



Participatory democracy quality index (PDI)

## **First meeting for the preparation of a Participatory Democracy Index March 3, 2022**

### Participants in the workshop:

- Fernand Yapi, Municipality of Cocody
- Maria Luz Brena, DGPCC City of Buenos Aires
- Yeison Vásquez Castillo, IPCODE - Perú
- Giovanni Allegretti, CES (centro de Estudos Sociais)
- Franck Kinninvo, Fondation Le Municipal
- Ruth González Díaz, Town Hall of Esplugues
- Valérie Urman, VU Ingénierie et évaluation de la participation citoyenne
- John Coonrod, The Hunger Project
- Harold Perez, Community Neighborhood Board of Sector 6B of San Borja
- Amira Khammassi, Agence Tunisienne de coopération Technique
- Amin Anchondo, Política Colectiva Chihuahua, México
- Adriana Rofman, National University of Gral. Sarmiento
- Karen Islas
- Maria Duram
- Iván Contreras Guevara
- Daniel Oyarzún, Asociación Chilena de Voluntarios
- Jose Ignacio Pastor Pérez, ACICOM (Associació Ciutadania i Comunicació)
- André Mula, Maputo City Council
- Luisinha Vilanculos
- Ana Gloria Gomez
- Raphael Pouyé
- Sara Hoeflich, UCLG World Secretariat
- Camille Jamet
- Shantha Dalugamage, Stichting Mission Lanka
- Mame Aissatou Mbaye, IOPD Africa
- Montserrat Pallarès Parellada, Consell d'Associacions de Barcelona - CAB
- Prunelle Franchessa
- Jose Luiz Gutierrez Cureño
- Melissa Riojas
- Maria Luz Brena
- Samie Cesar
- Carlos Aguirre
- Luis Vaño Gisbert

- Antonio Pla Piera, Asociacion vecinal Patraix
- Mariana Alzate Geraldo
- Alexis Desvaux
- Ana Simões
- Shahala Akram
- Karine Lancement
- Githinji Kamotho
- Khadim Rassoul Gueye, IOPD Africa
- Juan Ignacio Pereyra
- Mafalda Santos, Valongo City Hall
- Pam Bailey, People Powered
- Jules Eklu, Citizen Council Paris
- Savaş Zafer Şahin, The Citizens' Assembly of Ankara
- Czarina Medina-guce, Ateneo de Manila University
- Natalia Sanchez, Municipality of Cordoba
- Roque Werlang, Blog Democracia Directa
- Bachir Kanoute, IOPD Africa
- Adrià Duarte and Edoardo De Santis, IOPD Technical Secretariat

## **Agenda**

- Welcome and technical questions
- Presentation of the framing note
- Open debate for reactions to the idea of the Index
- Operational discussion: how do we organize the working group for the elaboration process
- Brainstorming and discussion on the indicators to be included

## **Greetings from the participants**

The participants took the floor one by one to introduce themselves and say they are ready to collaborate in the creation of the index

## **Bachir Kanoute's presentation**

After a round of presentations from those present, Bachir Kanoute, the coordinator of IOPD Africa, takes the floor and describes his role in that meeting, which he himself defines as an "agitator of ideas", so that as many contributions as possible can reach the development of the index.

Bachir Kanoute then continues by sharing a presentation based on the principle that the objective is to develop a collective reflection in order to build together an Index of participatory democracy. The presentation opens with a presentation of the IOPD and the

history of this Observatory, born in 2001 and whose actors maintain direct or indirect relations with participatory democracy as a mode of governance.

The IOPD Africa Coordinator presents the phases that led to the index proposal before illustrating the intentions of this initiative, the objectives to be achieved through the development of the project and the working group set up. It's about essentially of:

- Measure the quality of participatory democracy based on indicators defined
- Collect lessons learned
- Provide an action-oriented methodology to improve the quality of the participative democracy
- Allow countries and cities to be classified according to whether they have a full, imperfect, participatory, hybrid or authoritarian democratic regime
- Benchmark between countries or cities

He then shared the fundamental principles that should frame the index development exercise:

1. Actions must be linked to the principles of participatory governance
2. The PDI requires the full participation of citizens
3. The PDI leads to the production of the annual report on the state of democracy participatory
4. The PDI uses an approach based on human rights, access to basic social services and the right to participation and the right to development
5. PDI builds on local potential (community efforts) for data collection activities, discussion forums and tool endorsements
6. The PDI implies transparency for implementation activities aimed at the target audience
7. The PDI is based on results-based management and sets targets for gender and disability mainstreaming throughout the process

Finally, he shared the key areas around which indicators should be stabilized.

It's about :

- Citizen participation and commitment in public management
- Transparency and accountability of public authorities
- Inclusion, equality and equity between citizens and/or territories
- Effectiveness and efficiency in public management
- Solidarity with vulnerable and/or marginalized communities
- Transversality of participatory processes and their articulation with the infra and supra scales

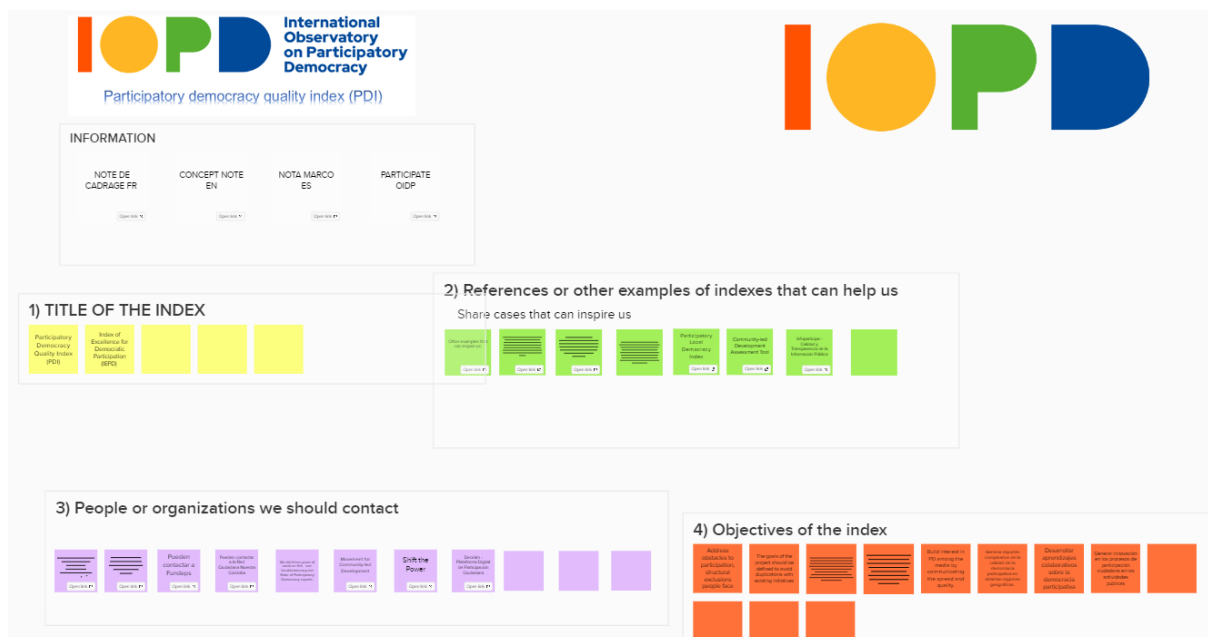
Following the presentation, one of the fundamental concepts underlined several times is that through this index it is necessary to provide a methodology and actions aimed at improving the quality of participatory democracy. In addition, a necessary phase is to carry out a meticulous study which aims to identify all similar projects, past or still in progress, in order to draw inspiration from them and at the same time to avoid replications.

The conditions necessary for the creation of the index are then illustrated. The first and most important condition is that the indicators that measure the quality of participatory democracy are well defined. In addition, a project like this obviously requires:

- The constant, assiduous and active participation of members and citizens
- The quality of deliberations and representation from processes, content and outcomes
- Clarify the following questions: should we move towards a certification that would be done on a cyclical and regular basis? Should we assess the institutional level and set criteria?

## The Mural of ideas

Adrià Duarte then moves on to the explanation of the second phase of the meeting in which participants can start sharing their ideas by writing them in a mural specially created and composed of 7 fundamental sections of ideas: the title of the index, references or other examples of existing index, people or organizations to contact, the objectives of the index, how to organize the elaboration process, which indicators should be included for the qualitative measurement of participatory democracy and finally a general section where participants entered general ideas and contributions that could help create the index.



Here are some of the ideas that meeting attendees shared in the [mural](#).

1) Index title:

- Index of Excellence for Democratic Participation (IEDP)

2) References or other examples of indexes that can help us:

- Participatory Local Democracy [Index](#)

- Community-led Development Assessment [Tool](#)
- Human Development [Index](#) (HDI) by UNDP
- Democracy [Index](#) by the Economist Intelligence Unit (EIU)
- 2021 Global Health Security [Index](#) by NTI

### 3) People or organizations we should contact:

- OECD [Report](#) on Evaluation Guidelines for Representative Deliberation
- [Shift the Power](#)
- [Decidim](#) - Digital Platform for Citizen Participation
- The [Movement](#) for Community-led Development

### 4) Objectives of the index:

- Address obstacles to participation, structural exclusions people face
- Defined to avoid duplications with existing initiatives
- Build interest in PD among the media by communicating the spread and quality
- Develop collaborative learning on participatory democracy

### 5) How should we organize the process to elaborate this index?:

- After the study of the elements we can range from full, imperfect, authoritarian and hybrid
- It could be built from the response of invited experts to a battery of questions
- Set up work commissions for the main axes of the construction process and for the essential areas
- Work tables in specific areas

### 6) Which indicators should we incorporate:

- We could start from what are the mechanisms of participatory democracy that are most activated in the world? Are they at the local or federal/national level? Who are the main actors in these mechanisms? How are children involved?
- Measurement of the scope of the incidence. Relationship between quantity and quality of participation. Differential approaches in citizen participation and its incidence (life cycle, sex/gender, ethnicity)
- If there are mechanisms for inclusive participation / to facilitate the participation of groups with difficulties to participate
- Form of State and Degree of decentralization of the state where the study unit is located (local government)

### 7) Other ideas or contributions:

- One focus could be on the question to what extent practices are institutionalized in administration. We analyzed this with regard to the Alpine area, in selected municipalities in the seven Alpine states and their 48 regions. See the empirical part in the comparative [report](#)

- Let's consider the media when we develop this index, not just academics & practitioners. This index could be a powerfully tool to attract new attention to PD
- Relate the index to Scales of intensity with minimum and maximum threshold referred to the presence of citizens in a central "gatekeeping role" in different phases of a participatory process

### **The interventions of the participants**

In the second part of the meeting the floor was opened to participants. They reiterated many of the ideas they had already presented in filling out the form and which they reported in the mural.

The following directly intervened in the debate:

- Fondation Le Municipal: Franck Kinninvo
- IPCODE - Perù: Yeison Vásquez Castillo
- The Citizens' Assembly of Ankara: Savaş Zafer Şahin
- People Powered: Pam Baiey
- Citizen Council Paris: Jules Eklü
- Municipality of Cocody: Fernand Yapi
- Agence Tunisienne de coopération Technique: Amira Khammassi
- The Hunger Project: John Coonrod
- Ateneo de Manila University: Czarina Medina-guce
- CES (centro de Estudos Sociais): Giovanni Allegretti

All those who spoke during the meeting said they were happy and ready to be able to work on the index project and all brought ideas to realize this ambitious idea. Yeison Vásquez Castillo (IPCODE - Perù) said that we must consider 3 fundamental processes to identify the quality of participatory democracy: the process itself, the content and results of the participation mechanisms and, starting from here, identify the indicators to measure the democratic quality. Savaş Zafer Şahin (The Citizens' Assembly of Ankara) considered a very important aspect that is what we intend to evaluate, distinguishing in particular between input and output of participation or institutional processes; and again within these categories it is possible to create sub-categories.

An aspect that was found in almost all the interventions and which is a priority is the identification of the type of index which could be qualitative or quantitative. In particular, Jules Eklü (Citizen Council Paris) focused on this aspect, reporting practical examples referring to the French case. John Coonrod (The Hunger Project) pointed out a fundamental aspect in his speech: normally when people create an index they refer to existing data but there is no existing data for this index and according to him this is the biggest challenge because no one has ever collected this data.

Giovanni Allegretti (centro de Estudos Sociais) agreed with John Coonrod's reflection; according to him it is necessary to rejoice between a monogamous and a systemic vision of participatory processes. He then reflects on the possible development of the index and on

the indicators that could be used in its development. And he gives the example of the Association of Participatory Municipalities in Portugal which carried out a study, in which he participated, on 16 web pages of as many municipalities. In this study, several indicators were placed and it was found that 90 percent of the municipalities did not consider the importance of the web page which is not only a tool but is also a mirror of the town hall and examples were found of municipalities in which, for example, commissions for gender equality arose and the municipal web page was run by men only.

### **Participate platform and conclusions**

Bachir Kanoute promptly made a point of the situation by summarizing the main ideas that had arisen in the course of this debate and expressing his first opinion on the key concepts that turned out to be in addition to identifying the type of index (qualitative or quantitative), the identification of suitable indicators for this calculation.

Adrià Duarte presented the dedicated space of this process on the [ParticipateOIDP](#) platform where the channels will be opened to share the proposals and collect all the debates that we will have. Furthermore, he points out the next processes for the creation of the index, including the creation of the indicators, in an attempt to have a concrete prototype of the index already at the annual IOPD conference to be held in December in Grenoble. In conclusion, Adrià Duarte and Bachir Kanoute briefly illustrate the next steps, the first of which consists in the creation of working groups in which to dedicate specific aspects which will then be described and elaborated during the bimonthly meetings for the development of the Participatory Democracy Index.