovations tested through pilot initiatives such as the introduction of Climate PB in schools in 2019. Having the same political alliance in power certainly helped sustain PB experiments over the years.

Universal and inclusive: Lisbon's PB is accessible to all citizens over the age of 16. To reflect the fact that the city has 530,000 residents and 1.5 to 2 million daytime 'city users', it is not limited to residents and is open to foreigners, students and even tourists (i.e., everyone who 'uses' the city) [see Box 5. Origin of participants]. This inclusiveness explains the dual nature of PB projects, as residents are more interested in projects with local impacts, while city 'users' might be inclined to favour larger, citywide projects known as 'locally structuring PB projects'.

The spatial distribution and nature of PB projects. After 10 years, there are PB projects in all of Lisbon's 24 districts [see Box 6. Lisbon Green PB territorial distribution of winning projects 2008-2017]. Their diversity, and in some cases their scale, are exemplified by Green PB projects [see Box 7, Box 11, Box 16 and Box 17].

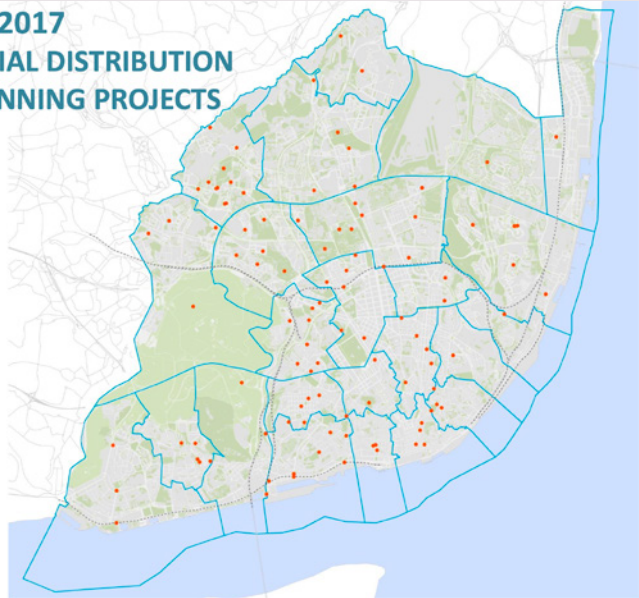
Efforts to 'de-digitalise' the PB process. In recent years web platforms have allowed PB in general to become an increasingly digital process. Lisbon was one of the first to see the danger of excluding certain social groups such as the elderly, migrants and

BOX 6. Lisbon Green PB distribution of winning projects 2008-2017 [per districts]



Source: Lisbon Municipality

PB 2008/2017 TERRITORIAL DISTRIBUTION Of the WINNING PROJECTS



Source: Lisbon Municipality

refugees if local PB became a purely digital exercise. Its multi-channelled online and offline approach and proactive attitude towards specific groups probably makes the best of both worlds. [see Box 21. Meetings with migrants, elderly and the youth, and Box 22. De-digitalisation of Lisbon PB in 2018/2019].

A **crosscutting and mainstreamed process**. The internal organisation [see Box 19: Lisbon PB governance] with a dedicated team includes all areas of council business, transparency, publication of reports and instruments, and impact on policies and programmes.

Lisbon's PB was a **source of inspiration for the three National PB pilot initiatives**. This was facilitated by one of Lisbon's key PB decision makers being appointed to a position in central government, and the appointment in 2020 of two more high-profile Lisbon PB decision makers to central government positions relating to the three different modalities of Portugal's national PB.

9. What have been the limitations of PB so far?

So far, several limitations to PB have been noted. Depending on their intensity, the limitations described below could act as a brake to PB or even lead to the extinction of the model. The three main types of limitation are listed below:

Budgetary limitations: these could be due to very limited municipal resources; or to elected bodies (local assemblies, city councils) fearing that significant amounts of the municipal budget would fall out of their control and be transferred to citizens' choices. However, there is not a direct correlation between the wealth of a city and the amount that will be allocated to PB. Relatively poor cities may make a political decision to spend large sums on PB per inhabitant, while rich cities with high investment capacities can decide to allocate very little to PB.

Box 7. *Caracol da Penha* Garden: example of green project before Green Seal PB



Source: NPK - Arquitectos Paisagistas Associados (2016), adapted by Luana Nascimento, 2020

***Caracol da Penha* Garden** project consists in the implementation of a park that includes a small allotment garden, Children’s Recreation Equipment and multiple recreation and leisure spaces. This project voted during the 2016 / 2017 PB cycle is unique in the sense that it was largely community led, promoted by the residents and movement of the Jardim do Caracol da Penha. Through the mobilisation of neighbours and networks it gained the highest number of votes (9477) during the whole Lisbon PB life. It began with neighbours refusing the idea to see a one-hectare open land transformed into a car park. A narrative highlighting how the proposal started, how it expanded, how the mobilisation took place and eventually was voted is shared in [Appendix 4](#) [Original project cost: € 500.000,00 – Final: € 2 million].



Source: Courtesy Movimento do Jardim Caracol da Penha

Limitations of participatory processes: southern European countries, and Portugal in particular, have a tradition of discouraging citizens from engaging in active participation and associative community life. This dates back to the Inquisition and was reinforced by 50 years of dictatorship. Portugal has fewer associations per head of population than many other European countries, and the tendency to under-participate can be seen at every level of citizen engagement. In short, a limited number of citizens are willing to participate.

Limits to effectiveness: The rules on legal compliance and transparency when purchasing goods and services for public contracts can make implementation slow and ineffective, and the existence of mega-projects that are too large to be designed and executed in a timely manner can create negative perceptions of the effectiveness of PB.

10. Do you think PB has had an impact on democratic progress in Lisbon, and in Portugal as a whole?

Yes, indeed. Portugal has very high levels of citizen abstention and lack of engagement in political parties and organic or inorganic social movements. Any form of democratic participation can encourage political engagement; therefore, effective and well-regarded citizen PB programmes can serve as a springboard for many absentees to return to political participation. There tends to be a degree of disconnection between elected politicians and voters in Portugal. Citizens feel part of the government decision-making process and a more democratic world when they participate in PB.

Participatory Budget projects are locally based or even hyperlocal, with a direct and close impact on the citizens' immediate community

BOX 8. Multiple participatory channels in Lisbon and PB is only one of them



LISBON Participation Initiatives

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Participatory Budgeting →

How would you spend 2.5 million Euros in Lisbon?



LisBOAidea →

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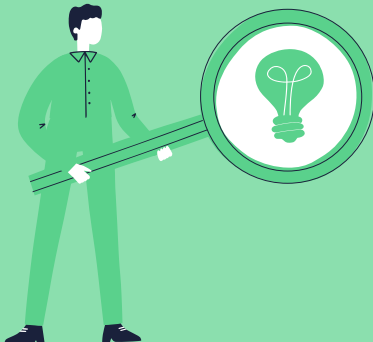
Lisbon Open Data



Citizenship Forum →

Lisbon with Rights

Source: Lisbon Municipality



(their street, neighbourhood, parish or overall city). Participation in something that has a direct impact on their life can bring them back to a more active and committed citizenship. Therefore, in addition to the most immediate tangible benefits and physical improvements for the community (public gardens, playgrounds or cycle paths), successful implementation of PB also improves the overall quality of democracy.

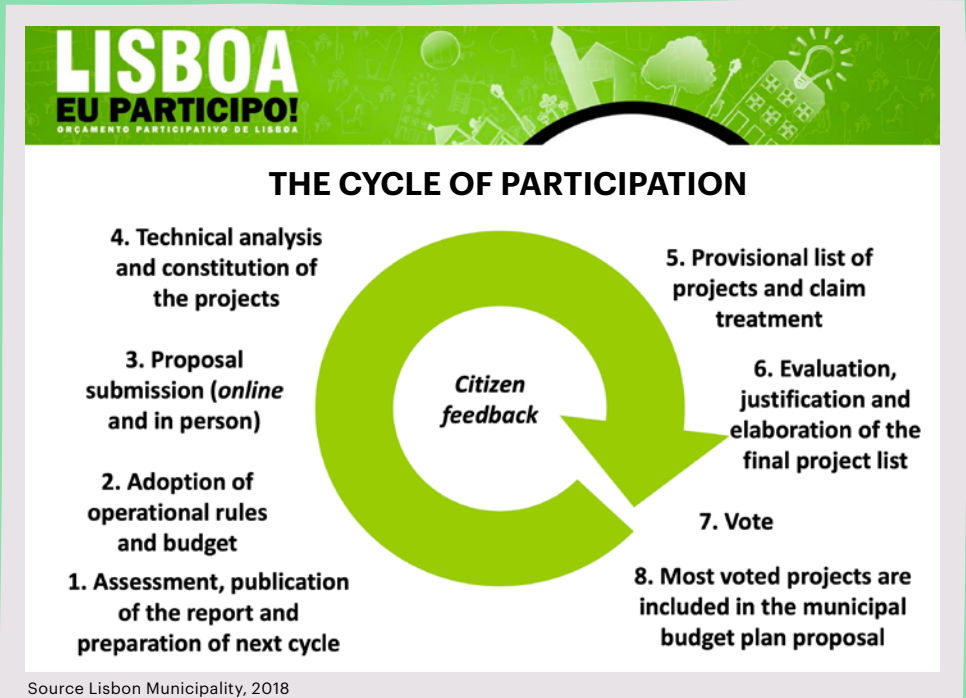
Looking at the bigger picture: to deepen democracy PB needs to be one of several channels in a participatory system.

In this sense, PB certainly helps democratise local governments. But it does so as one of many channels that have been instituted over the last 10 years, especially in Lisbon. These include decentralised City Council Meetings; the first non-mandatory public consultation process on the Local Housing Programme (PLH) introduced in 2007 and 2008; the BIP/ZIP⁴ Programme (Interventions in Neighbourhoods and Priority Areas) and the Citizenship Forum, introduced in 2011 and 2014; or the Lisboa Participa portal, introduced in 2017, which provides several participatory tools in one place (a Fix My Street app, Open Data portal, a collaborative ideation platform named LisBOAideia, which is currently suspended, and a public consultation platform called Lisbon in Debate).

The three main ways that these instruments have impacted on democracy are: (i) as a means of listening directly to people's needs; (ii) providing an opportunity for citizens to identify and

4. Lisbon's BIP-ZIP Programme - *Bairros e Zonas de Intervenção Prioritária de Lisboa* (Interventions in Neighbourhoods and Priority Areas) was created in 2011 by the municipality as a public policy instrument that aims to foster partnerships and small localised actions, supporting projects carried out by parish councils, local associations, communities and non-governmental organisations. By 2020, BIP/ZIP had financed 354 projects with a total value of about €4 million, which benefited 625 different institutions. The key differences with Lisbon PB are that project values are smaller and BIP/ZIP only works with existing civil society organisations, not with individual citizens, as PB does.

BOX 9. Lisbon Participatory Budgeting cycle



select projects with a local impact through PB; and (iii) creating opportunities to influence local policies (e.g. housing) and city-scale programmes (the PB was critical in starting soft mobility and the use of bicycles [see Box 16. Cycle lanes and Box 17. Bicycle-friendly stairs]).

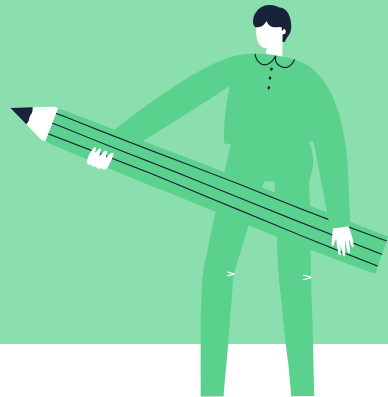
After an initial phase when the first non-mandatory public consultation processes like PB and PLH were tested, the BIP/ZIP programme provided a broader opportunity to include communities and sit down with grassroots actors to define and fund community-led programmes.

A third period corresponds with *Lisboa Participa* [see Box 8], when a wider range of participatory channels opened up. Lisbon's PB allowed for direct deliberation and decision making, and this period has seen marked a deepening of democracy – although the limited implementation rate over the years carries its own risks. The introduction of the right to petition allows citizens to present a petition to the Municipal Assembly with only 250 signatures, a number that was reduced to 150 in 2019. These petitions or demands need to be examined and discussed by the Municipal Assembly, which then presents its recommendations and proposals to the City Council. However, there is no way of ensuring that the council will follow these recommendations. The media plays an important role in this respect, as petitions that are publicised are given greater priority. The assembly is currently 'flooded' with petitions. There is a natural connection with PB as the same committed citizens are involved. *Caracol da Penha* Garden PB project, in which petitions played a crucial role, is an excellent example of the potential power of petitions [Box 7 and Appendix 4].

BOX 10. Documents and covenants signed by Lisbon and commitment to CO2 reduction



The initial targets for CO2 reduction (minus 20% for 2020 and minus 40% for 2032 had already been reached in 2016), evidencing the city commitment to climate change mitigation.



11. Why Lisbon chose to have a Green PB? Why did the Green Seal PB appear in 2018? What were the drivers behind this development?

The Greener PB in Lisbon was the result of a combination of both **endogenous** and **historical** factors and **exogenous factors and opportunities**

Three endogenous and historical factors

Increasing exposure to the dramatic effects of climate change

In recent years Portuguese citizens have been increasingly exposed – and therefore increasingly sensitised – to the multiple effects of climate change. One of the catalysts for this increased awareness was the wildfires of 2018, which destroyed nearly 40,000 hectares and took many lives. They were widely covered by the mass media.

A long tradition of ‘green’ PB proposals and projects

This point will be further explored in various Q&As in the next section. Lisbon’s traditional PB and Green projects were often parallel to or connected with each other, and there has been a string of ‘green’ PB proposals and votes on green projects since the first PB in 2008. However, projects to construct cycle lanes or revitalise public parks were rarely perceived as ‘green’ or related to climate change, and were valued much more highly for their social benefits.

A critical mass of strategic plans for climate change and political willingness

The existing strategic plans for climate change adaptation and mitigation in Lisbon and its region are quite ambitious, extremely solid, comprehensive, and enjoy strong higher-level political support [see Box 10. [Lisbon’s commitments to CC covenants over time](#)]. “Lisbon already doubled its emissions reduction commitment

for 2020, and set a decarbonisation target of -60% for 2030 and a carbon neutral target for 2050". Nonetheless, the issue for Lisbon and other cities is determining how to implement these plans and what resources are needed to achieve these objectives. Part of the initial arguments and actions were advocating for PB and demonstrating its unique contribution to achieving climate objectives in a relatively short. This entailed connecting and aligning the CC strategy to an available and relatively successful tool, i.e., participatory budgeting.

Windows of opportunity opened by two exogenous factors

The City Finance Lab: foreign seeds on fertile ground.

The idea of shifting to Climate PB in Lisbon was first introduced during the initial exchanges between the City Finance Lab, FMDV and municipal decision makers. It soon flourished thanks to Lisbon's culture of innovative and open PB culture, described above. The outsider's proposal prompted internal municipal reflection on how to work on the issue of PB and climate change, and led to:

- ▶ The introduction of two pilot initiatives: a *Green Seal PB* and a *Green Youth PB*. The Green Seal PB was conceived as a way of preparing for a soft transition towards fully Green & Sustainable PB in 2020.
- ▶ A doubling of the resources debated through PB, from €2.5 to €5 million. The original committed figure of €5 million in 2008 had been halved in recent years.

Lisbon as the European Green Capital

The City of Lisbon was given the European Green Capital award in 2020 in recognition of its work "to build a greener, more sustainable and friendly city" over the last decade. This award increased the level of commitments on: [i] the Paris Agreement

objectives, UN SDGs, etc; [ii] Commitment to act; [iii] Commitment to participation; and [iv] Commitment to the future. Overall, the European Green Capital and associated commitments provided a window of opportunity to launch Lisbon's 'Green' Participatory Budgeting and Lisbon's Participatory Budgeting for Schools for the period 2019/2020, which tied in nicely with the EIT Climate-KIC programme and the opportunity provided by the City Finance Lab.

12. How has Lisbon increased political interest in Climate-sensitive PB?

In fact, it is the other way around in Lisbon! The Green Seal PB and planned Green PB flowed from Lisbon's previous political and policy commitments. Considerable progress had already been made with the city's political commitment to the Paris Climate Change Agenda and the Mayors' Climate Covenant. However, this is unusual and Molina de Segura in Spain is a more common example of how political interest was increased. In this case, the small municipal team in charge of PB used the dramatic effects of flooding in the city as an opportunity to introduce the idea of greener PB that could address the challenges of climate change. This involved a successful combination of the following approaches:

- ▶ An international and national seminar, where an invited expert supported by City Finance Lab gave examples of positive Green PB experiences in Lisbon and elsewhere. The seminar was a way of bridging the gaps between local activists and grassroots actors, civil servants from Molina, surrounding municipalities with experience in PB that had also been affected by the floods, elected mayors, city councillors and local universities.
- ▶ The momentum was maintained by mobilising local newspapers and media, which aired possible solutions, particularly Climate PB as a potential contribution.

BOX 11. Green Corridor Connection Eduardo VII Park – Monsanto Metropolitan Park. Example of green project before Green Seal PB



© Lisbon Municipality

This winning PB project, that obtained 100 votes in 2008 was the precursor to the current Monsanto Green Corridor, which integrates the city's ecological structure linking the Monsanto Forest Park to the Edward VII Park (see plan below), over an area of about 2.5 km, with an area of 51 hectares and a network of trails of about 40 km. It was completed in 2012. As the first green corridor in the city of Lisbon, it provided the capital with an ecological structure with several gardens and parks.

Value: € 1,000,000 **PB votes:** 100



- ▶ Reaching the media helped widen the public debate and envision possible ways of facing climate challenges. More importantly, it helped to push Climate PB higher up the local and regional agenda.
- ▶ In this particular case, the powerful and quite active Federation of Neighbours Associations played a critical lobbying role, highlighting the importance of raising political awareness of local issues caused by the effects of climate change.

The swift shift to greener PB and the first-ever school climate PB is largely due to the combination of these different elements: the seminar + media + putting the issue on the political agenda + grassroots lobbying.

Another condition common to both cities is the connection between the **governance** model and the administrative machine, which helped cover all **the municipality's areas of activity** [see Box 19]. It also helped mainstream a green PB perspective within local government, with various workshops to raise 'internal' awareness, which seems key.

13. Which were the main challenges in introducing a Green Seal PB in Lisbon? How were they addressed?

Transforming a political commitment into an 'in-house' practice

Lisbon's PB was originally housed in the Central Services Department, before being transferred to the Department of Modernisation and Information Systems and then the Department of Public Relations in 2009, and thence to the Department of Relations with Citizens and Participation (Participation Division) in 2018.⁵

5. Following the municipal elections of October 2019, the Participation Division was transferred from the Finance, Human Resources and Information System Directorate to the Planning, Urbanism and Relation with Citizens Directorate.

Shifting from citywide PB practice to climate-sensitive PB and a School Green PB entailed establishing much closer relations with various Departments, especially the Municipal *Department for Environment, Green Structure, Climate & Energy* and the *Department of Education*. Although the PB's Governance model relied on the different departments [see Box 19], much had to be done to make it work and to address the prevalent silo culture. City Finance Lab's activities included various actions, such as:

- ▶ Inter-division and inter-departmental seminars presenting experiences from elsewhere in Portugal and abroad for peer-to-peer learning;
- ▶ Specialised information sessions on Green PB, the most important of which was probably defining Green Seal categories in order to create a common understanding of which projects could be eligible, potential exemplars, and how these categories related to municipal strategic plans and commitments. One of the central lessons learned was that Green Seal categories definition acted as a mediating tool in mainstreaming Green PB in different municipal departments. Other instruments that can play a similar role are discussed later in this paper.

Focusing citizens' attention and 'leading by example'

Until 2018, Lisbon's PB was quite open, functioning as a kind of last resort for citizens' demands and the 'repository for many things'. One of the challenges was focusing citizens' attention and capturing their interest in climate change and environmental issues. PB staff therefore invested in civic and climate education and pedagogy.

Civil servants and administrative units involved in the PB process need to lead by example, by reducing paper consumption, using bicycles or public transport instead of cars, controlling the depart-

ment's energy consumption, etc. These small changes are just as important, if not more convincing than long-term developments.

Unpacking the concept of 'green PB' or 'climate PB'

A major, related challenge is socialising the concept of 'climate change adaptation and mitigation' and making it understandable to citizens, civil servants and school students. It's still quite an abstract concept for most people, and there are few calls for immediate action despite the dramatic effects of climate change shown in the media.

Convincing actors to take a political risk

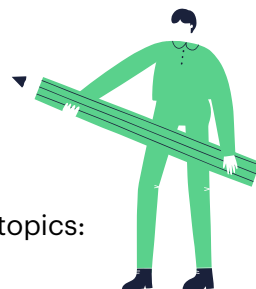
Last, but not least, was the challenge of convincing the President of the City Council to take a political risk. Receiving the Green Capital award really helped turn Green PB into a tangible possibility. It created the opportunity to highlight the importance of developing local proposals and solutions that aligned with the city's objectives, and identifying projects that met the 'Green Seal' criteria.

SECTION 3.

Lisbon Green Seal PB 2018/2019



Lisbon Green Seal PB 2018/2019



The questions are organised around the following topics:

- General and climate-related issues
- PB design / rules / institutional aspects / normative/ governance
- Participation: the 'participatory' dimension of Green PB
- Finance: the 'budgetary' dimension of Green PB.

General and climate-related issues

14. What are the main benefits of having Green PB or Climate PB?

PB projects help reduce the city's carbon footprint, and meet ambitious and vital objectives and SDGs

Cities currently account for 80% of global carbon emissions. Every action counts. One of the immediate impacts of Green PBs is helping reduce a city's carbon footprint, so they are important for our common future. They are also a gold mine for creative ideas about climate change adaptation and mitigation, most of which come from the city's citizens. Unfortunately, only a few of the many good ideas and proposals that are submitted can be implemented due to insufficient financial resources allocated to PB.

Generating sustainable projects for the immediate benefit of cities and their inhabitants

In practical terms, Green PBs bring sustainable projects that the city's citizens can enjoy and benefit from. One of the comparative advantages of PB is that these projects materialise in a short time – before it is too late – are tailored to peoples' needs and are located where the need is felt (an important point for climate adaptation [see, for instance, Box 7 on Caracol da Penha Garden as an alternative to a car park, and the full narrative in Appendix 4]. Finally, and importantly from a municipal finance point of view, they help optimise municipal resources, especially when citizen oversight is in place at the implementation stage.

Green PB as an agent for change

Green PB helps change local government and citizens' attitudes to climate change. And this change is needed! PB is also an instrument for environmental pedagogy and a powerful way of raising awareness through simple messages and projects.

Empowering citizens to fulfil their central role and meeting their growing expectations

Citizens play a central role in combating and mitigating climate change. All the processes that involve them as active agents of change have a positive effect on their lives and their families, friends and professional contacts. If people feel involved in the green revolution that needs to happen, they will be more committed to making it succeed. Also, having a network of green PB projects could have a measurable positive effect on the quality of life in the city, its carbon footprint and its polluting emissions, provided there are sufficient financial and human resources to implement them. PB opens a window of opportunity for citizens who want to be part of the solution, turning their sense of joint responsibility into a real process where they have more than just a say.

BOX 12. Unpacking “Climate and Green” for PB and for providing a green seal to PB Projects

1. Climate Change: Mitigation

Examples: promotion of energy efficiency (installation of solar panels), sustainable and local feeding, reduction of waste production, increased reuse, reduction of plastic, increased composting, more recycling, eco-innovation for efficiency (e.g. app, web platforms, use of clean vehicles, sensors, etc.), etc.

2. Climate Change: Adaptation

Examples: increasing soil permeability, enhancing the sustainability of the water cycle, reducing water consumption, installing drinking fountains, planting trees on streets, green roofs, etc.

3. Sustainable Mobility, Air Pollution and Noise

Examples: fewer cars, promotion of public transport use, cycle lanes, peddy-buses, bicycle parking, accessibility to buildings, more pedestrian space and more accessible pavements, pedestrian safety and traffic calming, sharing of mobility solutions, noise reduction and improvement of air quality, etc.

4. Nature and Biodiversity

Examples: requalification/creation of green space, creation of vegetable gardens, tree plantations, placement of nests or shelters for fauna, reduction of exotic plants and pests, etc.

Source Green Seal Lisbon PB set of rules, 2018 / 2019.
See Appendix 1 for additional information.

15. How was green PB integrated into 'normal' PB in Lisbon?

Lisbon has had multi-sectorial PB since 2008, meaning that eligible projects can come from any of the 14 thematic areas covered by existing City Directorates, which include Environment & Green Open space. This explains why Lisbon has a tradition of green PB projects. Some of the factors that have helped integrate green PB into 'normal' PB are presented below:

[a] Analysing existing documents and strategies relating to the environment and Climate Change, and defining how PB can link into them, for instance by defining the typology of eligible projects.

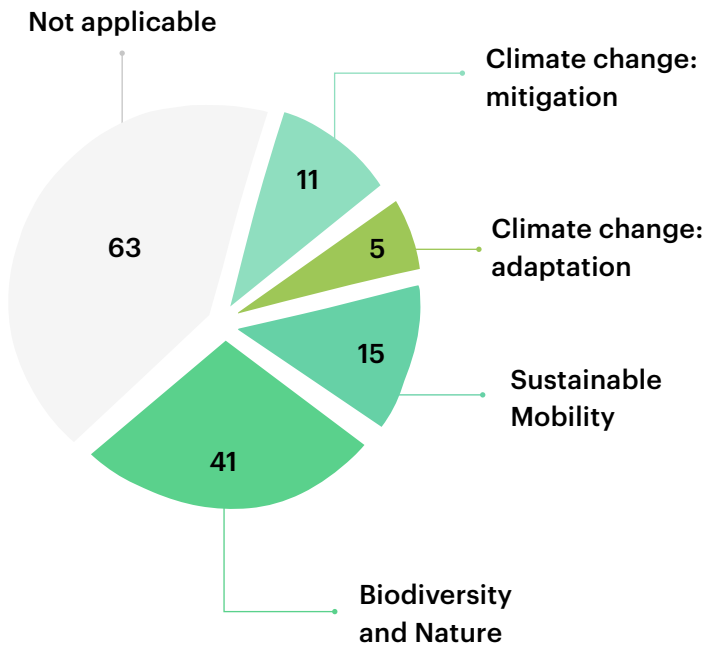
[b] 'Unpacking' what Green PB or Climate PB means. In Lisbon, this was done with a large number of municipal departments and some non-public actors, in order to get them involved and interested, and to give them a say in what Green PB would and would not cover. This exercise identified four categories of criteria [see Box 12. Unpacking Green PB]: [i] Climate change mitigation; [ii] Climate change adaptation; [iii] Sustainable mobility, reduction of air pollution and noise; [iv] Nature and biodiversity. These categories may vary from city to city and can evolve over time.

[c] Illustrating these categories with real practical examples, to make them more accessible to the general public and inspire citizens to make their own proposals. For instance, examples relating to climate change mitigation ranged from installing solar panels to increase energy efficiency to sustainable and local food, reducing waste production and increasing composting, etc. [see Box 12].

[d] Showing that numerous environmentally friendly projects have been proposed, voted in and implemented since PB was launched

BOX 13. Typology of Green PB projects funded between 2008 and 2018

Over the ten first PB cycles, more than half of the winning PB projects fell under one of the four “Green seal” categories, with the highest number corresponding to **Biodiversity and Nature (41 projects)**, followed by **Sustainable Mobility, reduction of air and noise pollution (15)**, **Climate Change Mitigation (11)** and finally **Climate Change Adaptation (5)**.



Source Lisbon Municipality, 2019

in 2008. This was important in showing that Green PB essentially reinforced a dimension of PB that already existed [see Box 13. Typology of Green PB projects funded between 2008 and 2018].

[e] Establishing links with social movements, NGOs and associations involved in climate change and green issues, in order to give them a voice and increase their visibility. This can be done by documenting green PB projects that have been implemented or participating in the unpacking exercise [See Box 23. Integrating Climate action into a Citizen's PB]. This was only very partially done in Lisbon.

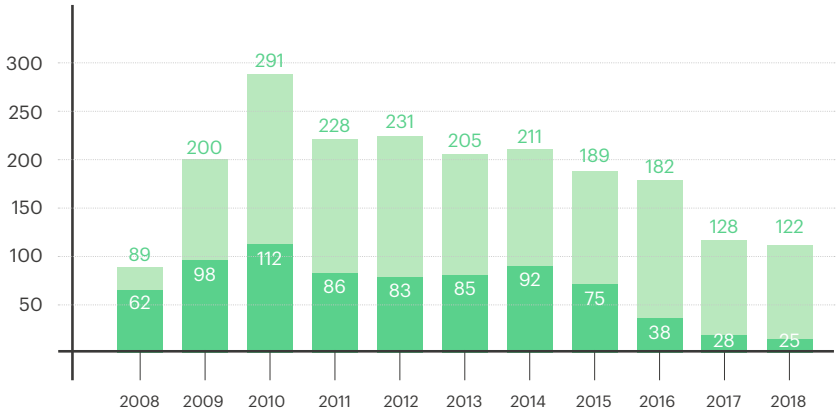
16. How was the transition made from early forms of PB to Green Seal PB?

Lisbon chose a smooth transition that was embedded in the local political culture. Instead of immediately launching a 100% Climate PB, the city followed a two-pronged approach:

- ▶ This started with a one-year transition phase [2018/2019] to introduce the concept of a Green Seal or Green Label. During this year, projects that fell into one or more of the four aforementioned categories [adaptation, mitigation, etc.] were awarded a green seal label. The original suggestion of awarding projects one, two, three or four 'green leaves' if they fell into more than one category was eventually dropped.
- ▶ These awards did not bring any particular financial benefits or were never priorities, and the projects concerned followed the same rules as projects from other sectors. However, PB staff proactively highlighted their importance during assemblies, phone calls and on the website.
- ▶ Every PB project that had been funded since 2008 was reviewed and those that merited a green seal were identified. This labour-

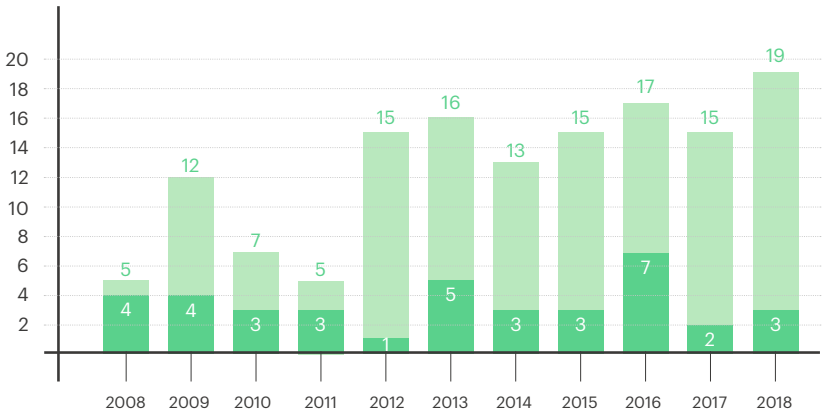
BOX 14. Evolution 2008 -2018 of “green” PB projects [Put to vote and winners in absolute value]

Proposals put to vote



Source of data: Lisbon Municipality; Processing author, 2021

Winning PB Green Projects (38) out of total (139)



Source of data: Lisbon Municipality; Processing author, 2021

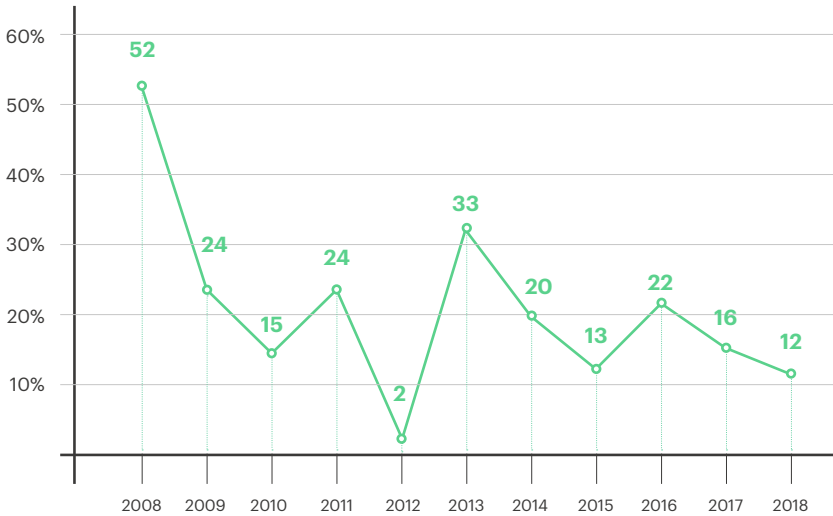
intensive exercise was then expanded to cover thousands of PB proposals [see Box 14 and Box 15], in order to determine the importance of green projects for citizens and see how many green projects had yet to be funded.

17. Can you give some examples and details of Green Seal PB projects before 2018?

These three examples illustrate the variety and innovative approaches taken by many PB projects:

- A 2.4km *Green Corridor* for pedestrians and cyclists, linking a central park to the metropolitan forest of Monsanto, which was mainly accessible by car [see Box 11. *Green Corridor: example of a PB project before Green seal*].
- Construction of *Cycle lanes* and *Bicycle-friendly stairs*. These projects, which included adding rails to hilly Lisbon's multiple stairs, were important in facilitating cycling in a city where bike use was quite limited [see Box 16 and Box 17]. Both projects had an impact on subsequent programmes and policies relating to soft mobility in Lisbon, showing how PB projects can trigger further initiatives to 'green' cities.
- *Caracol da Penha Garden*, which was voted on in 2016. This became an iconic example of how an organised community mobilised thousands of votes to transform a planned car park in one of the most densely built areas of the city into a one-hectare public garden [see Box 7 and Appendix 4].

BOX 15. Yearly investments in Green PB projects – in % of total PB investments – over 11 PB cycles: 2008–2018.



Source of data: Lisbon Municipality; Processing author, 2021

Over the 2008 – 2018 period, PB “Green” votes amounted to 18% of total [54 863 out of 303 208]. However, 44% of total PB investment went to Green PB projects over the same period, for being often larger ones [city scale, called structural projects]. Therefore, the analysis cannot be limited to the number of **votes** and needs to be expanded to the **value** and nature of the green PB projects voted.



18. How to ensure a good flow of 'green projects' proposed by citizens in each PB cycle?

This is not a particularly relevant question as Lisbon's PB proposals have always included Green projects. However, efforts have been made to support **sound** proposals that serve the common good in the new phase of green PB. *Caracol da Penha* Garden is an iconic case in this respect, an example of active citizenship that mobilised people and has provided unique safe green spaces for residents from different social groups and interests (such as families with children that had virtually nowhere to stroll and play close to home).

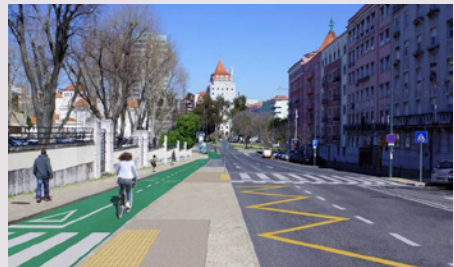
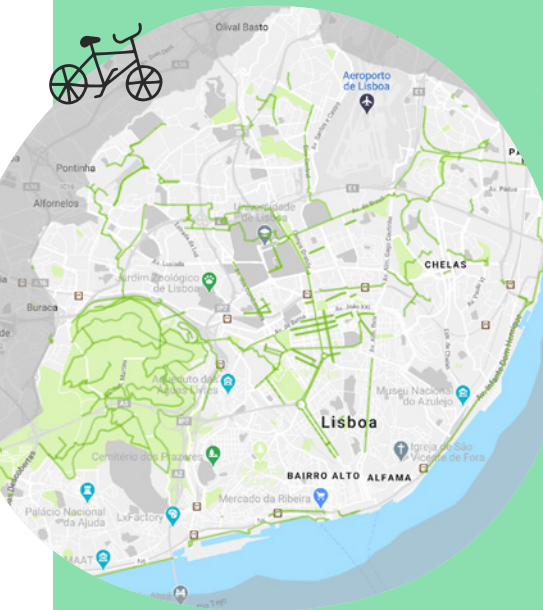
19. What to do with to all the 'green' projects proposed by citizens that are not selected?

This is a matter of quite serious concern, as in most PB processes (including those relating to climate change and environment issues) the number of initial ideas proposed by citizens, local communities and grassroots organisations far outstrips the number of projects that will be put to the vote and then actually implemented. In Lisbon, a total of 6,743 projects were proposed between 2008 and 2018; of these 2,079 were put to the vote and 139 were approved and have been or are still being implemented. The sections below focus on the lessons learned from Lisbon's experience. For a longer answer that reflects experiences in 17 cities, see *Contributions of PB to climate change adaptation and mitigation*, pp. 60 to 62.

Another reason why this is regarded as a key issue is because the range and variety of project proposals (especially eligible ones) makes them an invaluable source of local solutions to the effects of climate change. These proposals, which are tailored to both immediate and longer-term needs, constitute a largely unexploited

BOX 16. Creation of cyclable lanes: example of green project before Green Seal PB

These PB projects, voted in 2008 and 2014 aim to provide the city with cycle tracks that guarantee the safety of the cyclist. As part of the ongoing programme of routes and corridors, it aims to create a main network of cycle paths that connect green spaces and overlap with the Green Plan. Part of this network had secured funding and therefore, PB projects concerned only routes that were complementary to those in progress from 2009 onwards. As a whole, PB projects funded 7 connections in total¹. 2014 project aimed the adaptation to bicycle of one of the major thorough fare of the city [Almirante Reis/Av. Guerra Junqueiro/Av. Roma] with a dedicated cycle lane. These projects summed up a value of 2.83 million euros. cidadeciclavel.crowdmap.com



© Lisbon Municipality

1. Parque Monsanto - Av. Calouste Gulbenkian [60 176 €] / Av. Calouste Gulbenkian-Pq Eduardo VII [650 000 €] / Av. Calouste Gulbenkian-Prça de Espanha [120 000 €] / Pista Ribeirinha Belém - Cais do Sodré [325 000 €] / Telheiras - Campo Grande (via Cid. Universitária) [350 000 €] / Campo Grande - Vale de Chelas [550 000 €] / Vale de Chelas - Parque das Nações [625 000 €]

gold mine and a missed opportunity to adapt to and mitigate the climate effects at the local level.

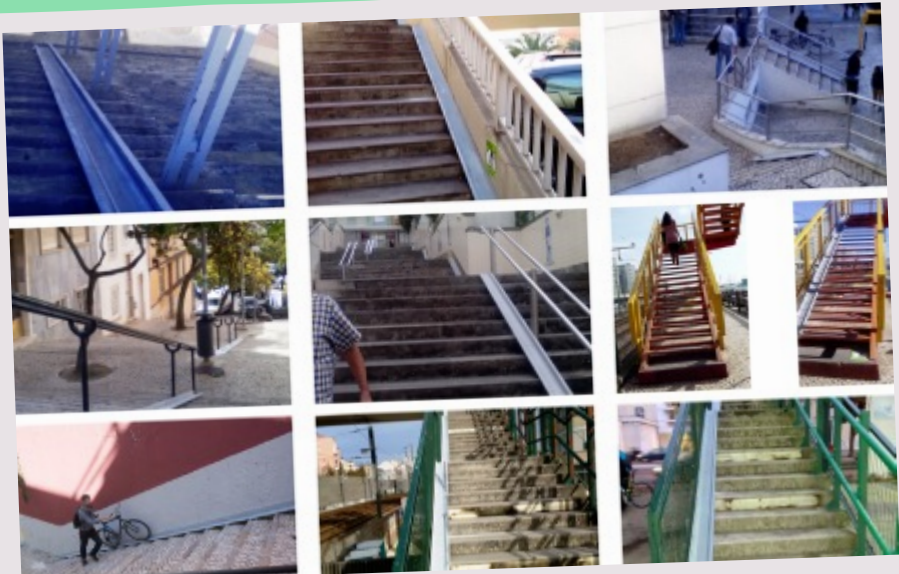
Reducing the gap between the number of initial proposals [6,743] and the number of projects that are put to the vote [2,079]

In Lisbon this corresponds with the *technical selection phase*, which is conducted by PB staff in consultation with different services.

- ▶ Firstly, ideas of projects might not fall under the municipal responsibility and would need to be reconducted to the proper level [metropolitan, region, state, or district administration]. This reconduction is rarely the case. Also, some projects, such as climate-related projects flooding mitigation, etc., involve more than one administrative level. Quite rarely such proposals despite their merits can be taken into account.
- ▶ Secondly, proposals often relate to road repairs or similar issues for which the city is responsible. There are so many of these proposals that they have spawned new participation channels such as the Fix My Street programme / *Na Minha Rua*, where citizens can email a photo with auto GPS coordinates of water leaks, faulty paving, uncollected garbage, etc. Many early proposals are not counted because PB staff redirect them to the relevant division of district administration (Freguesia). PB acts as a thermometer, and this activity adds another layer to the technical analysis.
- ▶ Thirdly, the elimination of projects during this first phase largely depends on the eligibility criteria for PB project proposals, which are usually part of PB rules. The more stringent the rules, the more original PB ideas and proposals are rejected. This type of issue should be jointly defined with citizens, or by citizens themselves. Furthermore, these criteria do not

BOX 17. Bicycle Friendly Stairs: example of green project before Green Seal PB

These projects obtained 747 votes during the 2013/2014 PB cycle. They consist in the installation of support infrastructures for the transport of bicycles on the stairs of Lisbon. These solutions have a very important impact on the promotion of bicycle use and at the same time contribute to the general improvement of pedestrian traffic on Lisbon stairs. As can be seen in the pictures, metal rails for helping carrying bicycles were installed. In stairways in built space side ramps in limestone or other material so as not to distort the staircase itself were installed. In most cases it was possible to adjust the width of the handrail base laying stones, take advantage of drainage pieces or other existing finishing (total value: € 150,000).



always fully consider every situation, and the less transparent they are, the more room they leave for interpretation by local government.

- ▶ Fourthly, it can take as little as 10 minutes to upload an idea onto the Lisbon PB platform. Some of these ideas need to be further developed, but the question is who should do this and when? Here are some answers:

[a] Favour jointly constructed projects involving proponents with similar ideas. Face-to-face workshops provide better results than online co-construction. They usually generate much better projects, and are able to mobilise more votes as they involve more project proponents. They are particularly important for citywide projects (structural projects in Lisbon).

[b] Lisbon introduced an important measure to tackle this problem, including an additional step in the PB cycle to allow citizens to reformulate or develop their projects (for the current or next year). Improving project formulation in order to increase the number of proposals that are put to the vote usually requires more staff or a larger pool of project analysts and supporters, and longer PB cycles.

c] There is a wealth of experience in Portugal, but it is insufficiently documented. One way of filtering project proposals would be to get 5 to 10 people around a table to discuss them and select a single eligible proposal. This method is similar to what happens in Porto Alegre, where projects are filtered through a vote at assembly level. It works relatively well and avoids overburdening PB staff. Another method is to upload all initial proposals onto the PB platform where citizens can 'like' or 'dislike' them, potentially

halving the number of proposals at the first filtering (Braga PB, Portugal). But while this method apparently reflects citizens' choices, it is worth remembering that simple lobbies can multiply the number of 'likes' or 'dislikes', and this practice excludes people who are unfamiliar with or unable to use the internet. There is also no deliberation on the proposals.

Reducing the gap between the number of projects that are put to the vote [2,079] and those that are selected [139]

- ▶ This could be done by mobilizing more public resources and sources of co-finance in order to multiply the number of implemented projects. Poorly funded PBs usually create quite large gaps between number of proposals put to vote and projects actually funded and result in citizens losing interest in the process. However, increasing the amount of PB resources will increase the need for greater capacity to implement projects, which has been one of the challenges for PB in Lisbon. In effect, one of the bottlenecks for well-funded projects, especially large ones, is limited implementation capacity or too many obstacles to implementation.
- ▶ Another way is to limit the maximum amount of resources allocated for PB proposals. Funding a PB project that consists of an awareness campaign will cost far less than a multi-million euro PB project such as Lisbon's green corridor [see Box 11] or *Caracol da Penha* Garden [see Box 7 and Appendix 4].

In summary, city-based strategic reflection is needed to benefit from the reservoir of ideas for PB projects. Involving a large number of actors is key to the success of Green PB over time.

20. Do you weigh the actual impact of potential mitigation or adaptation PB projects? If so, how?

This has not been done so far, although the Green seal approach and unpacking Green PB projects into categories of climate change adaptation and mitigation is a first step in this direction. Cities will need to address this interesting challenge in the future.

Design / rules / institutional aspects / normative dimension/ governance

21. How is dialogue organised between different administrative services (finance, environment, PB, etc.)? Who leads the process?

PB staff are best equipped to carry out this exercise on a day-to-day basis. Key moments and opportunities might be actions focused on: discussing PB rules for the next cycle, multi-division awareness-raising and training events on Green PB, defining Green Seal categories, looking for the best illustrative examples, technical revision of PB project proposals, and constant dialogue during implementation.

PB teams need to be politically empowered to do this, as they were in Lisbon. A closely linked dual approach was established: on the one hand, the PB staff worked on the **technical** - *political* side, liaising with the different departments; and on the **political** - *technical* side as well: an elected member of the Lisbon Municipal Assembly, played a key advisory role to the Councillor in charge of the PB portfolio. This two-pronged approach usually delivers good

BOX 18. 2018 / 2019 Lisbon green seal PB cycle and timing



Source: Lisbon Municipality, 2019

results, especially in terms of introducing changes such as Green PB, and was an important part of the process in Lisbon.

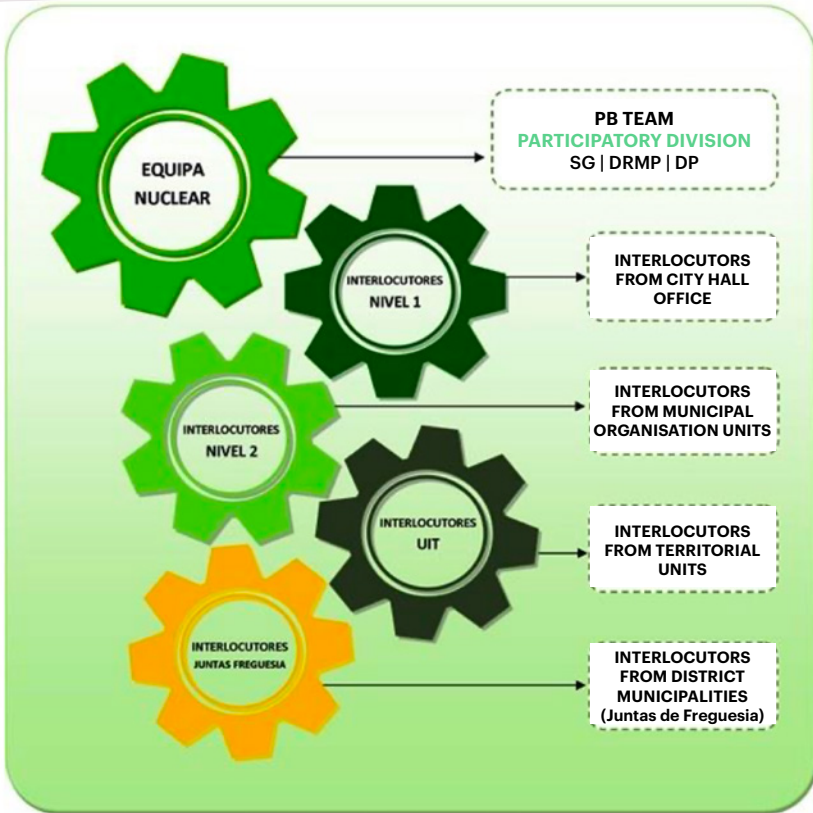
22. How long should the Green PB participation cycle last?

Lisbon's Green Seal PB is organised on the basis of two cycles: the **Budgetary Decision Cycle** and the **Budget Implementation Cycle**, when successful projects are implemented and delivered to the community [see Appendix 1, Extracts from Lisbon Rules for Green Seal PB, and Appendix 5, Full set of rules in Portuguese].

The first cycle is when proposals/projects are presented, analysed (technical aspects) and put to the vote. The participation cycle is illustrated in Box 18. Lisbon's Green Seal PB started in July 2018, with the preparation of the cycle and adoption of operational rules and budget. Citizens were involved in the process [see Appendix 5] **for 6 months**, with a period for online and in-person submission of proposals that started on 29th October 2018 and ended with a public ceremony announcing the winning projects in April 2019. When starting a Green PB, we recommend extending the **citizen's participatory cycle to at least 9 months** to leave more time for the following aspects of the process:

- ▶ *Technical analysis of projects* by PB staff: this would leave more time to go back and forth with citizens and possibly cluster projects through co-construction of proposals.
- ▶ The *citizens' appeal phase*, when citizens can defend projects that did not pass the technical analysis, and give additional arguments to support them. So far, this phase has been limited to one week, which is not long enough. The phase for *responding to appeals by PB staff* is also quite short. Both phases are essential in strengthening dialogue with citizens and

BOX 19. Governance of Lisbon PB



Lisbon PB is implemented by an internal expanded team, transversal to all organic municipal units and authorities and district municipalities.

5 Members PB team

8 partners level 1 [City Hall Office]

33 partners level 2 [Municipal organisation and territorial units]

24 District Municipalities partners

Total: 70 member partners

channelling some of their proposals to other parts of Lisbon's municipal administration or other public sector services. Extending this phase would also ease the pressure on PB staff, giving them more time to explain the limits and possibilities of Green PB to citizens.

23. Who coordinates the process? How many PB staff are there?

The process is currently coordinated by a team of six full-time dedicated PB staff from different disciplines, but many more people from the municipality are involved at different stages of the process [see Box 19: Governance of Lisbon PB]. Because the PB in 2020 was heavily interrupted by COVID-19, some staff focused on implementing PB projects in an attempt to address one of the recurrent challenges. It is worth noting that some qualified PB staff in Lisbon have been actively involved from the outset, which is essential for continuity and accumulating knowledge, but is not often the case.

It should also be noted that Lisbon's PB model is led by the municipality; while in Molina de Segura, the rules and norms [see Appendix 3] are defined by the federation of local associations, which somehow lead the process even though it is technically implemented by five members of staff within the municipality.

24. How is the PB unit integrated into the city administration?

Box 19 shows how a core PB team of six people working under the Relationships with Citizens and Participation Division, Directorate

Box 20. Examples of winning projects during the Green Seal project cycle



Source: Lisbon municipality PB website

The following three projects, voted during the 2018 / 2019 PB cycle are implemented by Lisbon municipal Environment, Green Structure, Climate and Energy Direction:

PROJECT 17 Implementation of a public and spiritual garden

This local level PB project, that won with 2412 votes, of a value of € 100,000 was initially proposed by the Hindu community and Lisbon residents linked to the Hindu temple close by. It illustrates the inclusionary role of PB towards foreign communities, as one explicit objective in 2018/2019.

PROJECT 30 Adaptation of an existing park to disabled children

This structural or city-wide project, of a value of € 300,000 highlights again the relation that PB projects improve the environment but at the same time can bring benefits for vulnerable social groups, such as disabled children.

PROJECT 18 Adaptation of a portion of a park for children recreation

This project, with a value of € 100,000 is located in an upper end recent extension of the city, Parque das Nações.



for Urbanism (since 2020) implements PB along with an extended team composed of:

- 8 reference people from the Executive, one for each one of municipal Directorate
- 33 appointed interlocutors from each of the 33 organic bodies from the municipality
- 24 district partners (one from each district administration).

25. What kind of lessons have you learned about the governance structure for PB?

Linking municipal departments and services with the 24 District municipalities (*Juntas de Freguesia*) had quite a positive effect as they tend not to work hand in hand very often. The districts are the closest level to citizens. Some projects are implemented through an agreement between the municipality and the district / *Junta de Freguesia* [see Box 20, project 17], and the resources are transferred, which is a huge bonus [and responsibility] as they receive much less funding than municipalities.

The internal governance system has evolved for the better over the years. As the model is cross-sectional and involves different departments, it helps identify those actors that are willing and able from those who aren't. The PB coordinator was responsible for modulating support and communication to try to address this situation and bring the least engaged on board. This difficult task was made easier by the formal model installed at a higher political level.

One critical question facing any PB is where it is best 'anchored'. As already mentioned, Lisbon PB and its participation division was transferred between departments for several years until 2018. After

two years under the Department of Finance, it was transferred in 2019 to the Department of Planning, Urbanism and Relations with Citizens, which is traditionally in charge of large urbanism projects. As this transfer happened just before the first wave of COVID-19, it is too soon to determine where it is best housed, especially as the process stopped till March 2021.

A few district administrations have excelled in proposing projects and mobilising and regularly winning votes within this framework, while others have been unable to do so. This raises serious questions about how the situation can be regulated to ensure that Green PB delivers climate and spatial justice to all. Lisbon's initial response was to spread PB resources evenly across its five Territorial Intervention Units [UIT], which helped motivate those districts that had never made proposals or had projects implemented. But some UITs (Belem / Alcantara) still never won projects, so the PB team took a proactive approach and held local meetings with NGOs to motivate actors from this part of the city. In short, Lisbon's PB chose to play a regulatory role to ensure that all areas have equal access to PB, and that projects are not appropriated by a single district or particular interest group.

Participation dimension

26. What are the most important questions regarding the PB process that citizens should discuss and decide on together?

At the very least, citizens should be involved in establishing the rules and norms for their Participatory Budgeting. This involvement can range from just being consulted to deciding on all the norms,

as was the case in Porto Alegre and still is in Molina de Segura. This participation ensures that PB is tailored to citizens' expectations, encourages greater appropriation and ultimately facilitates engagement in the process. Issues that need to be debated and adjusted annually include:

- ▶ What type of PB? Will it be thematic? Will it be limited to one sector, such as climate change or environment, or multi-thematic? Will Climate PB focus on adaptation, or mitigation, or both? Will it be actor-based, with some resources earmarked for specific social groups, such as youth, migrants or the elderly, etc?
- ▶ Will resources be allocated evenly across the territory, or modulated according to poverty levels or other rules?
- ▶ The type and maximum value of project proposals: are PB resources for investment or for investment and related maintenance costs? What type of projects are they for: 'bricks and mortar' or service projects? What are the criteria for selecting project proposals?
- ▶ What will the PB calendar and the various steps be?
- ▶ Who will do what?

Looking beyond the rules for PB, debating project proposals is central to good PB practice, climate PB and otherwise. These debates help dispel false expectations about what the local authority can deliver. In Lisbon, the following questions emerged as crucial in improving the PB implementation cycle in the future:

- ▶ How many people will benefit, and who are they?

BOX 21. Meetings with migrants, elderly and the Youth

more inclusive



more face-to-face



more sustainable



© Lisbon municipality, 2019

Participatory sessions targeted to high school and university students, older persons and migrants. 11th edition PB Lisbon (2018-19)



- ▶ What are the estimated costs of implementation and maintenance?
- ▶ What is the measurable impact of the expected climate effects of this project?
- ▶ What is the estimated deadline for its execution?

PB staff reported that shifting to a Green Seal PB and then preparing the ground to shift to Green PB requires a much stronger educational element. The climate-related responsibilities of each administrative level (national, regional, local) need to be clearly explained. The complex exercise of unpacking and explaining what Lisbon municipality can and cannot do was conducted over the phone, online and through in-person assemblies.

Lisbon's PB platform and website became a key communication tool, but many citizens who had practiced PB without digital tools found it hard to access. PB staff spent a lot of time providing guidance on where to find the norms, and giving detailed explanations about different responsibilities, innovations and project execution.

27. How were disadvantaged and vulnerable groups mobilised, especially those affected by the digital gap? Was it successful?

When Lisbon's Green Seal PB was introduced in 2018 / 2019, two innovations were formally included in the rules to address these issues [see Appendix 1]. The first was a proactive attitude to migrants, youth and the elderly, who had not participated much in previous editions [Box 21. Meetings with the elderly, youth and migrants]. The information on the website was also presented in different languages (Portuguese, French and English)

BOX 22. De-digitalisation of Lisbon PB in 2018/2019

more inclusive



more face-to-face



more sustainable



© Lisbon municipality, 2019

Opening up of a PB meeting room to facilitate potential meetings.

Mobile voting stations were introduced in 2018/2019 to facilitate in person voting and not reduce PB to online voting. >>>

more sustainable



© Lisbon municipality, 2019

and project proposal forms handed out during participatory sessions were translated into Arabic and English, which some migrant communities are more familiar with. Targeted communication and mobilisation led to specific assemblies with migrants, youth and the elderly, to better explain the changes and how to become proactively involved. The second innovation consisted of 'de-digitalising PB' by adding various forms of in-person voting to the dominant mode of online voting via SMS (short message service) and the web platform [see Box 22: De-digitalisation of Lisbon PB in 2018/2019].

These initial efforts were successful in getting vulnerable groups more engaged in PB. Their participation increased, and several successful projects were proposed by citizens who didn't necessarily fit into this category, such as the *adaptation of a park for disabled people*, which combines environmental and social benefits, and an *entrepreneurship training course for disabled citizens* in Arroios district. These initiatives illustrate the sense of citizen solidarity (or compassion) instilled through PB, which complements the proactive attitude taken by Lisbon's government. Efforts to 'de-digitalise PB' (improve the balance between in-person and digital voting) have been less successful, reaching only $\pm 10\%$ of the total number of votes. This indicates that proactive actions need to be maintained and increased.

And despite these promising results, a community leader noted "*a lack of capacity to reach more people. In the assemblies with vulnerable groups, the in-person vote can be developed to reach more people and places. It would be necessary to organise more, using the school and associative network and multiply the places of votes, for example, using local commerce.*"

BOX 23. Lisbon: Integrating Climate action into a city's PB (summary)

Lisbon City Council (Portugal)

Integrating climate action projects into a city's citizen participatory budget



Challenges & barriers

- Mobilising public & private financial resources for PB projects and demands
- Mainstreaming Green PB into concerned directorate
- Unpacking Climate to be spark citizens' imagination
- Identifying & defining how to measure and quantify environmental and social impacts

2018 activities

- Organised workshops within Lisbon's municipal administration
- Examined projects launched in Lisbon's PB in the last 10 years
- Analysed innovative and replicable financial mechanisms

Lisbon in the 2020 European Green Capital

2019	<ul style="list-style-type: none">• Finalising the guidelines for the implementation of a Green PB in Lisbon
-	<ul style="list-style-type: none">• Organising and implementing the first official Green PB in 2020
2020	<ul style="list-style-type: none">• Organising a workshop with 50 cities with PBs to explore replication• Implementing the Green PB sub-programs:<ul style="list-style-type: none">◦ School Green PB - raising awareness among young generation◦ Lisbon Municipality Green PB - raising awareness internally



€ 5 million
pledged by the Mayor of Lisbon for the "Green" Participatory Budget



Source: South Pole / EIT Climate KIC, based on various original sources



28. What role should the 24 district municipalities play?

This is a complex issue, which is still being debated in Lisbon. A few districts are conducting PB processes with their own limited resources, while others have been quite active through Lisbon's citywide PB cycles, supporting citizen mobilisation and project formulation and drawing a significant share of municipal resources to their districts. In such cases, a MOU [Memorandum of Understanding] is signed between Lisbon municipality and the district administration, the resources are transferred, and the project is implemented at district level, with or without citizen involvement or oversight. Some of these projects have had a direct impact on climate change adaptation and mitigation, and been awarded a green label [see Box 20. on the renovation of public space near a Hindu temple].

The President of one network of community associations argues that *"All districts in the city should have OP. In fact, various already have it but some, such as Areeiro, have never implemented it despite having resources and announced that they will engage in PB several years ago. The District municipality is the entity closest to citizens: a democratic organisation where citizens see themselves the most and where they expect the most. It would therefore be important to create a participatory network in which the parishes and Lisbon's municipal OP coexist in harmony, integrated and without conflicting, parallel or duplicated projects, which is what might (and does) happen."*

Finance: the budgetary dimension of PB

29. Where do PB resources come from? Is the PB budget grounded in budgetary law?

The Charter of Principles for Participatory Budgeting in the Municipality of Lisbon, which was approved in 2008, stipulates that “Every year, the Municipal Executive defines a portion of the Budget to be allocated to the joint decision-making process” [see Box 3]. The amount is defined every year, and was €5 million, or about €9.5 / inhabitant in 2019. Paris takes a longer view, and has allocated €100 million a year for the whole duration of the five year mandate.

Lisbon’s City Councillors earmark the PB budget in the municipal budget, thereby securing it for the next year, and disburses funds in tranches based on an assessment of the PB programme’s spending capacity. PB staff monitor spending with each implementing department and regulate what is spent to ensure that resources are deployed where they are most needed.

30. How to blend external funding or use co-financing from other departments or the private sector to support proposed projects?

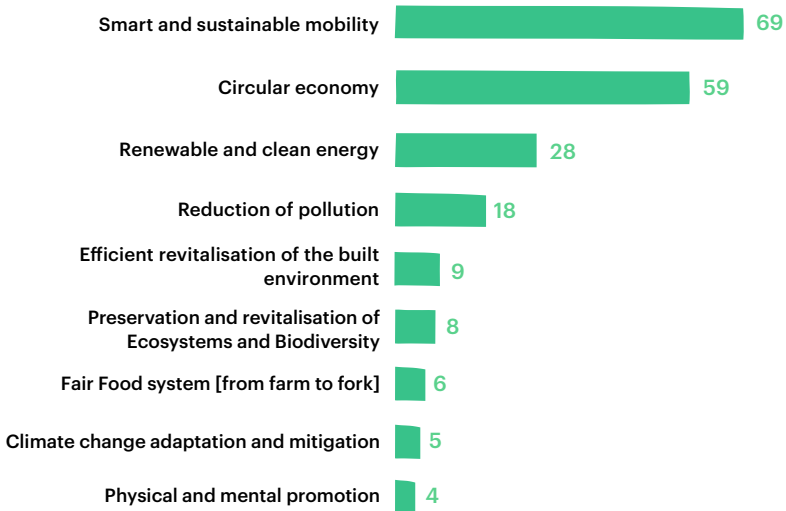
Lisbon PB has always largely relied on municipal budgets, and still does with its Green version. Some cities have introduced modes of co-financing, either from other tiers of government (as in Chengdu, China), by multiplying sources (as in Russia), or more frequently by leveraging resources from civil society and occasionally the private sector. One of the lines of action in the EIT Climate-KIC collaboration was seeking additional sources to upscale its capacity in the framework of climate PB.

Various potential solutions have been explored and debated, and some are already deployed in certain cities. They include:

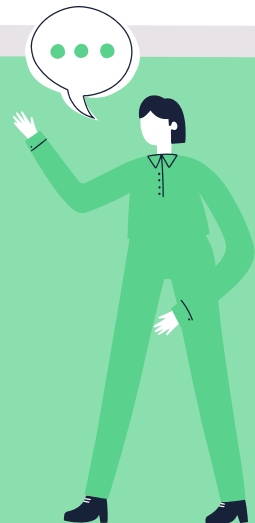
- ▶ Combining resources from Lisbon municipality with those from the district municipalities (*Juntas de Freguesias*) to cover unfunded costs, such as maintenance. This could be complemented with a MOU between CML and all Lisbon district municipalities, based on a common set of rules for district municipalities to follow when implementing district-based PB.
- ▶ In order to be eligible, PB proposals need to raise a (very variable) percentage of the value of the proposed project from external sources. This may be raised in cash or kind, through the proponents' voluntary participation.
- ▶ Crowdfunding to raise additional resources for PB proposals, and then transferring leadership of project implementation to the communities that proposed the project. Crowdfunding platforms already exist in Lisbon.
- ▶ One proposal from a representative of a citizen's organisation was for parents to donate €1 per student to increase the resources debated in School Green PBs.
- ▶ Sponsorship from private companies, in goods, services or cash as part of their corporate social responsibility.
- ▶ Donations by private citizens whose contribution is acknowledged on a plaque or object that can be associated with the project after it is implemented.
- ▶ Coupling PB resources in Euros with local and complementary currencies, to stimulate local development.

BOX 24. Potential contributions of 84 enterprises to the various areas of Green PB

Matching Lisbon enterprises with Green PB thematic areas



Source: Lisbon Municipality, 2020



- ▶ Finally, moves are under way to set up a European Union Green Initiative and programme to top up the PB resources debated by cities. This could dramatically increase the impact of Climate and Green PB – and deepen democracy – at very little cost to the EU budget. An initial amount of €1 billion per year could encourage countries and cities to reconsider the resources they allocate for PB.

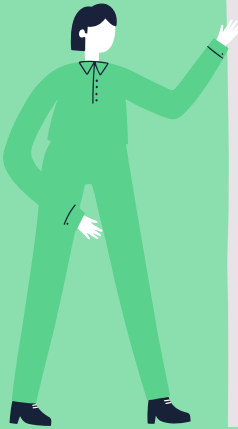
In summary, there are numerous financial possibilities to scale up PB, which urgently need to be explored and turned into practice in the face of current climate change imperatives.

31. Is the private sector involved in Green Seal PB?

So far, private sector involvement has been quite limited. However, in the context of Lisbon Green Capital 2020, the municipality called on local enterprises to sign up to a municipal Green Agenda Commitment, and 243 enterprises and institutions joined the initiative. An analysis of those that could contribute to the different areas and sub-areas of 2020 Green PB [see Box 12: Unpacking Green PB] led to very promising results for future developments [see Box 24. Matching signatories' enterprises with thematic areas of Green PB], especially in smart and sustainable mobility (69 enterprises), the circular economy (59) and clean and renewable energy (28).

More needs to be done to nurture and deepen this promising dialogue between PB and the entrepreneurial sector, which could be a source of inspiration for other cities.

BOX 25. What Is a Green Bond?



A Green Bond is a fixed-income finance instrument designed specifically to support specific climate-related or environmental projects.

Green bonds typically come with tax incentives to enhance their attractiveness to investors.

The first official green bond was issued **in 2009**.

Around **\$157 billion worth** of green bonds were issued in 2019.

Green bonds are designated bonds intended to encourage sustainability and to support climate-related or other types of special environmental projects. More specifically, green bonds finance projects aimed at energy efficiency, pollution prevention, sustainable agriculture, fishery and forestry, the protection of aquatic and terrestrial ecosystems, clean transportation, clean water, and sustainable water management. They also finance the cultivation of environmentally friendly technologies and the mitigation of climate change.

To qualify for green bond status, they are often verified by a third party such as the *Climate Bond Standard Board*, which certifies that the bond will fund projects that include benefits to the environment.

32. Would it be conceivable to link Green PB with Green Bonds?

As detailed in [Box 25](#), a Green Bond is “a fixed-income finance instrument specifically designed to support specific climate-related or environmental projects.” The question here is whether PB could and should build a pipeline of projects that are strongly supported by citizens to raise capital on the market.

The connection between PB and Green Bonds has yet to be explored, but deserves serious consideration. Reflections here are based on recent practices in Lisbon and should be considered within the Portuguese context. One of the main barriers to introducing Green Bonds is the sustainability of funded projects, as Green Bonds need to pay interest and reimburse capital. Therefore, this could work for some but not all PB projects.

Green Bonds could be a better financial instrument than bank loans for various different-sized enterprises, especially given the constraints associated with private and public banking in Portugal:

- ▶ Public works enterprises in charge of large PB projects.
- ▶ Green Seal project providers (solar panels, LED bulb installations, etc.) could use Green Bonds to expand. For instance, *Ecodepur*, which provides some of the School PB *water treatment kits*, might be interested in expanding its production line if demand increased (water treatment kits for schools, with pedagogic value).
- ▶ One innovative aspect of Lisbon PB was funding start-up incubators. Environmental and climate start-ups often are doomed to sell their knowledge (climate-related software, for example) to large conglomerates if they don't have the financial resources

to expand. Green Bonds could provide an alternative source of finance, so this is another positive potential connection between funded PB programmes and Green Bonds.

33. How can operating and maintenance costs be integrated into PB project design?

This is quite a serious issue, not just for Lisbon or Molina de Segura, but for most PB (Green or otherwise), and especially climate-related projects. In recent decades a growing number of cities decided that projects which entail running or maintenance costs would be ineligible for PB funds, on the grounds that they would be a drain on PB resources. Unfortunately, this means that many different kinds of innovative proposals have been excluded from the system, especially proposals for climate-related projects, which often entail maintenance and running costs. All the illustrative Green PB projects cited in this paper [see Box 11, Box 16, Box 17 and Box 7] have high maintenance costs that were or will be absorbed by the municipal division concerned. For instance, *Caracol da Penha Garden* will be maintained by the Division of Parks and Gardens.

The current position in Lisbon and many other cities is simply to turn down proposals whose operating and maintenance costs cannot be covered by the municipality. When referring to the eligibility criteria, Article 17 of the 2018 / 2019 PB norms and regulations stipulates that *“during the technical assessment, proposals that entail maintenance and operating costs which the municipality is unable to meet can be excluded”* [see Appendix 5, in Portuguese].

How to address this issue⁸ in practice?

As noted above, some maintenance and operating costs are absorbed by the relevant municipal department. This mainly concerns **citywide** projects (known as structural projects in Lisbon) such as parks and large open spaces, but is not automatic. Other cities should consider three important factors in these cases. The first relates to Lisbon's PB governance model [see Box 19], where each of the nine directorates are involved in decisions from the technical analysis stage. The second is citizens' capacity to establish a strong working relationship with and/or lobby these directorates so that they agree to include the projects in their portfolio. And the final factor is the capacity of PB staff to establish productive dialogue with the departments concerned and mediate and tactfully lobby on the projects' behalf.

The situation is more complex for localised and smaller projects (the second category of projects in Lisbon). There have been several cases where a successful outcome has been achieved by working in close association with the district administrations, which are also part of the PB governance model. We regard this as a win-win solution, as they can often see the benefit of having PB projects, and may be ready to absorb the maintenance and operating costs while Lisbon finances the investment. Districts could play a significant role in resolving this maintenance issue.

Something else that has worked for Lisbon has been to cover the PB investment while volunteers take care of maintenance and operations. This might be of particular interest for PB projects that

8. For innovative experiences to address operating and maintenance costs related to PB environmental projects, see Cabannes, Y., (2020) *Contributions of Participatory Budgeting to climate change adaptation and mitigation. Current local practices around the world & lessons from the field*. Barcelona: IOPD; Barcelona: UCLG; Dakar: Enda ECOPOP; Paris: FMDV; Surakarta: Kota Kita Foundation; London: UCL / DPU, pp 51-52 <https://oidp.net/en/publication.php?id=1716>

fall outside the municipal remit or are too far 'out of the box' – as is often the case with climate-related projects, which are too new to be formally integrated into the municipal mandate. This kind of partnership was developed for PB projects that provided shelter for street cats and dovecotes: Lisbon financed the food while volunteers and districts implemented the projects.

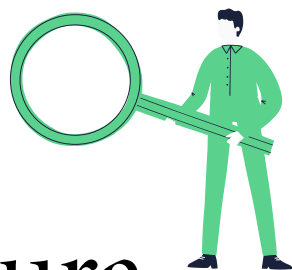
A largely untapped approach would be to deepen dialogue with the corporate and social enterprises that signed the Lisbon Green commitments, which could directly finance these costs or support local associations.

SECTION 4.

School Green PB in Lisbon and Climate PB in Molina de Segura



School Green PB in Lisbon and Climate PB in Molina de Segura



The questions in this section are organised in the same way as those in the previous one:

- General and climate-related
- Finance: the 'budgeting' dimension of Green PB
- PB design / rules / institutional aspects / normative/ governance
- Participation: the 'participatory' dimension of Green PB

General and climate-related

34. Can you tell us about School Green PB in Lisbon. How does it work? And what makes it unique or impressive?

After an unsuccessful first experiment in 2014, Lisbon Municipality launched a pilot School PB in five public secondary schools in 2019 /2020. Within the wider school and youth PB family, it was unique in focusing exclusively on environment and climate change adaptation and mitigation. One surprisingly impressive aspect of this initiative was the very high level of interest rapidly shown by

students and the educational community at large. They actively engaged in and facilitated the process, and were interested in appropriating the whole approach.

35. Could you do the same for Molina de Segura PB? What makes it unique or impressive?

The municipality of Molina de Segura (Murcia, Spain) started participatory budgeting in 2015. Since then, only five of the 210 successful proposals (under 2%) have related to the environment and efforts to tackle the effects of climate change.

Against this background, the Town Council decided to reactivate the citizen-based Municipal Council for Environment (*Concejo Municipal de Medio Ambiente*), which is composed of experts, volunteers and political activists. It enjoys a consultative status with the municipality and should be differentiated from the Directorate for Environment (*Concejalía Municipal de medio ambiente*), which is an official body within the local government. The Town Council also decided to allocate the entire €35,000 Participatory Youth Budget for 14 to 15 year-old students to initiatives that are solely concerned with the environment and tackling the effects of climate change (without setting a maximum amount per proposal). Its explicit aim was to raise students' awareness and get them involved in implementing the successful proposals.⁹ Molina de Segura launched the first-ever **Youth PB for climate change** in early 2020 [see Box 26. Poster], with "information sessions in schools using graphic materials on the effects of climate change at both the international and local level." One source of inspiration for this initiative was the Portuguese Lisbon Green PB for schools [see Box 1. From Lisbon to Molina].

9. José M. Mayor Balsas, communication at the IODP international conference in Mexico, December 2019.

BOX 26. Poster Molina de Segura Communication



Source: © Francisco Oliva Palazón

After the disastrous rains and floods of 2019, the city also decided that the 2020 PB cycle should take account of climate change. The impacts of climate change became a hot issue citywide, and the authorities launched an innovative communication campaign highlighting their desire to “make Molina de Segura a reference for combating the effects of climate change.” While the €2 million budget remained unchanged, with €1 million allocated to citywide projects, the remaining €1 million was divided between the city’s five districts. During the face to face information sessions and workshops to formulate ideas and project proposals, issues related to climate change were introduced and discussed with citizens.

Finance: the ‘budgeting’ dimension

36. Where does PB money come from? And who decides on the amount?

Lisbon municipality allocated each participating school up to €10,000 from its citywide budget, so the same financial and accountability rules applied. The decision to launch a Green Youth PB was largely driven by a willingness to deepen the dialogue started with young people in 2018 and build on the dynamics generated by the *Lisbon Green Capital 2020 Award*.

BOX 27. Lisbon Youth Green PB: posters and dissemination material

ENERGIA

ENERGÉTICA

KIT ENERGIA RENOVÁVEL

Substituição de lâmpadas por tecnologia LED - Lâmpadas e lâmpadas flexíveis, lâmpadas, lâmpadas e lâmpadas.

Introdução de sistemas solar fotovoltaico com sistema de monitorização remota (GPS) de consumo energético em geral e de consumo energético de unidades de CCU (para análise energética, projetos, monitorização, instalação e controle de manutenção por 3 anos).

NATUREZA E BIODIVERSIDADE

KIT NATUREZA

"Município Verde" - Biodiversidade - Guia de 26 Aves de Lisboa e Guia de 26 Árvores de Lisboa e Introdução de biodiversidade e introdução para o meio urbano.

KIT HORTAS URBANAS

Atenuação de centros escolares para a produção hortícola de utilização de compostos orgânicos e Introdução de do Movimento de Adaptação de Espaços Urbanos para o Ambiente, projeto, projeto de adaptação de espaços urbanos para a agricultura biológica - Algumas substituições de sementes.

ÁGUA

KIT EFICIÊNCIA HÍDRICA

Fornecimento e instalação de medidores de água, torneiros de água potável, torneiros de água potável, torneiros de água potável e torneiros de água potável.

KIT REAPROVEITAMENTO DE ÁGUA

Fornecimento e instalação de sistemas de recolha e tratamento de águas pluviais, sistemas de recolha e tratamento de águas pluviais, sistemas de recolha e tratamento de águas pluviais.

RESÍDUOS

KIT REDUÇÃO DE RESÍDUOS

Monitorização em tempo real de resíduos - Sistema de recolha de resíduos - Sistema de recolha de resíduos.

KIT PLÁSTICO CIRCULAR

Fornecimento e instalação de sistemas de recolha e tratamento de resíduos de plástico, tratamento de resíduos de plástico com tecnologia de reciclagem (tecnologia de reciclagem).

EDUCAÇÃO PARA A SUSTENTABILIDADE

KIT LABORATÓRIO PARA EcoEXPERIÊNCIAS

Introdução de equipamento laboratorial para monitorização da sustentabilidade ambiental, com introdução de monitorização ambiental.

KIT EcoBIBLIOTECA

Atenuação de centros escolares e introdução de bibliotecas - Introdução de bibliotecas - Introdução de bibliotecas.

MOBILIDADE

KIT MOBILIDADE EM BICICLETA

Fornecimento de bicicletas - Sistema de recolha de bicicletas - Sistema de recolha de bicicletas.

KIT MOBILIDADE PEDONAL

Monitorização em tempo real de resíduos - Sistema de recolha de resíduos - Sistema de recolha de resíduos.

Source: Lisbon Municipality

All posters and images for green School PB.



PB design / rules / institutional aspects / normative / governance

37. How were the schools selected? And who selected them?

Two criteria were used to select schools:

- [a] National ranking to select schools in each category [high, medium, low] of the ranking
- [b] Spatial distribution: one school from each of Lisbon's 5 administrative regions (*Unidade de Territorial*, or Spatial Coordination Units, UCT).

The municipality through its PB staff and governance structure was cautious to avoid any party politics, for instance selecting schools in districts from the same political colour as the ruling Lisbon Government.

38. How did you involve the schools?

Credibility was the first hurdle, given that the initial attempt to introduce PB in schools in 2014 had failed due to the inability to implement selected projects. However, this experience provided an updated database that simplified communication and knowledge of the Lisbon School system.

A second hurdle was the fact that schools sometimes feel like hostages to external programmes. The workload of school teachers and administrative staff is greatly increased by a constant stream of external proposals and projects from observatories, campaigns, voluntary work programmes, research, theses, awareness raising efforts, etc.

BOX 28. Lisbon Youth Green PB: installation in each school



Source Lisbon Municipality



Source Lisbon Municipality

However, none of the four participating schools were at all resistant to the idea of School Green PB. Quite the contrary, in fact. The preparation phase consisted of the PB team first making contact by mail, then holding 2 or 3 meetings to build credibility, and inviting the school to engage and participate in the process. In order to include staff, it was crucial to ask school teachers and directors their opinion on key aspects such as rules, voting systems and ideas for eligible projects. However, certain elements were not discussed, such as the amount debated per school or the timing of the cycle, which had to coincide with the school year.

39. How to develop good relationship with the schools?

The municipal PB staff played a central role in establishing good relations and high levels of acceptance. In PB staff's own words, the following aspects were considered critical:

- ▶ Eliminate red tape and *facilitate* the process as much as possible, which is quite different from conventional practice.
- ▶ 'Humanise' the process by establishing clear, friendly relations and communication with teenagers at the schools. It is important to emphasise that PB staff had a long tradition of working with communities and had acquired great 'horizontal and friendly communication skills.'
- ▶ For example, one way of humanising PB was to give each participating class, teacher and administrator a plant from the municipal nurseries [very much in line with green PB!] Hundreds of plants were given away, and were greatly appreciated.

BOX 29a. Lisbon Youth Climate PB: Catalogue of projects (Energy / Water / Nature & Biodiversity)

1. ENERGY

Renewable Energy Kit: Installation of photovoltaic solar system with monitoring system + display of the generated energy and corresponding reduction of CO2 emissions (includes prior technical analysis, design, supply, installation and maintenance contract for 5 years).

Energy Efficiency Kit: Lighting replacement for LED technology: luminaires + lamps (includes prior technical analysis, design, supply and installation).

2. WATER

Water Efficiency Kit: Supply and installation of flow reducers, taps with timer, dual flush, totalizer water meter with telemetry + display for monitoring consumption of the school (includes previous technical analysis, installation and monitoring).

Water Reuse Kit: Supply and installation of grey water reception and treatment systems (baths, showers and washbasins), adapting the quality of the treated water for secondary uses (flushing, watering, various washes, etc.) / (includes previous technical analysis, installation and monitoring).

3. NATURE AND BIODIVERSITY

Nature kit: “Green Backpack” + binoculars + Guide of 25 Lisbon Birds + Guide of 25 Lisbon Trees + Installation of drinking troughs and feeding troughs for birds at school + Environmental visit to the Protected Area (Natural Reserve of the Tagus Estuary or Sintra-Cascais Natural Park or Arrábida Natural Park or Sado Estuary Natural Reserve)

Urban Gardens Kit: Adaptation of existing vegetable beds or acquisition of raised beds + Installation + Tool kit suitable for students’ age group (e.g. rake, hoe, watering can or hose, shovel) + composer + training in organic farming + some publications on the subject.

- ▶ Internal efforts were also made to humanise PB in the Department or Division where PB staff were located. At some points in the process, such as voting, extra staff were needed to organise five voting booths in each school, and the whole division voluntarily agreed to participate... They also received plants, which are still flourishing in the recipients' office or home...

40. Were there key moments in establishing good communications?

Once the preparation stage was completed, there are at least two moments that are worth noting:

A *practical Q&A session* lasting about an hour, where municipal PB staff gave an introductory presentation on Climate School PB for teachers and student delegates [2 for each of the 3 participating years, giving an average of 6]. These sessions were mainly intended to spread the word, explain the process and help the student delegates. They took place in classrooms, with the whole class invited to encourage them to support and actively engage in the process. The students responded positively to this invitation.

Another key point was an **exhibition** of 7 large panels presenting the list of eligible projects [see Box 27. Lisbon Youth Green PB: posters and dissemination material and Box 28. Lisbon Youth Green PB: installation in each school], which generated considerable interest and dialogue among students and teachers.

BOX 29b. Lisbon Youth Climate PB: Catalogue of projects (Waste / Soft Mobility / Education)

4. WASTE



Waste Reduction Kit: Mini-ecoponts in all rooms + “Green Capital” drinking troughs to install outside to fill bottles + offer reusable bottles for all students.

Circular Plastic Kit: Supply and installation of handcrafted plastic waste recycling system, transforming them into new products using 3D printing + training (includes prior technical analysis, installation and monitoring).

5. SOFT MOBILITY



Active Mobility Kit: Bicycle parking (inside or outside the establishment) and/or indoor covered parking + Self-service workshop + Bicycle Maintenance Training Course + Urban Bicycle Training Course + Express Cycle Activation for the school population.

Pedestrian Mobility Kit: Pedestrian Mobility Awareness Project, with activation of PEDIBUS for the school population, with a route to be defined (e.g. home school routes, school extracurricular activities, school abroad, etc.) + Pedestrian Mobility Training Course / Active Mobility in Urban Environments (young people) + PEDIBUS “Drivers” Training Course (adults).

6. EDUCATION FOR SUSTAINABILITY



Laboratory for Eco-Experiences Kit: installation of laboratory equipment to carry out experiments in the area of environmental sustainability, in articulation with and tailored to the respective school.

Eco-Library Kit: adaptation or reinforcement of an existing library / resource centre, with publications and digital media in the area of environmental sustainability, in articulation and to the measure of the respective school.

41. Is there a set of rules for implementing School Climate PB?

Yes! Setting up clear transparent rules, explaining them in simple terms and disseminating them is crucial in creating confidence and long-term engagement. This also seals the municipalities' commitment and makes them accountable. The different types of rules are illustrated by those for Lisbon School PB [see Appendix 2] and those for Molina de Segura [see Appendix 3]. The aspects dealing with climate dimensions are highlighted.

42. Who formulated and decided on these rules? The students? The teachers? The Government?

Lisbon: the rules defined for the first edition included some suggestions from school directors and teachers. Formulating projects for the set menu was a way of involving the relevant departments and services and comparing their pedagogic value.

Molina: As the 2020 School PB was linked to environment and climatic issues, a list of possible, inspiring and viable proposals was to be provided by the Directorate of Environment as support material to kick off the classroom information sessions.

43. What were the potential projects to choose from?

The two experiences are good illustrations of the two different methods of project selection. Lisbon used what we call the '**menu method**' [see Boxes 29a and 29b], and Molina de Segura the '**open list method**' (which Brazilian sense of humour styles as the *lista para o pai natal*, or Christmas wish list!). Both are worth examining before deciding which to use when introducing Climate or non-climate PB in schools.

BOX 30. Exploring the notion of educational community, while speaking of PB

North Pas de Calais Region, France introduced a PB governance model based on the “educational community” concept and a multi-actor monitoring committee. One of the original elements of PB for secondary schools is its governance model. The Monitoring Committee is particularly interesting in several respects. It is made up of a maximum of 15 people; membership is not limited only to secondary school students, although they must have a majority (eight out of 15). The seven remaining members are teachers, administration and technical staff, parents or any other person affiliated with the school. The Participatory Budgeting Charter clearly stipulates that the gender mix should be respected and all groups should be represented.



Source author, 2017, Another city is possible with PB, Black Rose Publisher



Students in Lisbon could vote for up to five projects (see voting rules, Appendix 3) from a closed list of 12 pre-defined projects in the following six categories:

- Energy
- Water
- Nature and Bio-diversity
- Waste
- Soft mobility
- Education and Sustainability

Boxes 29a and 29b give a short description of each of the 12 projects. It is interesting to note that all these projects were voted through, indicating that they are relevant and can therefore be an important source of inspiration for other cities. It should also be noted that there are six categories of School Climate PB projects, unlike Green Seal PB, which has four categories [see Box 12. Unpacking Green PB].

The *open list method*, as practiced in Molina de Segura inspired students' imagination and generated positive surprise and amazement across the whole educational community [see Box 30. Example of PB educational community] and local government. Project proposals for the Molina de Segura 2019 / 2020 cycle included [see Box 31. Creative youth proposals and Box 32. *Festirun* (festive event) for climate, one of the PB requests from the youth]:

- ▶ A short film competition to raise awareness of the importance of the environment and efforts to tackle the effects of climate change
- ▶ An awareness campaign with posters showing striking images of environmental problems in Molina

BOX 31. Creative Youth PB Proposals (open list method)



PRESUPUESTO PARTICIPATIVO JOVEN 2020

- Festival with different types of music and with stalls (as in fairs) paying a solidarity ticket of 2 or 3 euros
- Rap/trap concert to promote climate change (recycling)
- Cockfighting: "environment" as the main theme to raise awareness
- Survival zombie: with recycled and biodegradable materials. Objective: to collect rubbish from the street to collect clues and to be able to survive the zombie attack
- Free public transport: twice a month to promote the use and importance of public transport
- Summer cinema with a symbolic entrance fee to create green areas
- Scape room on the occasion of climate change
- Solidarity cycling race (with a logo "Our world, our responsibility".
- Tournament of video games or mobile games related to nature
- Short film competition on environment
- Make a race called "colorryn recycle" to pick up waste in our environment. Whoever collects the most will receive a prize
- Costume contest made with recycled materials
- Talks to raise awareness about the environment given by town hall staff or professionals
- Awareness campaign with posters of striking images by Molina city on environment
- Holi run with natural (non-chemical) pigments in biodegradable bags or paper where a symbolic entry fee (3 euros) is paid to plant trees in deforested areas and ends with a concert or dj.
- Day to clean the river beds or idle rural areas: participants are rewarded with music and food
- Gymkhana with games and entertainment on the following themes: climate change, recycling, sustainability
- A weekend of camping that includes cleaning of natural areas, awareness activities, excursions in the surroundings, free of plastic, recycling, etc
- Solidarity races with a 1-euro registration fee, to be donated to the protector or any association working against climate change effects.
- Excursions for high schools' students in the damaged areas of Molina or those that may be affected by climate change
- Excursions to natural environments in the municipality to raise our environmental awareness and learn how to plant different types of trees and how to care for them
- Various workshops with recyclable materials (such as bottles or clothes that are no longer in use) and sell them at a solidarity market to donate them to the animal protection association
- Charity market selling books, clothes, accessories or some symbolic object and donating the money raised to a climate change shelter or association
- Competition of different artistic forms with the theme of recycling or global warming, for example a storytelling contest where they deal with that
- Schools and colleges excursions for planting trees and cleaning plastics from the street
- Create several murals with environmental themes and display them in a public place
- Planting trees and creating small urban gardens, ending with a concert with DJ.
- Outdoors multisport tournament with an entry fee of 1 or 2 euros for cleaning and maintenance of the river
- Solidarity football matches with balls made of recycled material
- Sciences Day with activities related to renewable energies (models and operation of machines)

- ▶ Educational routes and excursions for high schools in areas of Molina de Segura that have been damaged or may be affected by climate change
- ▶ Excursions to schools and colleges to plant trees and clean up plastic in the street
- ▶ A Science Day with activities related to renewable energies (with models and operational machines).

The open list method is more complex and takes longer to implement as each project will be different from the others; whereas the menu method allows for a more standardised approach and can be rolled out at scale in cities with a large number of schools. This can be done by providing predefined ‘kits’ that cost about the same amount, for instance just under the €10,000 limit, as was the case in Lisbon.

44. How were the 12 projects on the menu in Lisbon defined and selected?

Three criteria were used to select these projects:

- ▶ First, they needed to fall into one of the six categories for Lisbon Green Capital (water, energy, soft mobility, etc.). It is important to note that each category is connected to specific SDG targets, an issue that will be discussed later. These categories are slightly different from the categories for ‘Green seal’ for citywide PB projects, and are helpful in unpacking what climate-sustainable PB can include.
- ▶ Second, these projects should be implementable in less than six months, so that they can ideally be inaugurated before the

BOX 32. *Festirun* (festive event) for climate, one of the PB requests from the youth

festirun

JÓVENES CONTRA LA VIOLENCIA DE GÉNERO
28 DE OCTUBRE
MOLINA DE SEGURA

ANIMACIÓN,
SESIONES DE MÚSICA,
CARRERA DE COLORES,
FIESTA DE LLEGADA A META

¿Tienes entre 12 y 25 años y estudias o trabajas en Molina de Segura?
ACTIVIDAD GRATUITA. INSCRÍBETE AHORA
PLAZAS LIMITADAS
WWW.MOLINADESEGURA.ES/JUVENTUD

ORGANIZA:
AYUNTAMIENTO DE MOLINA DE SEGURA
Comunidad de Participación Ciudadana

JUVENTUD

Presupuesto Participativo
Molina de Segura

interbarrios
FEDERACIÓN DE A. V.
Molina de Segura

EN FAVOR DE:
Cruz Roja Española

Source: © Francisco Oliva Palazón

Youth and School PB proposals with the Youth implies lots of fun and festive events (*festirun*), primarily when addressing serious matters such as gender violence among the youth [poster here] or climate change proposals [see box on proposals]

end of the school year, and show students the importance of PB as a practice that leads to concrete improvements in a short period of time.

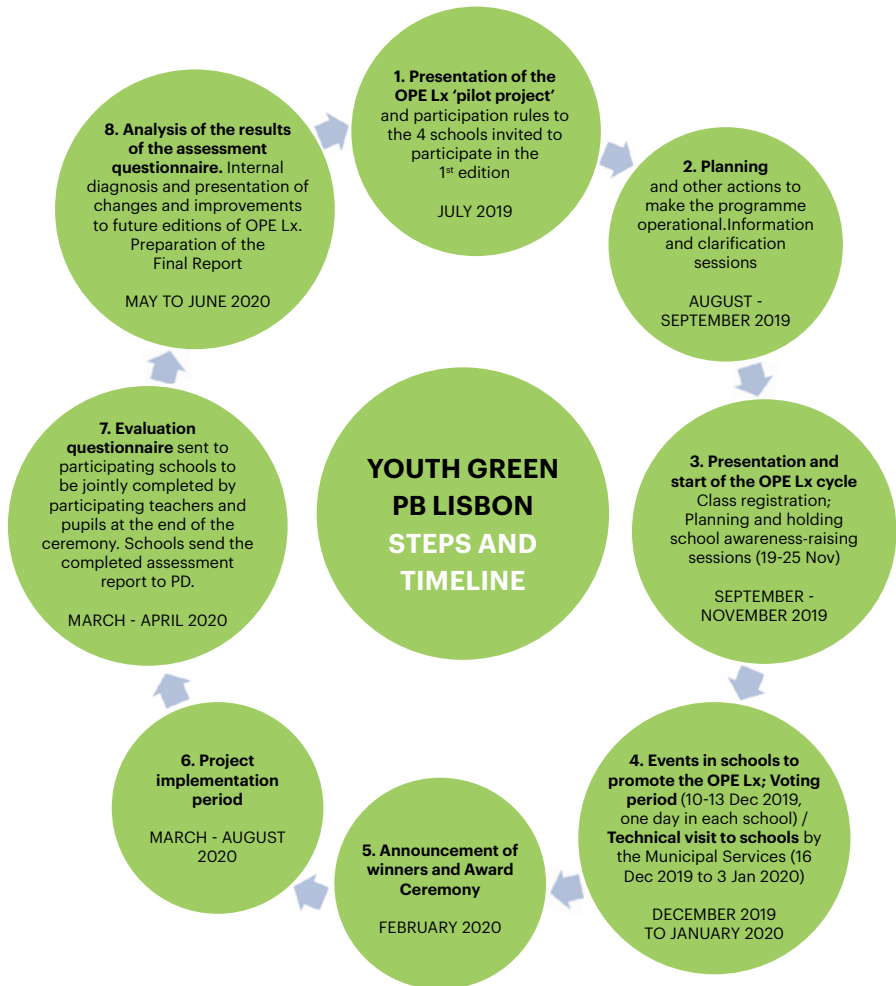
- ▶ Third, each project had to stay below the maximum value of €10,000.

Project selection was a top-down process that started by meeting the relevant department for each category (waste management, mobility, green spaces, education, etc.). A working group led by Education Department was set up, and project ideas were largely discussed internally and adjusted by PB staff, along with the municipal division for 'Green spaces & climate', staff from Lisbon Green Capital, *Lisboa e-nova* (Lisbon Energy and Environment Agency)¹⁰ and the FMDV advisor. In the PB coordinator's own words, two exercises were essential:

- ▶ An internal exercise to identify a long list of projects that could be implemented in 6 months at a cost of up to €10,000.
- ▶ Discussions with the Directorate of Education to select projects with the greatest educational value. When the 12 projects were presented during the early meetings with schools, participants were asked if they felt comfortable with the list or would prefer other projects to be included. Interestingly, some schools proposed the laboratory Kit and Eco-library kits [see Boxes 29a and 29b: Catalogue of projects]. Their original idea was to install 'rooms on future technologies', but this was too expensive and had to be scaled down.

10. The Energy and Environment Agency of Lisbon is a private non-profit association whose purpose is to promote the sustainable development of Lisbon and its metropolitan area. Lisboa E-Nova is a key player in the city's pursuit of national and international energy and climate goals for 2030 and 2050, and is active in three broad areas: Energy, Water and the Circular Economy.

BOX 33. Lisbon Youth Green PB steps and timeline (2019 / 2020)



Source: Lisbon Municipality, Translation and adaptation by author, 2020

Activities planned from February 2020 onwards were interrupted by the COVID-19 lockdown and school closures.

The debates around these project ideas helped mainstream PB within the municipality, and became an interesting mediating tool among potential partners. They were also discussed and adjusted with each school during the preparatory phase. This proved useful in simplifying the language and descriptions so that secondary school students could better understand the projects. Now, from the second year on, the list can be adjusted with the same public actors, in coordination with students that participated during year one and with the education community as a whole [see Box 30. Example of a PB education community].

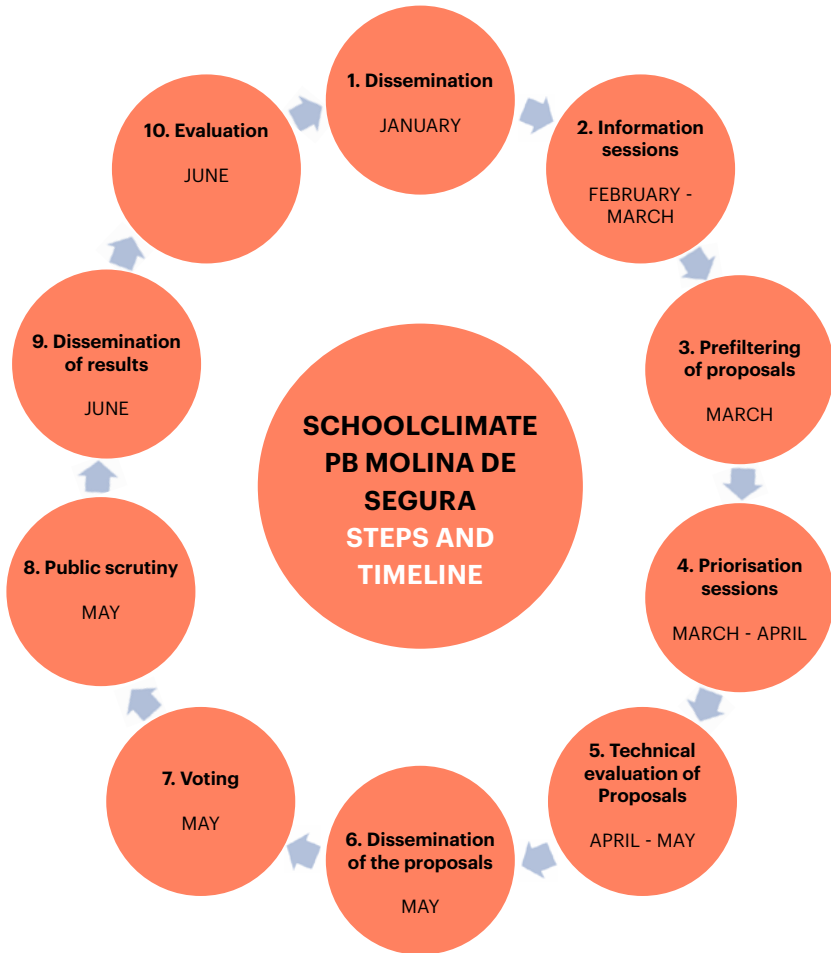
Participatory dimension

45. What is the participatory process for running School PB? Is the cycle in Molina de Segura different?

Lisbon Youth PB cycle can be summarised around 4 key activities, which are described in Box 33. Lisbon School PB Calendar.

- ▶ During the summer holidays: Preparation and planning phases, selection of schools, discussion around the 12 projects on the PB menu, information sessions with school staff and directors, finalisation of rules.
- ▶ September / October: Effective start of School PB, class registration, participation and information sessions in schools
- ▶ December: Voting on projects, ending with an 'award ceremony' in February
- ▶ From March onwards: implementation of Green projects with the objective of inauguration before the year ends.

BOX 34. School Climate PB Molina de Segura, Spain. Steps and timeline (2020)



Source: Molina de Segura Municipality, translation and adaptation by author, 2020

Activities planned from March 2020 onwards were interrupted by the COVID-19 lockdown and school closures.

- ▶ March to June: evaluation questionnaire, analysis, diagnosis and improvements for future editions

The cycle in Molina de Segura is similar in terms of its steps [see Box 34. Molina de Segura School Climate PB cycle], but allows more time for the participatory and contact phases (January to May 2020) and has a shorter evaluation period (one month instead of three). The longer participatory period is needed because each proposal has to be technically reviewed (open list method), as for Lisbon citywide PB.

Dissemination starts at the beginning of the second term. As there are no activities in the summer when temperatures are extremely high, the planning and preparation phase coincides with the first term of the school year (September to December).

One essential aspect in both cases, which is important for school PB, is the alignment with the **school calendar** rather than the fiscal and budgetary year, as is the case with most PB.

46.

Were there changes to the original calendar?

There were no changes to original calendar until the COVID lockdown. According to the internal schedule, projects should have been implemented by May 15th 2020 in order to inaugurate them on June 1st, when Children's Day is celebrated in Portugal. Unfortunately, COVID and a bureaucratic issue made impossible to implement the projects in 2020.

BOX 35. Lisbon Youth Green PB Voting and use of digital Tools

Students looking at results in real time on TV screens from their school

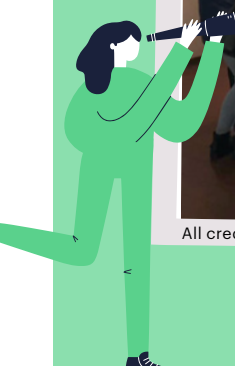


Voting tables in school, choosing from the catalogue



All credits: Lisbon Municipality

Voting: Five “digital booths” per school



47. Did Youth Green PB and citywide PB have a gender perspective?

No specific proactive gender measures were taken, as men's/women's participation is considered balanced. Sex-disaggregated data indicate that of 539 proposals made in 2018 / 2019 for Green Seal PB, 277 were from men and 262 from women. The participants' profiles also indicate a good gender balance. It is worth noting that the Director of the Department above the PB division is a woman, as are some permanent key PB staff. Priority therefore went to youth (resulting in School PB), the elderly and migrants [see Box 21].

48. What do you see as the benefits and drawbacks of participatory environmental processes that target children or young people?

Lisbon's Youth PB coordinator and the President of a community organisation gave compelling complementary answers:

*"Environment is the future of society and the planet, therefore environment PB makes a lot of sense. Not covering this dimension makes PB irrelevant. The youth are the decision makers of tomorrow, so it is relevant to raise their awareness, and start an '**action now**' process that can be a starting point. One of the issues is where to start from? And PB in schools can be a way to start.*

There is a need to build on young people's creativity and ability to find creative solutions that will lead them to advocate for new policies and programmes. Let's remember that in our society, calling for participation is far from easy, and PB with its low-key and limited objectives can be a way to generate interest, and renew it each year with new groups."

BOX 36. Lisbon Youth Green PB: winning projects per school

Escola Básica 2/3 Marvila



Participants:
754 students

Winning project:
Waste Reduction KIT

mini-ecopoints in all rooms + “green capital” drinking troughs to install outside to fill bottles + offer reusable bottles for all students

Escola Básica 2/3 Eugénio dos Santos



Participants:
754 students

Winning project:
Water Reuse KIT

Supply and installation of grey water reception and treatment systems (bath, showers and washbasins), adapting the quality of the treated water for secondary uses (flushing, watering, various washes, etc.) / (includes previous technical analysis, installation and monitoring)

Escola Básica 2/3 Quinta de Marrocos



Participants:
535 students

Winning project:
Water efficiency KIT

Supply and installation of flow reducers, taps with timer, dual flush, totalizer water meter with telemetry + display for monitoring consumption of the school (includes previous technical analysis, installation and monitoring)

Escola Básica 2/3 Luís de Camões



Participants:
422 students

Winning project:
Energy efficiency KIT

Lighting replacement for LED technology - luminaires + lamps (includes prior technical analysis, design, supply and installation)



“The best place to start participating and being a good citizen integrated into the community is when young or, even better, a child. A school fulfils this function, and it is possible to start this participatory path very early, probably (with limits) during the first years of official education”.

49. Which digital tools have been used for Youth Green PB?

The citywide PB process used digital tools without losing the face-to-face dimension. This approach seemed suitable for a School PB, and participants were familiar with and very eager to use digital tools. Two points are worth noting here:

- ▶ The preferred methods of communication were emails and phone, in order to limit displacements but not eliminate them
- ▶ Voting in each school took place on a single day, from 10:00 to 16:00, using five tablets that immediately counted the votes and gave results in real time [see Box 35: Digital tools used for voting]

It was important that the Youth PB process in Lisbon had a very low carbon footprint, in order to be consistent with a PB focusing on environment issues and in line with the objective to raise awareness of a climate-sensitive approach. This light footprint was achieved by: [i] minimising the use of paper and flyers; [ii] using recycled paper for the exhibition panels; and [iii] using organic ink for the posters.

50. What were the outcomes? Was it successful?

In both cases, the focus on climate and the environment attracted a lot of attention and generated considerable interest and clear engagement among the broader educational community. This sends a clear answer to cities that are wondering whether or not to engage in Climate PB. Both methods (open list and pre-established project menu) worked well. In Molina, the creativity of the students' responses exceeded adult expectations. In Lisbon (menu method), they voted for all 12 projects [see Box 36. Lisbon Youth Green PB: winning projects per school], which were carefully designed and discussed, indicating their relevance. Some of these projects were submitted by national enterprises, and their technical and highly innovative designs will be relevant in tackling the broader challenges created by climate change, beyond PB. The second PB cycle (implementing PB projects) has yet to come, and will doubtless provide its own lessons when it happens.

SECTION 5.

Challenges, lessons learned, risks and benefits



Challenges, lessons learned, risks and benefits



51.

What are some of the current challenges for Green PB in Lisbon?

Some of the challenges are inherited from the past and relate to different dimensions of PB, while others are more specific to Green PB:

Governance

- ▶ Strengthen working relations with the 24 District municipalities (*Juntas de Freguesias*) and adjust the roles each level could play in defining and implementing Green PB.

Management

- ▶ Improve the speed of project execution: the significant backlog of projects that have been voted on but not implemented will undermine the credibility of PB.

- ▶ Increase PB feedback on the interactive *Lisboa Participa* platform (which provides information on the various channels available in Lisbon). This is important in maintaining the credibility of the PB process in its new phase.

Participation

- ▶ Now that more attention is given to PB project implementation, another challenge is increasing citizen involvement in the different phases of project execution. So far it has been low.

Finance

- ▶ Perhaps one of the biggest challenges is increasing the annual allocation of PB resources per inhabitant; not only for investment, but also for running and maintenance costs, which are an important aspect of environment-related projects.

Specific to Greening PB

- ▶ It seems that many citizens in Lisbon do not see an urgent green and climate revolution as a priority. Understanding of the need for such disruptive change is limited, especially among the elderly, who make up 18% to 30% of the population depending on the district (*freguesias*). The impact of the socio-economic crisis and possible recovery through tourism suggest that other needs are felt to be more immediate (housing, access to affordable food, transport, etc.).
- ▶ Establishing closer links with climate change specialists from multiple disciplines and exploring how they could help improve PB remains a challenge; as does reaching more citizens to ask what they think and what kind of rules they want.

52. Are there any key lessons learned about the Lisbon experience on Greening PB that you would like to share?

Although it has only been tested for a relatively short time and generated partial results, here are some lessons learned:

The situation is ripe for greening PB

Although part of the population has yet to be convinced of the urgency of climate change and consequent need for greener PB, enough citizens are aware of its impact and know that they need to change and evolve. They are ready for a green transition. The number of proposed projects and the number of projects that have been put to the vote clearly indicates that PB is a good tool for engaging in green transition and opening up innovative pathways. The relatively *soft approach* with a transition period to introduce green seal PB and a school pilot was probably a good solution in the context of Lisbon, as it helped maintain what had already achieved in other sectors for citizens with other legitimate interests.

School Green PB

Starting with a **pilot** limited to four schools that joined **voluntarily** was a good approach, as it allowed the approach to be tested, a methodology to be established, and a better strategy prepared for the future. This was particularly important as the implementation stage was interrupted by COVID and issues with the school decentralisation process. The pilot approach limited the problems.

The exogenous factor

The City Finance Lab and its experts helped catalyse and kick off the process, and the new ideas introduced by an 'external foreign actor' (setting up a climate PB) were felt as an important factor.

The importance of Green PB as part of a participatory system

The impact and innovative potential of PB were unleashed as it gradually became part of a wider participatory system with a growing number of channels and spaces for citizen involvement. For instance, the Right to Petition and open hearings made it possible to make bigger cases and mobilise citizens [see Box 8. Multiple participatory channels, and Appendix 4]. This is probably one of the main lessons learned, echoing lessons from other cities. In other words, Green PB works better when it is closely linked with other participatory tools, such as participatory climate planning at various levels.

Involving civil servants from municipal and district administrations throughout the PB process

The governance framework for Lisbon PB [see Box 19] helped mainstream a greener PB approach and a school perspective, although PB staff still needed to play a proactive role in establishing operational links with colleagues in other departments and district administrations.

53. What have been the benefits of shifting towards green PB so far?

It is too soon to say, as the Green school PB projects have yet to be implemented and the 2020 Green PB process could not be launched. This situation is largely, but not entirely, due to the COVID-19 pandemic, and there is a risk that the legitimacy of the process and citizen's confidence will be eroded.

However, positive progress has been made on various fronts:

- ▶ First, the innovative approach used to reactivate School PB was viewed very positively by both staff and students;

- ▶ Second, operational working relations could be established with the Climate Change Directorate, which will certainly be an asset for the future;
- ▶ Third, citizens are more aware of environmental, social and economic issues thanks to civil society engagement throughout the process and the proactive and dedicated attitude of PB staff;
- ▶ Fourth, the various Green PB models that were designed and discussed through the year widened the debate within Lisbon municipality and paved the way for the future.

54. And what have been the limitations or risks so far?

In the beginning it was hard to get the Green PB message across, and certain social groups and the elderly found it hard to understand. There is a risk in shifting to a purely *digital* Green PB. This would be a serious step backwards, as Lisbon's two-pronged online and offline approach and efforts to 'de-digitalise' PB are unique. Maintaining both approaches seems essential in order to get the message across, increase deliberation, strengthen the co-construction of projects, and get the voice of the digitally excluded heard.

55. What do you think it will take to mainstream Green PB successfully?

Implementing Green PB projects and greater appropriation of positive results by local champions.

The positive situation in Lisbon is due to green projects [see Box 15 and Box 24] that took place before Green PB. What needs to be done next is to implement Green PB projects in various schools,

neighbourhoods and at citywide levels. Having citizen and local government champions highlight the benefits of such projects could increase the mainstreaming of Green PB.

Greater political commitment and a higher profile on the agenda.

In Lisbon, participation and participatory programmes are scattered across different municipal directorates and divisions, such as Housing (BIP ZIP Programme), Urbanism (PB) and Social Rights (various programmes in the municipality). Lisbon's model is quite different from that of Barcelona (Spain), for instance, where participation is overseen by a single Directorate and a City Councillor for Participation and Citizens Rights.

Significantly increased financial commitments for Green PB.

Moving Green PB higher up the political agenda and mainstreaming it in more political parties should help increase financial commitments to Green PB. This is sorely needed, given the climate change and sustainability challenges in this European capital.

Massive communication & information campaigns.

Current practices could be expanded in two directions: [a] increasing the visibility of the benefits generated by Green PB projects for the city and its citizens; and [b] communication campaigns (newspaper, radio, TV, assemblies, forums, seminars, cultural events, etc.) to spread the word about Green PB and mobilise more diverse actors (residents of Lisbon, migrants, students, workers in the city) to make and vote on proposals.

Community mobilisation

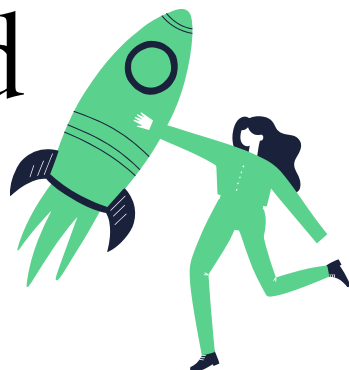
Citizen mobilisation, advocacy and lobbying will be the greatest drivers in upscaling and mainstreaming Green PB.

SECTION 6.

Future prospects for Green and Climate PB



Future prospects for Green and Climate PB



56. What impact has COVID-19 had on Green PB and School PB in Lisbon? And in Molina de Segura in Spain?

The effects have been *devastating* to say the least, not only in these two cities, but in most cities around the world. As previously noted, the *citywide Green PB* designed in Lisbon in 2019 was not launched in 2020. The pilot *Green School PB* that started in 2019 with the selection of projects in four schools was interrupted, and project implementation has yet to start.

The situation in Molina de Segura is similar, as students proposed projects for the municipal *Climate Youth PB* just before the COVID lockdown but were unable to vote on them. Voting and project implementation should proceed in 2021. The situation is largely, but not entirely, due to COVID, and it is worth noting that Lisbon municipality used this interruption to divide up its PB staff and create a task force to speed up the implementation of PB projects. COVID also created *uncertainty* about future developments: scaling up Green School PB from four public secondary schools in 2019 / 2020 to all 32 secondary schools in Lisbon might be much slower than anticipated.

Because of PB's intrinsic value in both cities, especially its comparative strength in optimising the use of public resources in times of crisis, it could well be considered a powerful way of addressing the effects of the pandemic, particularly on the most vulnerable. In this case, thematic PB should broaden out to support livelihoods and tackle emergency issues.

57.

Should we measure the climate impact of the Green seal projects and Green PB? And if so, how?

It is **essential** to measure the climate impact and monitor the impact of carbon-saving projects. This initial moment is an opportunity to do so, and this should be part of a broader monitoring system that considers existing indicators and the various methods that have been tested so far.

In addition to qualitative and quantitative indicators, which have yet to be defined, and which could be monitored with support from various stakeholders (including universities), such monitoring should be participatory and also cover **people's perceptions**.

Ideally, it would combine conventional monitoring by an external body with an open monitoring system such as a web platform. Conventional monitoring could help assess the extent to which PB projects have been able to curb CO₂ emissions and how this relates to current **municipal objectives** in Lisbon, and should include a project cost/benefit ratio for saved CO₂. An open monitoring system could use a web platform to channel and systematise citizens' perceptions of the impact of PB climate change adaptation and mitigation projects on their day-to-day life.

BOX 37. Sustainable Development Goals (SDGs) aimed at through Lisbon PB

The infographic displays the 17 Sustainable Development Goals (SDGs) in a grid format. At the top center is the United Nations logo followed by the text "SUSTAINABLE DEVELOPMENT GOALS". The goals are numbered 1 through 17, each with a unique icon and a brief description. The goals are arranged in three rows: the first row contains goals 1-6, the second row contains goals 7-12, and the third row contains goals 13-17. The 17th goal, "Partnerships for the Goals", is represented by a circular icon of interlocking rings. At the bottom right of the grid is the text "THE GLOBAL GOALS For Sustainable Development".

Goal Number	Goal Name	Icon Description
1	NO POVERTY	Icon of a family of four
2	NO HUNGER	Icon of a bowl of food with steam
3	GOOD HEALTH	Icon of a heart with a pulse line
4	QUALITY EDUCATION	Icon of an open book and a pencil
5	GENDER EQUALITY	Icon of a female symbol with an equals sign
6	CLEAN WATER AND SANITATION	Icon of a water tap with a drop
7	AFFORDABLE AND CLEAN ENERGY	Icon of a sun with a power symbol
8	GOOD JOBS AND ECONOMIC GROWTH	Icon of a bar chart with an upward arrow
9	INNOVATION AND INFRASTRUCTURE	Icon of a road with a double slash and a vertical line
10	REDUCED INEQUALITIES	Icon of an equals sign inside a circle
11	SUSTAINABLE CITIES AND COMMUNITIES	Icon of a city skyline
12	RESPONSIBLE CONSUMPTION AND PRODUCTION	Icon of a circular arrow
13	CLIMATE ACTION	Icon of a globe with a leaf
14	LIFE BELOW WATER	Icon of a fish and waves
15	LIFE ON LAND	Icon of a tree and a bird
16	PEACE, JUSTICE AND STRONG INSTITUTIONS	Icon of a dove and a scale of justice
17	PARTNERSHIPS FOR THE GOALS	Icon of interlocking rings

Source: Lisbon municipality

58. Which SDGs could be achieved through Climate-sensitive PB?

First and foremost, **SDG 13: Climate Action** and two of its targets in particular: Target 13.2. *Integrate climate change measures into national policies, strategies and planning*, and Target 13.3.

PB contributions also have quite a direct bearing on **SDG 11: “Make cities inclusive, safe, resilient and sustainable”**, especially Target 11.1 (“ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums”) and Target 11.7 (“provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities”). In most cases it also contributes to SDG 5 (“Achieve gender equality and empower all women and girls”) and SDG 10 (“Reduce inequality within and among countries”).¹¹

In general, PBs can attain multiple SDGs¹², depending on their type and design. In Lisbon, Green Seal PB aimed to achieve six SDGs [see Box 37] through 12 of their targets [see Box 38]. Specific attention should be paid to two important points: [i] PB should relate to Sustainable Development **Targets** as well as **Goals**; and [ii] the relationship between PB and SDGs and their Targets is more productive if it is established when the PB rules are designed (by local government and/or citizens’ delegates).

11. *ibid*

12. For a more in-depth examination of relations between PB and SDGs see: Cabannes, Y. (2019), *Participatory Budgeting: a powerful and expanding contribution to the achievement of SDGs and primarily SDG 16.7*, Gold Policy Series # 2, United Cities and Local Government / Global Observatory on Local Democracy, Barcelona: UCLG https://www.gold.uclg.org/sites/default/files/02_policy_series-v3.pdf
Cabannes, Y. (2019) *The contribution of participatory budgeting to the achievement of the Sustainable Development Goals : lessons for policy in Commonwealth countries*. Commonwealth Journal of Local Governance, 21: 1-19. Sydney: UTS ePRESS, <https://epress.lib.uts.edu.au/journals/index.php/cjlg/issue/view/459>

BOX 38. Sustainable Development Goals (SDGs) and Targets aimed through Lisbon PB

SDG 13. Climate Action

Target 13.2. Integrate climate change measures into national policies, strategies and planning

Target 13.3. Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning

SDG 11 Make cities and human settlements inclusive, safe, resilient and sustainable

Target 11.3 By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries

SDG 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Target 16.6. Develop effective, accountable and transparent institutions at all levels

Target 16.7. Ensure responsive, inclusive, participatory and representative decision-making at all levels

SDG 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development

Target 17.16. Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries.

Target 17.17. Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.

SDG 7. Make cities and human settlements inclusive, safe, resilient and sustainable

Target 7.2. By 2030, increase substantially the share of renewable energy in the global energy mix

Target 7.3. By 2030, double the global rate of improvement in energy efficiency

SDG 12. Responsible Consumption & Production

Target 12.5. By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse

Target 12.6. Encourage companies, especially large and transnational companies, to adopt sustainable practices and to integrate sustainability information into their reporting cycle

Target 12.7. Promote public procurement practices that are sustainable, in accordance with national policies and priorities

Depending on its design, each PB will prioritise specific targets: for instance, those with a strong participatory democracy perspective will tend to contribute more to Target 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels (SDG 16); while those that focus exclusively on climate and sustainable development will tend to directly attain Targets 13.2 and 13.3 (SDG 13) mentioned in the case of Lisbon. In other words, PB can be tailored to achieve particular targets. This helps monitor the impact of PB, as some of the indicators for SDGs can be used.

59. What would you like to see for future PB and its greening in Lisbon?

By its 20th anniversary, which is about 10 years from now, Lisbon could become a world PB reference and key European Climate PB resource city, upholding strong principles of spatial and social justice in order to meet the SDG imperative to *leave no one behind and leave no space behind*. This would be a logical follow-up to having been awarded European Green Capital in 2020. It assumes that accumulated knowledge will be accessible on a web platform in different languages, and that PB staff have the time to provide support and advice to interested cities. Better connectivity and connections would create more openness to innovations to the existing format.

I would like to see the European Union provide strong financial support in the order of €1 billion per year (which is quite a modest portion of its annual budget) to top up the resources that cities and regions allocate to Green PB, and especially Climate PB. This would be a tremendous incentive to upscale them and help tackle the current climate challenges faced by citizens. It would also recognise the significant contribution that PB is making to climate change adaptation and mitigation.

Another wish is for Climate PB to be set up *in addition to* existing PB, *not to its detriment*, with significant additional earmarked resources to be co-financed by civil society and the corporate and social economy sectors, not just the public sector. These resources would ideally fund PB investment projects and their operating costs, PB staff, strong education and communication campaigns, a well-established monitoring system and knowledge production.

In the shorter term, Lisbon might want to prioritise certain actions to address its current PB challenges, which have been exacerbated by the COVID-19 pandemic. The stronger PB is, the stronger Green PB will be.

60. What future would you like to see for Youth Climate PB?

In 2030, I would like PB to be common practice in all of Lisbon's schools (public and private) from the early years right up to university, as it occasionally was in 2020. I would also like to see a significant budget that enables PB to function at a bigger scale, covering a wider range of projects. PB rules are adapted annually according to decisions made by the education community, which is composed of a majority of students.

Given the dramatic effects of climate change, half of the projects should systematically address adaptation and mitigation. Hopefully they will have achieved significant results by 2030, with greatly increased soft mobility and some of the edible and medicinal plants used in schools cultivated by staff and students as part of the curriculum. Many PB proposals will focus on support for climate campaigns and struggles, which will have had interesting effects on both municipal and national policies.

There will be plenty of student caravans to visit and learn from projects in other schools, helping students feel less isolated and showing them the extraordinary diversity and different types of exposure to the effects of climate change (risk of flooding, increasing aridity, fires, etc.). Climate justice PB projects will also have gained momentum, with part of the PB budget saved to help schools in poor countries that are exposed to the effects of climate change even though they do not emit carbon and greenhouse gases. Students really enjoy and are proud of these projects, and 80% of schools in Lisbon will have a small but very rich and lively communication with schools abroad, mainly in Africa.

PB processes and projects will be an integral part of the curriculum with a much stronger pedagogical dimension by 2025, especially for Climate projects, which are a practical application of new teaching modules.

The main change that will have occurred by 2030 is that multiple and evolving forms of School Green PBs will be tailored to different age groups, with Youth PB for six-year-old children to teenagers. This will encourage much greater participation, active citizenship, and climate awareness. PB is thematic, with climate as a constant, and PB for younger pupils will include drawing, games and designing cities. The *Happy Days* early school PB experiences in northern Brazil are a source of inspiration for students, who can choose one project from a list of 12, using the closed catalogue method introduced in Lisbon in 2019.

In secondary schools, the more complex open list method used in early experiments in Molina de Segura in the late 2010s quickly becomes preferred approach. There are so many highly creative project proposals that two rounds of votes are needed to filter proposals. In 2027 Lisbon municipality teams up with national TV and launches citywide school PB, where student proposals are voted by all citizens. Many relate to *local green jobs*, as youth

employment is still a concern and there is less tourism due to recurrent pandemics. The winners elect a Youth PB Council that will soon have legal status in the municipal assembly. Another major change is that diverse social groups actively engage in the process, especially non-resident students and foreign nationals. This enriches the creative process, and PB proposals by mixed school/non-school groups are voted through and implemented.

These results are now accessible in real time in every school, and students constantly update and translate them into different languages as part of their classwork. These websites are connected to a global climate and PB hub as part of a recently created worldwide initiative (see website [www.greenfutureunwritten](http://www.greenfutureunwritten.com)).

SECTION 7.

Appendix on tools and instruments



Appendix 1

Lisbon PB set of rules for 2018/2019 [extracts relevant for Green Seal]

Introduction of Green seal

7. As part of the Lisbon European Green Capital 2020 award, raise awareness for the submission of proposals and consequent projects in the environmental area that focus, explore, demonstrate and value environmental sustainability, optimization of energy resources, decreased use of plastics, etc. These projects will be identified with a **Green Label [or Green Seal]** and compete on equal terms with other proposed projects.

V. Participants

Considering that Lisbon is the capital, and the floating population that daily comes to the city, participatory budgeting is aimed at all citizens aged 16 and over who are related to the Municipality of Lisbon, be they residents, students or workers, and also representatives of the associative movement, the business world and the others civil society organisations.

CAP 2. VI. Participation cycles.

The Lisbon participatory budget is organised on the basis of two participatory cycles:

[a] The **Budgetary Decision Cycle**, which corresponds to the process of presenting proposals, technical analysis of them and voting on projects.

[b] **The Budget Implementation Cycle**, which consists of the implementation of the projects winners and in their delivery to the community

[c] The **Decision Cycle** comprises the following phases:

- 1) Preparation of the process;
- 2) Submission of proposals;
- 3) Technical analysis and public consultation
- 4) Voting on projects
- 5) Presentation of results

[d] The **Implementation Cycle** provides for the following phases:

- 1) Preliminary study;
- 2) Executive Project formulation and approval;
- 3) Delegation of responsibilities;
- 4) External contracting or Direct municipal management;

XII. Results

2. A minimum number of 250 votes is necessary for a project to become a winner

XVII. Criteria for eligibility [EXTRACT]

4. Proposals may require technical adjustments by the municipal services to allow for implementation

5. The similarity of the content of the proposals or their proximity in terms of location may lead to the integration of several proposals into a single project, in conjunction with the respective bidders.

6. Proposals that are not adapted to the project will be substantiated and communicated to the citizen(s)/provider(s).

7. Proposals that, after technical analysis of the services, do not reach the minimum budget of € 50,000, may be forwarded to the municipal initiative “LisBOAideia”.

8. The projects prepared by the municipal services and put to the vote of the citizens may not necessarily be a transcription of the original proposals, and they may be partially executed, by means of a city council decision and in liaison with the proponents.

Appendix 2

Set of rules and calendar. Lisbon School Green Participatory Budget, pilot 2019 / 2020]

1. Scope and method

The scope of OPE Lx is the territory of the Municipality of Lisbon and covers all areas of competence of the Municipality of Lisbon. The program will be annual and, in its first 2019/2020 edition, is called “pilot project. It starts in September 2019 and end until the end of the respective academic year (June 2020).

Regarding the way in which proposals are submitted to OPE Lx, the “list of pre-chosen proposals” model was chosen, followed by a voting period for these proposals and, subsequently, the implementation phase.

2. Goals and Principles

- Understand what a participatory budget is and how it works;
- To become aware of what active citizenship is;
- Inform and mobilize the school community for participation;
- Promote education for citizenship;
- Distinguish between public and private investment expenses;
- Know the competences of the municipalities;

- Strengthen knowledge of the territories;
- Deepen the encounter and dialogue between the different categories of the educational community as well as between the young and the elected municipal and parish councils, adapting them to the needs and expectations of young people.
- Only one proposal, after the respective voting process, can be chosen to be implemented in each school.

3. Participation process

The OPE Lx is aimed at students in the 5th, 6th, 7th, 8th and/or 9th grade classes of the public schools of the city of Lisbon. In order to facilitate the operationalization of the process, the participation of students will be done by classes. Each school may register a minimum of 3 and a maximum of 5 classes.

The proposals to be voted on each year's OPE Lx will be chosen from a catalogue of pre-selected proposals, produced by the Lisbon City Council, in articulation with the participating schools, in line with the Lisbon European Green Capital 2020. In each participating class the catalogue of proposals will be analysed, as well as the proposal to be worked on. Each class will have to think and carry out a campaign to defend the proposal in question, which will then be put to a vote in each participating school. Only one proposal, after the respective voting process, can be chosen to be implemented in each school.

4. Catalogue of projects to choose from [see box 31]

5. Calendar 2019 / 2020 Cycle [see box 34]

6. Voting rules

All students registered with participating schools can vote individually. In the 2019/2010 cycle, only students from the 5 selected schools [*in reality only 4 participated*] may vote. Voting is in person, using the electronic method.

The voting process will be organised by the schools in conjunction with the municipality, who will support it in each one of participating schools.

The vote will be preferential and the students can select up to 5 projects, in order of preference: first [5 points]; second [4 points]; third [3 points]; fourth [2 points]; fifth [1 point].

7. Winning Projects

The projects that obtain the highest number of votes within the eligible projects in each school are the winners.

Projects are ranked and approved up to a maximum of 10,000 euros per school.

8. Publication

All decisions taken as well as information concerning the implementation of the projects will be advertised on the digital

Participatory Youth Budget 2020: January-June 2020

Appendix 3

Set of rules for Molina de Segura, Spain Youth Climate PB 2020¹

The following is a description of the process that will involve the implementation of this budget between the Youth Directorate (*Concejalía de Juventud*), in charge of everything related to young people in the municipality, the Participation Directorate (*Concejalía de Participación*) and the educational centres that will join the 2020 PB process.

Target population

The 3rd and 4th year students of ESO (Compulsory Secondary Education²) in the participating schools will have special relevance in the process, as the information sessions will be held at these levels and it will be from these courses that class representatives will subsequently participate in the prioritisation of proposals. Likewise, the voting phase will be open to the rest of the students of the centre, 1st and 2nd courses of ESO and 1st and 2nd groups of baccalaureates (Bachillerato).

1. Original in Spanish, translation by author, 2020

2. In Spain, education is compulsory up to the age of 16 (which is the equivalent of the fourth year of ESO (Compulsory Secondary Education) and the following courses are already the first baccalaureate “Bachillerato” (age 16-17) and the second baccalaureate “Bachillerato” (age 17-18). The baccalaureate is no longer compulsory, but voluntary. After the baccalaureate comes the university.

Collaboration with extracurricular groups

A group of boys and girls from different secondary schools in Molina de Segura, have been participating voluntarily in activities that they proposed with the support of the Municipal Youth Council. That is why they have been invited to participate in the process in a prominent and pro-active role.

Phases of the process [10 IN TOTAL]

1. Dissemination

The Youth Council is establishing contacts to provide information about the 2020 Ppj to the municipality's educational centres, with the aim of incorporating them into it.

2. Information sessions

Information sessions will be held in classrooms, using the methodology established by the steering group. The objective of these is to transfer the basic information of the process to the students of 3rd and 4th ESO in a playful and participative way. In these sessions, it is also contemplated to make them aware of the importance of the conservation of the environment and the possibility of playing a relevant role in this task, through their participation in the participative youth budget.

At the end of the sessions, the telephone numbers of the people representing each classroom will be collected and the proposal sheets will be given to them. A whatsapp group will be created with them, which will serve as a means of communication to specify the date for collecting the proposals that have been agreed upon by the entire class group. In turn, this will serve to call them to the prioritization session, being able to offer them relevant information

of the process through this channel. The maximum deadline for the collection of proposals will be March 13.

As this is a thematic participatory budget, linked to environmental conservation & sustainability, there will be a list of possible viable proposals provided by the Directorate for Environment (Concejalía), as support material³.

3. Pre-filtering of proposals

Once all the proposals have been collected, a classification will be carried out, taking into account the proposals that are repeated, those that are not viable, etc. Once this task has been carried out, a final list will be drawn up and sent to the representatives of each class.

4. Prioritisation sessions:

There are three phases in the prioritisation process:

Phase 1) prioritisation by classrooms.

Each class, with the list of final proposals, must mark the 10 proposals they consider most interesting. This prioritisation will be done by the group/classroom only in a tutorial or a session that they agree on, without a session with the team of facilitators. To make up for this absence of the team as much as possible, they will receive a brief document with some recommendations that they can take into account so that the election is as participatory as possible.

3. Eventually such proposal of inspiring climate related projects from the Environment Directorate never occurred for the Youth PB as such, but was introduced for the first time into the City wide “normal” PB

Phase 2) prioritisation by educational centres / Schools.

Each classroom representative will attend a session facilitated by the promotion team, where they will provide the lists with the 10 proposals prioritized in their classroom. In this session, the 10 priority proposals provided by the classrooms will be counted and added up, i.e. we will add up the 10 proposals from the different classrooms in the same centre. Likewise, the group will be asked to record a small video or audio (depending on whether we have the signed authorizations) that will have the strong ideas that summarize the chosen proposals. This video will not exceed two minutes in each group-centre.

Phase 3) Final prioritisation.

The priorities of each School that participated in the Ppj are gathered, adding up the points of the different proposals and finding out which are the highest rated proposals. If there are more than 40 rated proposals, the NEO group will be asked to collaborate in the final prioritisation. In this possible session, the first 15 proposals with the highest number of votes from the centres will be maintained and the remaining proposals will be discussed. To this end, the group will use criteria of social justice and environment⁴, following the same method as in the prioritisation of the municipal participatory budget.

5. Technical evaluation of proposals

There will be a maximum of 30 proposals that will be passed on to the municipal technical team for evaluation. The municipal technical team will have the proposals ordered by priority in a document that will be sent to them by the “motor group” [Youth dynamization group]

4. The original idea was to focus Youth PB on a different SDG every year (Climate in 2020). This was the initial objective, which might continue or not.

6. Dissemination of the proposals

Flyers and posters containing the proposals that have finally passed the technical assessment will be produced and delivered to the schools early enough for them to be aware before the vote.

7. Voting days

The voting sessions will last a full morning or will take place during a break, depending on the number of students in each school and the agreement reached with them. Voting will be open to all the students of the school (from 1st ESO to 2nd Bach plus training cycles if any), even if only the 3rd and 4th ESO courses attended the information sessions.

To vote, it will not be necessary to have an ID card, but the team will have a list of each course in the centre that they are participating in, in alphabetical order. The same publicity flyer will be the voting sheet, where each person can indicate the 5 proposals that interest them most.

After a mutual collaboration has been agreed with the Youth Council, a consultation with the students will be introduced. This will include a list of activities that are planned to be launched at a young age and which they will be asked to prioritise. In turn, they will be asked to vote on the proposals that most interest them in the 2020 Ppj.

The ballot boxes, regardless of the day they are voted on, will be kept sealed at the Town Hall until the day of the vote.

8. Public scrutiny

The vote will be held on the last day of the period stipulated for voting, once all the days have passed in the schools. A room will be requested at the Town Hall for counting and the delegates who have taken part in the process and the motor group, as well as all the students interested in attending, will be invited.

9. Dissemination of the results

Once the counting has been done and the results validated, the proposals that have been most voted will be sent to the students of all the schools through different channels of communication: social networks, *whatsapp* group and posters.

10. Evaluation

An evaluation questionnaire will be passed on to the representatives of the 3rd and 4th years of Compulsory Secondary Education [ESO] courses that have participated in the process, as well as to the motor group in case their support is obtained.

Likewise, an evaluation of the process will be carried out by the “motor group” ending up in a final report which will consider the successes and improvements necessary for the next edition of the Youth Participatory Budgeting.

Appendix 4

Caracol da Penha Garden, a community narrative on an iconic green PB project in Lisbon



THE PROCESS OF THE MOVIMENTO PELO JARDIM DO CARACOL DA PENHA (*Movement for the Caracol da Penha Garden*), (2016-today), Lisbon, Portugal

1. The Starting Point: “The View From My Balcony”

This fantastic collective adventure started with one person only. And this first message intends to give hope and sense of possibility to any isolated citizen that has a good idea, a vision, in favour of the common good.

In the centre of Lisbon, behind the building I live in, I could see from my well positioned balcony an abandoned 10,000 m² land plot, an ancient farm, an incredible green space with fruit trees, vegetables growing wild, flowers of all sorts and bees, singing birds and cats. A few humans planted parts of this land owned by the Municipality, especially during the hardest years of the financial crisis in 2008, and the Troika intervention. But it remained a secret place, as it laid between private properties and was invisible from the exterior.



One sunny day, from my balcony, I was surprised by heavy machinery, demolition works, engineers and active construction workers in the garden. It was April 2016 and no previous information nor consultation process to the population had occurred.

Our collective process started that day, as I promptly discovered the intention of the Lisbon City Council and its mobility public company (EMEL - Empresa Municipal de Mobilidade e Estacionamento de Lisboa): the destruction of the garden and the construction of a parking lot. My primal response was: *“No way I will let that happen! Not without a fight for a public garden!”*

The advantage of any balcony is the overview. The whole, the parts, the system and the potential become clearer, and my vision had arrived a few years earlier: that land should become a public garden for all. The green space the surrounding population — living in highly dense and constructed neighbourhoods — had been craving for years.



Source Pictures: Courtesy *Movimento pelo Jardim Caracol da Penha*

My first move was to research and get all the technical information on the parking lot project from the City Council. Information is power. My second move was the submission of a proposal to the Participatory Budget of the city of Lisbon, in June 2016! The third move was to gather active friends and neighbours, people I knew would most probably be interested in participating, and, with an e-mail, the I became WE. And we, in our first meeting, created the *Movimento pelo Jardim do Caracol da Penha*. 2 days later we were on national press.

Message 1: Something, or a conjugation of factors, suddenly triggers a reaction and a transformative action.

Message 2: To start a process, all is needed is 1 person and 1 strong and well-informed vision towards the common good with the potential of being shared by a multitude.

Message 3: Action through a positive proposal, maybe using participatory or other political instruments, and the creation of a social movement is key for starting the political process.



Source: Courtesy Movimento pelo Jardim Caracol da Penha

The Social Movement: When the multitude occupies the balcony, the garden, the neighbourhoods, the press and political space to transform its reality

The process of the Movimento pelo Jardim do Caracol da Penha has as much poetry as it has technical work. Both were absolutely necessary for its success. The emotions, the shared dream, the potential of collective construction, the participation and the creation of a sense of neighbourhood, the increase of social cohesion in two very multicultural areas of Lisbon brought us together. The ways we defined to get there, and the intense work we developed side-by-side for hundreds of days, were very technical, strategized, planned, constantly discussed and improved.

Let's say: we had the fun of our lives!

Rita Cruz

2. The Political Process: a quick tour¹

The history of the Movement for the Caracol da Penha Garden

The process that led to the commitment of the Lisbon City Council to abandon the parking lot project in favour of a new public garden involved a large number of people and instruments.

THE TRIGGER (April-May 2016)

The Lisbon City Council, through its mobility public company, started the first construction works of a parking lot in a 10.000 m² public land plot in the heart of Lisbon — in a densely constructed area lacking quality public space...

AN ALTERNATIVE PROPOSAL EMERGES (June 2016)

The Movimento pelo Jardim do Caracol da Penha, a grassroots movement of neighbours and friends, proposes and supports the creation of a public garden, the “Jardim do Caracol da Penha”, as an alternative to the parking lot.

¹ The authors are the core group of the Movement: Anna Rossi, Edgar Oliveira, Francisca Teixeira, Hugo Cardoso, Inês Fonseca, Irina Costa, João Lains Amaral, Marta Angelozzi, Miguel Pinto, Rita Cruz, Rui Lopes, Sandra Duarte.

THE STRUCTURE AND FUNCTIONING OF THE MOVEMENT

Running a social movement, managing people and bringing other stakeholders to join with success requires serious engagement.

The first step is to gather a group of interested and capable people to become the core of the Movement (10 to 12 people, for example). Its organic should not be closed, even if some stability is needed.

Continuous sharing of information, frequent meetings and e-mail discussions are key along the process.

A horizontal functioning was our golden solution, decisions were made by a majority of votes. Two people were especially active and ensured the continuity of the work, presence in the political meetings and information flow.

Our case showed that having experienced activists with different professional backgrounds in the core group became a remarkable strength: economists, geologist, communication professional, visual artists, cultural promoter/film maker, computer engineers, mathematician, anthropologist, etc...

The relationship between political parties and social movements can be tricky. Political parties oftentimes feel the urge to capture social movements in order to capitalize political gains.

While managing a movement of citizens, it's wise to keep political parties at an arm's length. Close enough to support the movement's claims within the institutions being lobbied, far enough to ensure the movement's political independence.



Source: Courtesy Movimento pelo Jardim Caracol da Penha

WORDS AND RHETORIC AS PURE STRATEGY

Creating the rhetoric that best suits the purpose of a Movement can become half the way to its goal. The name Garden of the Caracol da Penha was our invention (based on an ancient name of an adjacent street) — the land plot didn't have any other widely known name. In the collective imaginary, everyone calling it "garden" transformed it... into a garden.

Teasers can effectively attract people to the cause: *"Do you know there is a garden just next to your home?"* 200 people came to the first neighbours' assembly, in July 2016.

Connecting to people, we quickly realized that, independently of our personal opinions on cars and extra parking space, the Movement should not polarize the discussion between a garden and a parking lot. Instead, we chose to say: *"parking space can be built elsewhere, this 10,000 m2 free land plot is the last chance for the population to have a public garden."*



Source: Courtesy Movimento pelo Jardim Caracol da Penha

ENGAGING, REACHING OUT, INVOLVING, STUDYING AND LOBBYING: WHAT WE DID NEXT

The Movement chose a holistic approach mainly based on four interconnected and strategic drivers:

- 1. POLITICAL AXIS:** Usage of the available political instruments at municipality level and engagement with the local elected entities;
- 2. COMMUNITY AXIS:** Engagement and connectivity with the (local) community;
- 3. TECHNICAL AXIS:** Definition of social, political and technical contents to support the garden claim;
- 4. VISIBILITY AXIS:** Exploration of communication, media and social network instruments to spread information, gather supporters and participants and grow on political influence.



Source: Courtesy Movimento pelo Jardim Caracol da Penha

THE POLITICAL AXIS: creating a sharp political strategy

1. Submission, in June 2016, of a proposal to the Participatory Budget of the Municipality of Lisbon (category of structural projects, maximum allocation of 0,5M€). In November 2016, with 9,477 votes, it was the largest voting ever in this initiative since its first edition, in 2008. Further information: [https://www.caracoldapenha.info/copy-of-a-peticao](https://www.caracoldapenha.info/copy-of-a-peticao;);
2. Submission of a Petition with 2,600 signatures to the Municipal Assembly of Lisbon (Assembleia Municipal de Lisboa), generating a discussion process within 3 specialized commissions, an official stand and a final vote. Further information: [https://www.caracoldapenha.info/copy-of-que-diz-o-pdm](https://www.caracoldapenha.info/copy-of-que-diz-o-pdm;);
3. Political meetings were held with political parties at Lisbon City Council and Municipal Assembly.



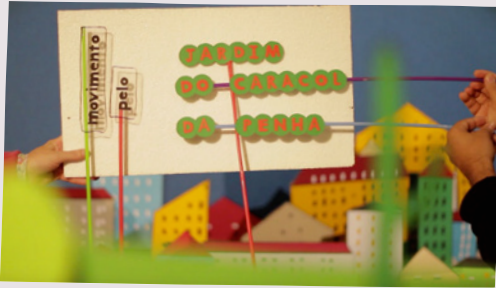
Source Pictures: Courtesy Movimento pelo Jardim Caracol da Penha



THE COMMUNITY AXIS: engaging through speaking and listening

Creating neighbourhood, connecting people and fostering collective aspirations:

1. Development of actions focused on the local (neighbourhood) population, including the distribution of posters and leaflets, information sessions, local assemblies and the creation of a neighbourhood-based network of supporting shops, schools and associations with 50+ participating entities (that supported the idea, the discussion, the collection of signatures to the petition and the votes on the Participatory Budget);
2. Creation of a network of supporting entities outside the neighbourhood (environmental groups, botanic associations, sustainable agriculture communities, etc.) and engagement with the academia;
3. Constantly being on the streets engaging with people, responding, presenting arguments, collecting signatures to the petition and, most importantly, listening, was crucial. The Movement, day by day, improved its strategies by carefully listening, observing, discussing and incorporating great and surprising inputs, sensitivities and advice. A big mistake is to consider that a Movement's core is enough, knows it all and always knows better.



Source Pictures: Courtesy Movimento pelo Jardim Caracol da Penha



THE VISIBILITY AXIS: the communication strategy

1. Designing a logo: a visual signature;
2. Leaflets, posters, visual digital content;
3. Development of a Website with the most relevant information of the process: <http://www.caracoldapenha.info>;
4. Development of a Facebook page, currently with 4,000+ followers, with news and contents (videos, pictures, general information) to promote the engagement, the follow-up of the activity and the participation (<http://www.facebook.com/jardimcaracoldapenha>);
5. Recording and production of a set of videos and a collection of sound registers of the garden to spread the information, as the 10,000 m² of the green space concerned are in the interior of a quarter/block and its existence was practically unknown;
6. Recording and production of a set of videos with technical testimonials by experts (architect, botanist, mobility and urbanism researcher, economist, etc.) explaining with some detail the reasons why the 10,000 m² of that land plot should be requalified to be a public garden, instead of parking lot;
7. Development of a communication strategy for the press: newspapers, TV channels, radios...

THE TECHNICAL AXIS: technical content to support our vision

To back the claim for a public garden, the Movement deeply studied the subject:

1. Development of a technical document with the claims of the Movement, a “collection of arguments”, (and suggesting alternatives for car parking creation, if so decided): *“Um Jardim é o que nos faz falta – Documento de Suporte ao Orçamento Participativo de Lisboa 2016 e à Petição à Assembleia Municipal de Lisboa para a criação de um espaço verde em Arroios e Penha de França”* / (in English: A garden is what we are lacking – Support document to the Participatory Budget of Lisbon 2016 and the Petition submitted to the Municipal Assembly of Lisbon for the creation of a green public space in Arroios and Penha de França); The document can be found at: <https://www.caracoldapenha.info/copy-of-a-peticao-1;>
2. Study of the Lisbon City Council executive’s political program and the results of previous Participatory Budgets at city and parish levels to challenge the grounds the City Council presented for the parking lot;
3. Based on official data and information, published in Administration sites, we developed and presented a new Index: square meters of green space/inhabitant/parish of Lisbon. The result was: out of the 24 parishes of the city of Lisbon, the two around the Jardim do Caracol da Penha were the 5th and 2nd with less square meters of green space/inhabitant (in average, less than 1m² of green space/inhabitant in our neighbourhoods; The parish with more green space, Ajuda, had 650m²/inhabitant).



Source Pictures: Courtesy Movimento pelo Jardim Caracol da Penha

THE PARTICIPATORY BUDGETING CAMPAIGN

Betting on culture to engage the community, increase visibility and boost voting in the Participatory Budget:

1. Organization of a Cultural Festival in the neighbourhood, during the Participatory Budget campaign, with approx. 20 shows (concerts, theatre performances, cinema, dance, poetry, guided tours, singing, visual arts, etc.), 100+ artists and hundreds of participants. Further information at <https://www.caracoldapenha.info/copy-of-quem-somos>;
2. Creation, production and shooting, by the Movement, of an animated movie for the Participatory Budget campaign, calling for people's vote on the project: "180 - Licença para Plantar" (November 2016; it can be found at <https://www.caracoldapenha.info/copy-of-a-peticao>);

THE RESULT?

The biggest vote ever in the Lisbon Participatory Budget (still in 2021): 9,477 votes.



Source Pictures: Courtesy Movimento pelo Jardim Caracol da Penha

INVOLVEMENT OF THE POPULATION IN DEFINING THE PROJECT OF THE FUTURE GARDEN

As a result of the Movement's activity, namely its encompassing and innovative participatory campaign, two major breakthroughs have been achieved.

Firstly, Lisbon City Council accepted to create a 10,000 m² public garden instead of a parking lot in the aftermath of a process conducted by the Movement that led to the victory in the 2016 edition of the Participatory Budget of Lisbon (the proposal received 9,477 votes, the largest voting ever in this initiative, carried out by the Municipality since 2008; the allocation was of 0,5M€).

Secondly, Lisbon City Council agreed to co-develop the landscape architectural project of the future public garden with the Movement, accepting and politically and financially supporting the Movement's proposal to lead a participatory process to involve the local community in the definition of the equipment, different uses, layout and main characteristics of the future public garden. Further information: <https://www.caracoldapenha.info/copy-of-7-razoes-para-este-jardim>.

After systematizing the hundreds of suggestions (+300 participants) collected in the neighbourhood — by e-mail, social networks, postcards placed in suggestion boards, associations and collectives and dozens of informal conversations — and holding discussions with experts from different technical areas, as well as with the architecture office, a semi-final project was presented to the population — that had a few weeks to comment and add final proposals.

The final project, technically completed by the architecture office following the participatory process outcome, was approved by Lisbon City Council.

FOLLOWING THE COMPLETION OF THE WORKS (Dec 2019 - ...)

This is the stage of the process the Movement is presently in: involvement, as active observers, in the garden construction works, even during the pandemic... Meetings, visits to the construction site, problem-solving with neighbours...

3. Notes for the construction of a strategy

In short, how did it all started?

One person with an idea that spoke to neighbours, friends...

Main ingredients: to consider a multiple approach

A bet on VISIBILITY

- Because the important thing is to transmit the message and convince people.
- To be positive!
- Always sharing the credits: “We all, together, conquered this, achieved that...”

Creating COMMUNITY

- Alone it is not possible, other people will bring ideas and broaden the scope.
- The community brings legitimacy, and that’s what we are working for.

The importance of TECHNICAL CONTENT

- Sustaining the vision with technical arguments is essential to create trust among stakeholders and establish a solid discussion ground.
- It also generates the possibility to involve the press, academia, etc.

Using POLITICAL AND LEGAL INSTRUMENTS

- Analyse political programs and relevant documents: know the other side well and find bridges and weak points.
- Petitions, Town Hall Sessions, Municipal or Parish. Read the Law and the legal regulations to control the processes.
- Participatory Budgeting: several instruments that can be used (with varying degrees of effectiveness).
- Legal instruments can also be important (we never used any).
- Use the instruments to build your strategy through time, creating and using punching dates. Beware of electoral calendars and other relevant events.

Main ingredients: creating and using positive communication

- “We are not against a parking lot... we’re in favour of a public garden.”
- Social movements play in the public arena, the ground for a fair discussion of ideas — and different positions are equally legitimate.
- Try to avoid petty conflicts that wear people down and alienate them.
- Always wait a while before answering, think strategically.
- Try to avoid group phenomena (so as not to overdramatize).
- Ask other people further away what their sensitivities to different issues are.
- Allow room for the other party to change their position elegantly, especially after they have publicly committed to another solution.

Main ingredients: to open, not closing

- Set the initial vision...
- ... but constantly adjust your strategy along the way.
- Integrate all the ideas and everyone who can contribute to the success of the strategy.
- Actively seek input outside the “obvious” group: academia, other stakeholders, Facebook, etc...

Appendix 5

PB set of rules for 2018/ 2019 cycle (in portuguese)

ORÇAMENTO PARTICIPATIVO DE LISBOA NORMAS DE PARTICIPAÇÃO 2018 | 2019

Capítulo I Disposições Gerais

Primeira (Princípio)

O Orçamento Participativo de Lisboa (OP) visa contribuir para o exercício de uma intervenção informada, ativa e responsável dos cidadãos/as nos processos de governação local, garantindo a participação dos cidadãos/as e das organizações da sociedade civil na decisão sobre uma parcela do Orçamento Municipal de Lisboa. Ou seja, permitindo aos cidadãos/as apresentarem propostas para a cidade e votarem os projetos que querem ver realizados nos anos seguintes pela Camara Municipal de Lisboa (CML), ou pelas Juntas de Freguesia (JF) no âmbito de protocolos estabelecidos para o efeito.

Segunda (Objetivos)

- ▶ Incentivar o diálogo entre eleitos/as, técnicos/as municipais, cidadãos/as e a sociedade civil organizada, na procura das melhores soluções para os problemas, tendo em conta os recursos disponíveis.

- ▶ Contribuir para a educação cívica, permitindo aos cidadãos/as aliar as suas preocupações pessoais ao bem comum, compreender a complexidade dos problemas e desenvolver atitudes, competências e práticas de participação.
- ▶ Adequar as políticas públicas municipais as necessidades e expectativas das pessoas, para melhorar a qualidade de vida na cidade.
- ▶ Aumentar a transparência da atividade da autarquia e o nível de responsabilização dos/as eleitos/as e da estrutura municipal, contribuindo para reforçar a qualidade da democracia e da participação cidadão.
- ▶ Ser mais transversal e inclusivo nas suas diversas vertentes, de forma a captar a participação de grupos de população tradicionalmente mais afastados deste tipo de processos de cidadania ativa, nomeadamente jovens, seniores e migrantes.
- ▶ Envolver as Juntas de Freguesia (JF), nas fases de Análise Técnica das propostas e de Execução dos projetos aprovados, caso haja interesse por parte de uma ou várias JF, mediante protocolo geral celebrado para cada ano, que lhes delega estas fases do processo do OP, caso existam Propostas e Projetos Locais que se localizem na respetiva freguesia.
- ▶ No âmbito da distinção de Lisboa Capital Verde Europeia 2020, sensibilizar para a apresentação de propostas e consequentes projetos na área ambiental, que foquem, explorem, demonstrem e valorizem a sustentabilidade ambiental, otimização de recursos energéticos, diminuição da utilização de plástico, etc., os quais serão identificados com o Selo Verde, sendo que concorrem em igualdade de circunstâncias com os outros projetos candidatos;

- ▶ Aprofundar e desenvolver a intervenção da Câmara Municipal de Lisboa junto dos cidadãos e cidadãs, designadamente em articulação com as Juntas de Freguesia.

Terceira (Âmbito Territorial e Temático)

O âmbito do OP é o território do concelho de Lisboa e abrange várias áreas de competência da Camara Municipal de Lisboa (CML), nomeadamente:

- a) Turismo e Proteção Civil
- b) Economia e Inovação, Serviços Urbanos e Desporto
- c) Habitação e Desenvolvimento Local
- d) Planeamento, Urbanismo, Património e Obras Municipais
- e) Relação com o Município, Participação e Sistemas de Informação
- f) Educação e Direitos Sociais
- g) Cultura e Relações Internacionais
- h) Ambiente, Estrutura Verde, Clima e Energia
- i) Mobilidade e Segurança

Quarta (Verba)

1. A CML prevê para o OP 2018/19 uma verba global de €2.500.000 (dois milhões e quinhentos mil euros).

2. O Montante global do OP será dividido por dois grupos de projetos:

- a) 1 milhão de euros para o conjunto dos Projetos Transversais (projetos de âmbito transversal a toda a cidade), cujo valor unitário não poderá ultrapassar os €300.000, com IVA incluído;
- b) 1,5 milhões de euros para o conjunto dos Projetos Locais

(projetos de âmbito local que se insiram no bairro / freguesia), cujo valor unitário se deverá situar entre os €50.000 e os €100.000, com IVA incluído. O montante atribuído a este conjunto de projetos será repartido de igual forma, ou seja €300.000 por cada uma das cinco Unidades de Intervenção Territorial de Lisboa (UIT) que a seguir se indicam:

- Centro Histórico, integra as freguesias de Campo de Ourique, Estrela, Misericórdia, Penha de França, Santa Maria Maior e São Vicente;
- Zona Centro, integra as freguesias de Alvalade, Areeiro, Arroios, Avenidas Novas, Campolide e Santo António;
- Zona Oriental, integra as freguesias de Beato, Marvila, Olivais e Parque das Nações;
- Zona Ocidental, integra as freguesias de Ajuda, Alcântara e Belém;
- Zona Norte, integra as freguesias de Benfica, Carnide, Lumiar, Santa Clara e São Domingos de Benfica.

3. No OP são os cidadãos/as que decidem diretamente, através do seu voto, quais os projetos a incluir na proposta de Orçamento e Plano de Atividades da CML dos anos seguintes, até ao limite da parcela atribuída para cada um dos grupos mencionados no número anterior.

4. As verbas referidas no número 2 da presente Norma poderão vir a ser alteradas em face do estabelecido no número 3 da Norma 12a.

Quinta (Participantes)

Considerando que Lisboa é a capital, e a população flutuante que diariamente ocorre à cidade, o OP destina-se a todos/as os/as cidadãos/as com idade igual ou superior a 16 anos, que se relacionem com o Município de Lisboa, sejam residentes,

estudantes ou trabalhadores/as e também representantes do movimento associativo, do mundo empresarial e das restantes organizações da sociedade civil.

Capítulo II

Funcionamento

Sexta (Ciclos de Participação)

1. O OP de Lisboa está organizado com base em dois ciclos de participação:
 - a) O Ciclo de Decisão orçamental, que corresponde ao processo de apresentação de propostas, de análise técnica das mesmas e de votação dos projetos.
 - b) O Ciclo de Execução orçamental, que consiste na concretização dos projetos vencedores e na sua entrega à comunidade

2. O Ciclo de Decisão compreende as seguintes fases:
 - a) Preparação do processo;
 - b) Apresentação de propostas;
 - c) Análise técnica e consulta pública;
 - d) Votação dos projetos;
 - e) Apresentação dos resultados.

3. O Ciclo de Execução prevê as seguintes fases:
 - a) Estudo prévio;
 - b) Projeto de execução;
 - c) Delegação de competências;
 - d) Contratação pública / Administração direta da autarquia;
 - e) Adjudicação / Execução;
 - f) Concluído / Inauguração.

Secção I: Ciclo de Decisão Orçamental

Sétima (Preparação do processo)

Esta fase corresponde ao trabalho preparatório para a implementação do OP, nomeadamente:

- a) Avaliação da edição anterior;
- b) Revisão da metodologia e das normas de participação;
- c) Determinação do montante anual a atribuir ao OP;
- d) Elaboração do calendário do OP.

Oitava (Apresentação de propostas)

1. As propostas podem ser apresentadas:
 - a) Através da Internet, no Portal da Participação da CML (op.lisboaparticipa.pt);
 - b) Nas Sessões de Participação a desenvolver pelo município, em diferentes locais do concelho, cuja informação será disponibilizada no Portal da Participação.
2. Não serão consideradas as propostas entregues por qualquer outra via e fora do tempo determinado para o efeito.
3. Se o texto de uma proposta integrar várias propostas, apenas a primeira será considerada, pois cada proposta apenas poderá dar origem a um projeto.
4. Os/as participantes podem adicionar anexos (fotos, mapas, plantas de localização) à proposta, cujo conteúdo sirva de apoio à sua análise. Contudo, a descrição da proposta deverá constar no campo destinado a esse efeito, caso contrário será excluída.

Nona (Sessões de Participação)

1. As Sessões de Participação (SP) têm em vista a apresentação presencial de propostas e o debate entre os/as participantes, bem como a prestação de esclarecimentos sobre o processo de OP.
2. As SP serão estruturados em quatro grandes momentos: i) receção dos participantes; ii) abertura; iii) grupos de trabalho; iv) plenário.
3. As propostas apresentadas em formulário próprio e que reúnam as condições necessárias serão consideradas e introduzidas no Portal da Participação pela equipa OP.
4. Admite-se que nas SP seja possível a fusão de duas ou mais propostas se essa for a vontade dos seus/suas proponentes.
5. De cada SP será elaborada uma ata simplificada.

Décima Análise Técnica e Consulta Pública)

1. A análise técnica das propostas será realizada pelos serviços municipais, ou em alternativa pelas Juntas de Freguesia quando tal for protocolado nos termos do no 2 do presente artigo, e destina-se a:
 - a) Verificar os requisitos de elegibilidade e eventuais fundamentos de exclusão, em conformidade com o exposto na 17a das presentes normas;
 - b) Viabilizar a fusão de propostas complementares ou semelhantes, desde que essa situação conte com a concordância expressa de todos/as os/as proponentes envolvidos;

- c) Propor a transformação em projetos das propostas que reúnam todas as condições de elegibilidade, com uma previsão de tempo de execução e de custos associados.
2. Caso se justifique e seja viável, as Juntas de Freguesia poderão ter um papel mais ativo na validação da análise técnica das propostas, mediante protocolo geral celebrado para cada ano, que delega esta fase do processo do OP, caso existam Propostas Locais que se localizem na respectiva freguesia.
3. Durante a análise das propostas pode haver lugar a contactos com os proponentes sempre que sobre essas persistam dúvidas ou riscos de exclusão, com vista ao seu melhoramento.
4. Concluída a análise técnica, a Câmara Municipal de Lisboa torna pública a lista provisória de projetos e das propostas excluídas e o fundamento de exclusão, para que possam ser apresentadas eventuais reclamações pelos interessados, conforme calendarização do ciclo OP2018/2019, Ponto 5 e Ponto 6, da norma 24a.
5. Os cidadãos/ãs que não concordarem com a forma de adaptação das propostas a projeto, ou com a não-adaptação de proposta a projeto, poderão reclamar através do email op@cm-lisboa.pt, no período de consulta pública.
6. As reclamações que possam surgir serão apreciadas pelos serviços municipais competentes.
7. Findo o prazo indicado, não poderão ser consideradas as reclamações recebidas para efeitos de análise no âmbito do OP, sem prejuízo de as mesmas serem encaminhadas para os serviços municipais competentes.

8. Findo o período de Reclamação / consulta pública e Resposta dos Serviços, será publicada a Lista Final de projetos OP a Votação.

Décima Primeira (Votação dos projetos)

1. São os cidadãos/ãs que decidem quais os projetos vencedores, através da votação. A votação nos projetos OP será feita online no Portal da Participação, nos locais de apoio à votação, ou por SMS.

2. Cada cidadão/ã terá direito a dois votos, presencialmente, online ou por SMS, sendo um voto por cada grupo de projetos identificados no número 2 da Norma 4.a.

3. Com o objetivo de promover uma maior transparência e credibilidade no processo de votação, serão introduzidas medidas adicionais de controlo do voto, nomeadamente mediante indicação de nome e número do cartão de cidadão.

4. A CML reserva-se o direito de rejeitar os votos que levarem suspeitas de fraude.

5. A CML organizará Sessões de Apoio ao Voto (SAV), com o objetivo de complementar o processo de votação online e por SMS, possibilitando o voto presencial e eventuais esclarecimentos adicionais.

6. Nestas iniciativas estarão colaboradores/as da CML devidamente credenciados para informar e ajudar na votação.

7. As Sessões de Apoio ao Voto realizam-se nos dias e locais a divulgar no Portal da Participação.

Décima segunda (Apresentação dos resultados)

1. Os projetos vencedores são os que recolherem o maior número de votos, em cada um dos dois grupos:

a) No grupo dos Projetos Transversais (projetos de âmbito transversal a toda a cidade), de valor superior a €50.000 e até €300.000, serão considerados os projetos com maior votação, até perfazer o montante de 1 milhão de euros.

b) No grupo dos Projetos Locais (projetos de âmbito local que se insiram no bairro / freguesia), de valor superior a €50.000 e até €100.000, os projetos vencedores são os que recolherem o maior número de votos por cada uma das cinco UIT, até ao montante máximo de €300.000 em cada UIT (perfazendo um máximo de 1,5 milhões de euros no total das cinco UIT), sem prejuízo do estabelecido nos números seguintes.

2. É estabelecido um número mínimo de 250 votos para que um projeto mais votado possa vir a ser considerado vencedor em cada um dos grupos acima referidos.

3. Caso não seja aplicada na totalidade qualquer das verbas atribuídas a cada UIT (€300.000) por, em conformidade com o referido no número anterior, não ser possível considerar vencedor um projeto, o eventual valor remanescente dessas verbas reverterá para o grupo dos projetos transversais, e será atribuído ao(s) projeto(s) melhor qualificado(s) após os vencedores e que possa(m) ser total ou parcialmente executado(s), sem prejuízo do seu conceito base.

4. Em caso de empate, as verbas referidas no número anterior que possam vir a reverter para o grupo dos projetos transversais, serão atribuídas ao projeto cujo valor seja mais aproximado do valor global daquelas verbas.

5. Os resultados da votação dos projetos OP serão anunciados em Cerimónia Pública, logo que possível após o fecho da votação, e publicados no Portal da Participação.

Secção II: Ciclo de Execução Orçamental

Décima terceira (Estudo prévio)

1. O estudo prévio consiste na definição e concretização genérica dos projetos, procurando adequar os documentos de preparação e a respetiva execução às pretensões dos/as proponentes e participantes.

2. A adequação referida no número anterior deverá ser assegurada mediante o acompanhamento do estudo prévio por parte dos/as proponentes.

Décima quarta (Projeto de execução)

1. O desenho do projeto de execução consiste na definição pormenorizada das etapas da realização do investimento até à sua fase de inauguração.

2. Para a realização do projeto de execução, a Câmara Municipal de Lisboa recorrerá, sempre que entender, aos serviços municipais para a elaboração dos desenhos dos projetos, sem prejuízo da contratação dos serviços, fornecimento de bens ou empreitadas que em concreto se mostrem necessários ou convenientes à execução de cada projeto.

Décima quinta (Delegação de competências)

1. Sempre que possível, o Município de Lisboa delegará na(s) Junta(s) de Freguesia respetiva(s) a execução dos projetos aprovados no

âmbito do Orçamento Participativo de Lisboa, devendo as mesmas prestar informação de forma transparente e regular, sobre o desenvolvimento da execução do(s) projeto(s) vencedor(es), a fim de viabilizar a informação aos cidadãos/ãs a constar no Portal da Participação (www.lisboaparticipa.pt).

2. Em caso de se vir a protocolar a execução de projeto(s) aprovado(s), os valores objecto de delegação de competências a transferir para a(s) Junta(s) de Freguesia respetiva(s), corresponderão ao valor estrito do projecto(s) em causa, não havendo lugar a qualquer adicional a qualquer outro título.

Décima sexta (Inauguração)

1. Concluído o projeto, proceder-se-á à inauguração, em cerimónia organizada pela Câmara Municipal e para a qual será(ão) convidado/a(s) o/a(s) proponente(s).

2. No projeto constará a indicação de que o mesmo resultou do Orçamento Participativo de Lisboa e o respetivo ano, com o Selo OP.

Capítulo III **Propostas**

Décima sétima (Elegibilidade das Propostas)

1. As propostas apresentadas devem revestir-se de interesse para a cidade e para o bem comum dos/as cidadãos/ãs, sem fins lucrativos e no caso de serem elegíveis, serão implementadas pela CML, eventualmente em parceria com Juntas de Freguesia e/ou outras entidades, quando tal se revele de interesse público.

2. Para ser considerada elegível, qualquer proposta deve respeitar simultaneamente os seguintes critérios:

a) Inserir-se nas áreas de competência da autarquia, conforme indicado na norma terceira;

b) Enquadrar-se nos montantes estabelecidos no n.º 2 da norma quarta;

c) Ser apresentada em nome individual, com indicação do contacto telefónico ou endereço de email válidos do/a(s) respetivo/a(s) proponente(s);

d) Ser específica, bem delimitada na sua execução e, se possível, no território, para uma análise e orçamentação concretas;

e) Não configurar pedido de apoio ou venda de serviços, não podendo o/a cidadão/ã que apresenta a proposta vir a constituir-se como parceiro/a da autarquia na execução do projeto aprovado, seja como pessoa singular seja como representante legal de pessoa colectiva.

f) Não ser relativa à cobrança de receita ou funcionamento interno da CML;

g) Não contrariar outros projetos e planos municipais, ou pelo menos que da sua execução não resulte a inviabilização de qualquer projeto ou iniciativa do Plano de Ação;

h) Não estar prevista ou a ser executada no âmbito do Plano Anual de Atividades Municipal;

i) Não ser demasiado genérica ou muito abrangente, não permitindo a sua adaptação a projeto;

j) Não fomentar extremismos, fundamentalismos, xenofobia ou quaisquer formas de violência;

k) Ser tecnicamente exequível;

l) Não ser comissionada por marcas registadas, abrangidas por direitos de autor ou tenha sobre si patentes registadas;

3. Poderão ainda ser fundamento de exclusão as propostas que em sede de análise técnica:

a) Impliquem custos de manutenção e funcionamento que a autarquia não tenha condições de assegurar;

b) Dependam de parcerias ou pareceres de entidades externas cujo período de resposta seja incompatível com os prazos de realização da análise técnica;

c) Impliquem a utilização de terrenos ou edifícios que não sejam da autarquia, ou quaisquer outros bens do domínio público ou privado de qualquer entidade, sem que seja obtido dessa entidade um compromisso prévio, nomeadamente de cedência dos bens à autarquia para realização do investimento.

4. As propostas para terem condições de execução, poderão necessitar de ajustes técnicos por parte dos serviços municipais.

5. A semelhança do conteúdo das propostas ou a sua proximidade a nível de localização, poderá originar a integração de várias propostas num só projeto, em articulação com os/as respetivos proponentes.

6. As propostas não adaptadas a projeto, serão alvo de fundamentação e comunicadas o/à(s) cidadãos/ãs proponentes.

7. As propostas que, após análise técnica dos serviços, não atingirem o montante mínimo de orçamentação de €50.000, podem vir a ser encaminhadas para a iniciativa municipal “LisBOAideia”.

8. Os projetos elaborados pelos serviços municipais e colocados à votação dos/as cidadãos/ãs poderão não ser, obrigatoriamente, uma transcrição das propostas que lhe deram origem, sendo que os mesmos poderão ser executados parcialmente, por decisão camarária e em articulação com os/as proponentes.

Capítulo IV

Disposições Finais

Décima oitava (Locais para Apoio à Participação Online)

Além da possibilidade de contactar as Juntas de Freguesia para apoio à participação no OP, a CML disponibiliza espaços com pontos de acesso gratuito à internet, onde os/as cidadãos/ãs podem participar no OP:

a) b) c) d)

Bibliotecas Municipais;
Centro de Documentação do Edifício do Campo Grande (CDECM);
Centro de Informação Urbana de Lisboa (CIUL);
Atendimentos Municipais;

Décima nona (Avaliação)

Os/as enviar por email ou no Portal da Participação. cidadãos/ãs serão convidados a avaliar o OP 2018/19 através de um questionário

a

Vigésima (Prestação de Contas e Informação ao Cidadão)

Sendo a transparência uma componente fundamental de todo o processo OP, a prestação de contas e informação ao/à cidadão/ã será efetuada de forma regular, nomeadamente através dos Pontos de Situação dos projetos OP Vencedores, bem como através de Relatório de Avaliação Anual. Esta informação será disponibilizada para consulta dos/as cidadãos/ãs no Portal da Participação.

Vigésima primeira Esclarecimentos)

Para mais informações ou esclarecimentos adicionais, poderá ser contactada a equipa do OP através do email op@cm-lisboa.pt ou do número de telefone 218 170 258.

Vigésima segunda Revisão das Normas de Participação)

As presentes Normas de Participação estão sujeitas a uma avaliação e revisão anual.

Qualquer alteração das presentes Normas de Participação será publicada no Portal da Participação.

Vigésima terceira (Casos Omissos)

Os casos omissos serão resolvidos pelo Vereador com competências em matéria de OP.

Vigésima quarta (Calendarização do Ciclo OP 2018/2019)

1. Apresentação de Propostas – 29 de outubro de 2018 a 14 de dezembro de 2018
2. Análise Técnica (e eventual melhoramento de propostas) – 18 de dezembro a 7 de fevereiro de 2019

3. Publicação da Lista Provisória de Projetos – 11 de fevereiro de 2019
4. Período de Reclamações – 11 a 18 de fevereiro de 2019
5. Resposta às Reclamações – de 19 a 26 de fevereiro de 2019
6. Publicação da Lista Final de Projetos a votação – 1 de março de 2019
7. Votação – 1 de março a 21 de abril 2019
8. Cerimónia Pública de Projetos Vencedores – data a anunciar (até final de abril de 2019)

Greening cities through Participatory Budgeting: Answers to climate change from Lisbon, Portugal and Molina de Segura, Spain

This book provides tools and practical answers to implement climate-sensitive participating budgeting [PB] and is aimed at city policy-makers, practitioners and citizens interested in starting or consolidating greener PB in their city, district or country. It offers answers to 60 frequently asked questions, complemented with hyperlinked detailed boxes, a set of appendix and websites, that altogether bring additional layers of know-how and knowledge to the answers.

It showcases *Lisbon's city-wide Green Seal PB*, which was introduced in 2018, explaining how and why it was implemented; *Lisbon School Green PB* pilot launched in 2019, the preparatory stages of the planned *Climate PB 2020*, and the experience with *School Climate PB in Molina de Segura, Spain*, which was the first of its kind when it was launched in late 2019 and that was inspired by Lisbon's experience. It mainly draws from the cooperation phases between both municipalities, City Finance Lab, EIT Climate-KIC, South Pole and FMDV, Global Fund for Cities Development.

Yves Cabannes

Urban specialist, activist and scholar. Since the mid 1990s, he has been involved with participatory budgeting through research, project implementation, teaching and advocacy in a large number of cities around the world. Mr. Cabannes was the Senior Advisor to the Municipality of Porto Alegre, Brazil, for the International Network on Participatory Budgeting. He became Emeritus Professor of Development Planning at University College London in 2015.

