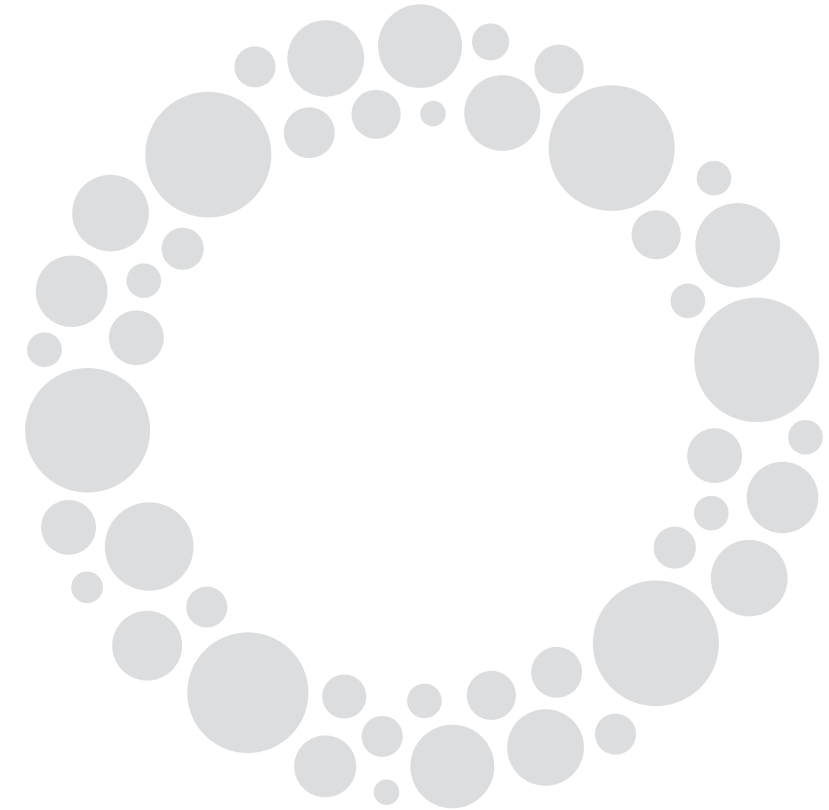


CASCAIS  
PARTICIPATORY BUDGET

**2011**  
**2017**



CASCAIS  
PARTICIPATORY BUDGET



# DATASHEET

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A wave of citizenship always on the rise

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Nelson Dias e Vanessa Duarte de Sousa

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# MESSAGE

## CARLOS CARREIRAS

### PARTICIPATIVE BUDGETS: THEY'RE HERE TO STAY

Cascais participatory budget is the largest PB in Europe, with more than 15.8 million euros invested in 88 projects chosen by citizens. Total aggregate of more than 219 thousand votes in six editions. These are some of the reasons that make PB Cascais a story of success - both in Portugal and worldwide. Even New York, *the city of all cities*, wants to learn from Cascais new ways to deepen participatory democracy.

The question that many people ask is: why did a municipality like Cascais focus on Participative Democracy?

For 3 reasons:

1. Because we like democracy, and democracy is in crisis.
2. Because the crisis of democracy is a crisis of trust and trust is one of the most crucial and precious assets of society.
3. Because we need to reinvent the relationship between people and Government. This reinvention is to save the institutions we love and even our idea of community, so bringing to the core of the decision making process

all citizens who have been marginalized by consecutive breaches of trust.

Any attempt to restore trust must, inevitably, go through the recovery of Democracy.

In Portugal, the most ambitious projects of the *re-democratization* of democracy have been led by the local authorities by deepening the tools of participatory democracy.

Among all of these, the most successful has been the Participatory Budget. The PB principle is simple: citizens decide what to do, in an open voting, with a specific budget allocation.

It is an exercise that decentralizes decision-making power from politicians to people, involving citizens in the process and dramatically increasing scrutiny over executive and bureaucratic power.

Cascais is recognized by all as having the largest PB of the country and one of the largest in Europe.

In six consecutive annual PB sessions since 2011, we have accumulated:

. EUR 15.8 million in allocated funds;

. 1027 proposals from citizens in the initial phase that have been transformed, for now because the 2017 session is still running, in 88 projects after the phases of technical validation and general voting;  
. 219 thousand votes (the highest number of votes per capita).

Whatever the point of view, the Participatory Budget has been a success.

As a political decision-maker responsible for participatory democracy processes, I have no doubt that the PBs have come to stay.

First because they are successful - people consider themselves a part of the community and its collective achievements.

Secondly because they reinforce democracy - when the citizen is brought into the decision-making process, everything is more transparent, more intelligent and more democratic. Thirdly because power can not be subtracted from citizens - once the citizen becomes co-decider, political power has relinquished part of its power.

Fourthly, and lastly, because the awards and international recognition we have gained has given us the strength and courage to continue the timeless struggle for freedom. In the City, the cradle of Democracy.



Carlos Carreiras  
Mayor of Cascais





# INTRODUCTION

## POWER OF CITIZENSHIP

When, at the end of 2010, the Cascais Town Hall decided to start the process of preparation for the implementation of the Participatory Budget (PB) the following year, the only certainty was the Executive's willingness to explore new ways of promoting active citizenship, strengthen the areas of participation and reinforce the dialogue mechanisms with the Inhabitants of Cascais. This basic condition was not, however, sufficient to dispel the many doubts that the team had to face as the initiative's start date approached. Its first big test was on June 15, 2011, when at 6:30 pm the first Public Participation Session began at the Alto da Part School, in Alcabideche. From that day until today, the Cascais PB has not stopped growing and has become a hallmark of the Municipality's governance, a reference at national level, and an example that has attracted progressive interest from foreign delegations that travel purposefully to Portugal just to know the project.

The recognition achieved by Cascais PB and the need felt by the Municipality to account for this process are the two main ingredients that led to the need to create this publication. For this, the monitoring system

implemented since the beginning of the PB to monitor the implementation and evolution of this initiative in the Municipality proved to be extremely useful.

With this book, the second one dedicated to the PB within a six-year period, the Town Hall wants to share the methods (Part I) adopted for the process, the results achieved in the period under review, and then publicise the "life stories" of the winning projects (Part II). These include dynamics not always known, of great innovation, as well as the ability to mobilise, whose merit entirely belongs to the Inhabitants of Cascais. The promoters of the winning ideas were interviewed and explained how they consolidated the proposals, the discussions held, along with the strategies they adopted to involve others. They are narratives of enormous wealth, which allow explaining the PB beyond the numbers and make us believe in the power of citizenship.





# CASCAIS

## BRIEF INTRODUCTION

Located west of the Tagus estuary, between the Sintra Mountains and the Atlantic Ocean, Cascais is bordered to the north by the Municipality of Sintra, to the south and west by the Ocean, and to the east by the Municipality of Oeiras.

In the second half of the 12th century, Cascais was a small village of fishermen and farmers. The name of the Municipality seems to derive from the plural of “cascal”, that is to say, mound of bark, which must be related to the abundance of marine molluscs existing there.

The name Cascais formally appeared in 1370, a few years after the expansion initiated outside the Castle walls.

The Municipality is part of the Lisbon Metropolitan Area, with its strategic location, which gives it privileged conditions and a unique set of opportunities for the development of the territory.

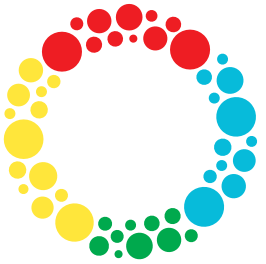
Cascais has 97.4 sq.m of land area and 119 sq.m of maritime area, and consists of 4 parishes: Alcabideche, Carcavelos/Parede, Cascais/Estoril, and São Domingos de Rana. The Municipality had about 92 thousand inhabitants in 1970, more than doubling this number until 2011, when INE registered

approximately 206,479 residents. This dynamics of population growth tends to persist, estimating the INE that the Municipality had, in 2016, approximately 210 thousand inhabitants. In the period under review there have been enormous changes in the country and throughout the Lisbon Metropolitan Area. The Revolution of April 25, 1974, the migratory flows from the interior, the construction of a wide road network and the development of the public means of transportation, the uncontrolled growth of the housing stock, the concentration of investments and economic activities throughout the Metropolitan Area of Lisbon, alongside the progressive improvement of living conditions in the Municipality help to partly understand this profound demographic change in Cascais.



## CASCAIS PARTICIPA

### STRATEGY FOR ACTIVE CITIZENSHIP



In recent years, the Cascais Town Hall has been developing initiatives where the participation of local people in municipal management has gained a prominent role, as evidenced by the relocation and reconversion programmes of neighbourhoods with illegal origins; by supporting residents' associations in the implementation of projects of common interest; for the work developed from the Cascais Agenda 21 and the different projects that emanated from it, including the Participatory Budget.

This means that PB was preceded by a set of initiatives and projects of Cascais Town Hall, within the framework of its policy of involving the Municipality in the life of the Municipality. These were essential to follow a path of progressive opening of the Town

Hall to the people, to test methods and to form an internal team. The Participatory Budget, however, marks a turning point. This process has the merit of ensuring that citizens not only participate but can decide on public investments, thereby influencing the municipal policies in a very direct and immediate way.

The results achieved have been decisive for, on the one hand, confirming a favourable response of Cascais society to the challenge posed by the Municipality and, on the other hand, to reinforce the promotion of citizen participation as a central policy, both from the institutional point of view, with the creation of the Citizenship and Participation Division, as operational, with the progressive introduction of new tools for citizen involvement. It is within this dynamic that the "Cascais Participa" initiative emerges. This aims, among other objectives: i) to assign a common identity to the participatory processes; ii) to strengthen the commitment of the local authority to promote citizen participation; iii) to favour the creation of a systemic vision, capable of ensuring a link between the different instruments of population involvement.

*"In recent years, the Cascais Town Hall has been developing initiatives where the participation of local people in municipal management has gained a prominent role."*



In addition to the Participatory Budget, “Cascais Participa” also includes:

#### . YOUTH PARTICIPATORY BUDGETING

Currently in the pilot phase and therefore only focused on four of the Municipality's School Groups, results, on the one hand, from the success achieved with the process of adults, and on the other, from the will of the Municipality to extend this tool to the younger ones, while investing in their education and teaching them about citizenship;

#### . VOLUNTEERING

As a local structure that favours the meeting between profiles of people and projects developed by partner entities. In this context, the Town Hall is committed to promoting quality volunteering by providing training to those involved and following up on ongoing actions. The objective is to have a responsible and efficient organization capable of ensuring human competence and technical capacity in the provision of services;

#### . ASSOCIATIVISM

Area of action that results from the recognition of the irreplaceable role of associations, collectivities and clubs in the development of the county. In addition to the support granted under municipal regulations created for this purpose, the Town Hall intends i) to create networks of roaming and exchange of experiences in the recreational and cultural scope, avoiding isolationism and encouraging the qualification of the offer of activities; ii) to promote a greater

*“The results achieved have been decisive for [...]to reinforce the promotion of citizen participation as a central policy.”*

generalization of the population's access to actions promoted throughout the territory within the sports scope

#### . PUBLIC CONSULTATIONS

Be they obligatory, within the law, or voluntary, regarding issues which the Town Hall intends to consult the Residents before making decisions.

#### . FIX CASCAIS

With its own page but also integrated in the policy of responsible citizenship, the Town Hall has launched the FixCascais, through which each citizen or visitor is invited to help the Municipality to improve its territory, reporting different types of situations in public spaces, such as damaged sidewalk, poorly placed or faulty traffic signs, need for street cleaning, etc. The participation of situations can be done through the page or the mobile application, available in Android, IOS version and in [www.cascais.pt/fixcascais](http://www.cascais.pt/fixcascais). With the aim of continuing to deepen the participation of the residents, the Cascais Town Hall is preparing new tools, to articulate

and complement the existing ones. These are:

#### . CITY POINTS

A system that aims to encourage and reward the participatory actions developed by the residents within the other tools available at Cascais Participa. In practical terms, i) the Town Hall will provide an electronic platform in which interested persons can register; ii) for each participatory activity carried out, users will receive “points” or “credits”, which may be used, as if it were a local currency, to access services of the Municipality itself;

#### . IDEAS FOR CASCAIS

##### (IDEIAS PARA CASCAIS)

A tool for the presentation of proposals for the Municipality, based on the website “Cascais Participa”. This is intended to create a formal space for project submission, whose characteristics or types of intervention do not fit the criteria or the dynamics of the Participatory Budget. In this way, it is intended that this new channel of interaction complement the already existing offer, allowing to reinforce, for example, the participation of people who do not find their ideas in the devices currently available.





# PARTICIPATORY BUDGET CONCEPT

*“The Participatory Budget combines direct democracy with representative democracy, an achievement that must be preserved and valued.”*

Born in the late eighties of the last century in the South American continent, Participatory Budgets quickly spread, being today an international reference and a brand, perhaps the most significant and successful one, of the ideal of participatory democracy.

Its travel around the world involved the adaptation of the original model to different political, administrative, and social cultures, thus creating a field of significant creativity and democratic innovation. Over the past three decades, the PB has expanded very significantly, a little across all continents, exploring different objectives, methods, and work tools. This reality hinders the establishment of a single and consensual definition of Participatory Budgeting. Many have been the authors who have tried to

give their contributions, some linked to very specific or localised realities, others with a more comprehensive vision.

UN-HABITAT, one of the first international organisations to recognise PB as a good practice (2004), acknowledges it as a process whereby the population makes decisions or contributes to the decision-making process concerning the destination of part or of the whole resources available. This proposal, presented in a very simple way, hides any methodological element and guides the definition for the central and universal objective of the PB.

Ubiratan de Souza, a leading participant in the Participatory Budget in Porto Alegre (Brazil), defines this practice as a direct, voluntary and universal democratic process where people can discuss and decide on budgets and public policies. Citizen participation is not limited to electoral acts, but it also involves setting priorities for public spending. Citizens thus become a permanent lead character in the administration. The Participatory Budget combines direct democracy with representative democracy, an achievement that must be preserved and valued (Cabannes, 2009).



ORÇAMENTO'13  
PARTICIPATIVO





Given this debate, Yves Sintomer (2005) proposes a methodological definition based on five criteria: i) The PB should include an explicit debate on the financial and budgetary dimension; ii) The PB needs to be organised at the level of local government structures; iii) It must be a continuous and repeated process in time; iv) It must include some form of public deliberation on the budget component; v) It must publicly promote accountability for the outcome of the process.

In an attempt to universalise some of the principles that are transversal to Participatory Budgets, Nelson Dias (2013) proposes that these be understood as a new form of governance of the public powers, regardless of their scale, based on the direct participation

of citizens in the definition of the priorities of each territory. This implies a more systemic approach to participation, when the PB is compared to other processes, which requires the direct involvement of the populations in four essential moments: i) in identifying the problems and needs that society faces; ii) in the annual and specific decision of priorities; iii) in the implementation of projects; iv) in the monitoring and evaluation of interventions.







# PB CASCAIS

## METHODOLOGY

### 1. THE CASCAIS PARTICIPATORY BUDGET PROCESS

In accordance with the provisions of the Cascais Participatory Budget Regulations, the objectives of the Cascais Participatory Budget are to:

- . Promote informed, active and constructive participation of the inhabitants in the local governance processes;;
- . Bring citizens closer to the decision-making bodies, increasing the transparency of government activity;
- . Promote a dynamic and cohesive civil society;
- . Know and respond to the real needs and aspirations of the population.

These objectives form part of a process based on a deliberative participation model whereby participants can submit proposals and decide on the projects they consider being the most priority, up to the budgetary limit stipulated annually and provided they fall within the defined eligibility criteria.

The process was conceived according to a territorial approach, covering the whole Municipality and allowing a debate without thematic restrictions. This means that the participants can submit proposals related to any problems of local life.

The Cascais Participatory Budget is based on two participation cycles, the first one corresponding to the budget decision process and the second to the implementation of the winning projects.

#### 1.1. DECISION CYCLE

Figure 1 (next page) refers to the budget decision cycle, within which it is possible to identify its major phases, which we will analyse next.



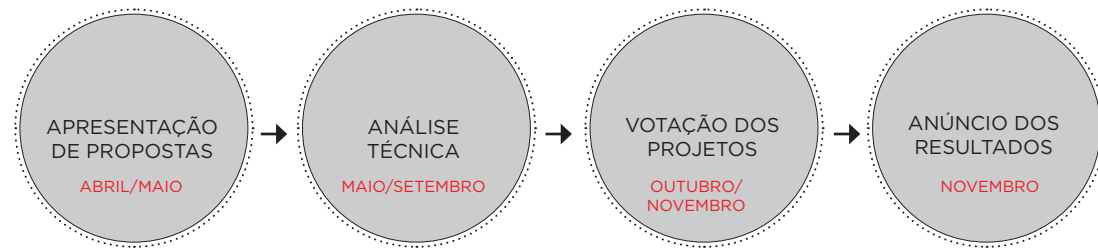


Figure 1: Decision Cycle

### 1.1.1. PROCESS PREPARATION

This normally takes place between January and April of each year and corresponds to the preparatory work for the implementation of the Participative Budget, namely:

#### . *Methods review*

This implies properly evaluating the previous edition, to keep what worked well and to improve aspects that may be less successful. This work involves multiple parties, namely: the participants, the technical team responsible for the coordination of the PB, other services of the Municipality involved in the process, the Executive and the independent external assessment.

#### . *Team Building*

The Cascais Town Hall has created a

Participatory Budget Unit (2016), which is part of the Citizenship and Participation Division (2013), and every year it involves volunteers from various services of the Municipality. These contribute to the moderation of public participation sessions, after attending an internal training event on the methods to be adopted;

#### . *Creation/Review of Participation Instruments*

The correct development of the BP implies the preparation of different work tools, which will support the planned activities, as well as the functioning of a monitoring system of the whole participatory dynamics. Examples are the instruments created for the participation sessions, such as the attendance sheet, the presentation sheets and the scores of the proposals, among others. All these tools

undergo a revision process before starting a new edition of PB, so that the necessary updates or improvements are ensured;

#### . *Revision of Participation Rules*

These constitute the framing document, approved by a resolution of the Executive, which defines the operating rules of PB. This is a deliberation of the Executive, thus giving the process greater institutional consistency and political commitment. Like other instruments, the Rules of Participation are also reviewed annually in order to introduce the changes deemed necessary. These result from the monitoring and evaluation work performed annually;

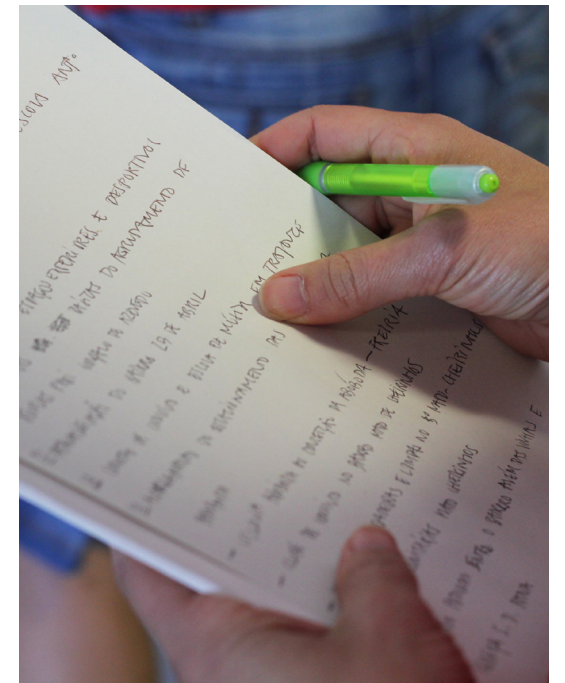
#### . *Promotion of institutional links*

A process such as the Participatory Budget implies a dynamic of such a comprehensive form in the territory, which makes it necessary to promote different local partnerships. At this level, the Parish Municipalities stand out, as privileged interlocutors and close to the populations, local associations, insofar as they are an expression of organised civil society, which can play an essential role in the dissemination and provision of clarifications on the PB, as well as other local entities that may support the process, such as the provision of space for hosting participation sessions;

#### . *Public disclosure*

This is vital work for the success of Participatory Budgeting. The poor participation of a large part of the population is well-known, as well as a certain distrust of the initiatives promoted by the Administration, which

is why a process of this nature requires a good information campaign that ensures proximity and transmits confidence to people. The Cascais Town Hall has focused on different and complementary devices for public disclosure of the Participatory Budget, such as: information sessions in all parishes, distribution of leaflets in places of great public affluence, placement of posters, muppies and billboards in different places of the Municipality, video production, streamlining of the Internet pages and facebook and whatsapp of the Municipality and of the “Cascais Participates”, distribution of the “Jornal C” newspaper in all the mailboxes and public events, among others.



### 1.1.2. COLLECTION OF PROPOSALS

In Cascais, the collection of proposals is done in two phases. The first is through the “Cascais Participa” website. The submitted ideas are later validated by the Town Hall and voted by the registered residents on the platform. Only the two highest scores are submitted to the technical analysis phase, provided that their proponents, or representatives, present them at the last Public Participation Session (PPS).

The second phase corresponds to the realization of nine PPS, in different places of the Municipality, in order to ensure the coverage of the four parishes. The choice of venues is strategic, since they should have favourable conditions for holding such sessions, which have been registering, on average, in the last two editions, more than 100 participants in each one. In order to facilitate more equal access, Cascais Town Hall has defined easily accessible and properly prepared spaces for people with reduced mobility.

Interested parties may participate in any of the sessions, regardless of their area of residence, but the proposals to be presented must correspond to the parish where the PPS takes place, with the exception of the last one, which usually takes place at Praça 5 de Outubro, next to the Cascais Town Hall building.

The objective of the PPS is to promote the presentation of proposals and favour the collective definition of priorities through a debate among those present, consensualising and choosing the investments that are able

to proceed to the phase of technical analysis. In order to achieve this objective, a specific methodology for PPS has been defined, which essentially consists of the following steps:

#### **. Reception of the Participants**

The PB team ensures the registration of each person, through the presentation of a proof of address, or document attesting to the relationship with the Municipality. It is also at this stage that those present receive the first information about the session and are allocated, by lot, one of the tables in the space. These are composed, whenever possible, by odd groups of participants, accompanied by a technical element of the Municipality that undertakes the role of moderator;

#### **. Opening and Explanation of the Methods**

After all the participants have been seated, the Town Hall begins with a welcome message and an explanation of the process and methodology of the session;

#### **. Work Groups**

The person responsible for moderation again explains how the table should work and distributes the instruments of work to those present. Each participant has the right to submit a proposal. This should be written in a proper form, and the moderator can support people who have difficulties at this level. Once all the proposals have been presented, a debate is opened among the members of each group, so that doubts can be clarified, arguments can be expressed, and ideas can

be articulated or merged. After this, the moderator invites those present to score all the proposals presented. The first two will go to the plenary, with the remaining two for a future analysis and consideration by the Town Hall services;

#### **. Presentation of the Results of the Groups**

This is the moment in which representatives of each table present in plenary the two most scored proposals in their respective groups. These are written on A3 sheets and affixed to one of the walls of the room, to ease the visualisation and memorisation by those present;

#### **. Voting and Presentation of PPS Results**

Each participant has the right to three votes, two positive and one negative, the former being assigned to different proposals. According to this experience, the use of the negative vote is very residual. Voting has been done by placing stickers on the A3 sheet with the name of each investment. In the last edition, Cascais Town Hall decided to test the electronic voting mode in some sessions, and there is therefore the possibility of this method becoming generalised in the next editions of the process. After this important moment, it is up to the technical team of the Municipality to count and present the results publicly to all those present. The number of proposals that go to the technical analysis is defined in terms of the number of participants per PPS, as a way of differentiating the mobilisation capacity of people from different territories.



### 1.1.3. TECHNICAL ANALYSIS

The proposals approved during the collection phase will be carried out by the team responsible for the Participatory Budgeting, for a first analysis, and will then be directed to the different departments of the Municipality, namely those responsible for the investment areas concerned.

All services use a Technical Analysis form created specifically for this purpose. This provides for the need to verify inter alia the following eligibility criteria for proposals received:

- . That they fall within the scope of the Cascais Town Hall proper or delegable powers and attributions, or even those that are powers or attributions of other entities which are intended for public purposes, in which case their implementation can only

be concluded with a signed agreement between Cascais Town Hall and the Entity holding such competencies or assignments until the deadline for the end of the Technical Analysis;

- . That they are sufficiently specific and delimited in the municipal territory;
- . That they do not exceed the budget amount of 300,000.00 euros, including architectural projects, specialties and VAT at the current legal rate;
- . That they do not exceed 2 years of implementation, except for proposals whose value requires the opening of public tender, in which case they will have a maximum term of 3 years;
- . That they are compatible with other municipal strategies, plans and projects;
- . That they do not objectively serve religious denominations or political groups.



The following factors may also be grounds for excluding proposals:

- . The Cascais Town Hall is unable to ensure the maintenance and operation of the investment in question, depending on its cost and/or the requirement of unavailable technical or financial means;
- . Proposals whose implementation depends on partnerships or opinions of external entities whose extended period of establishment is incompatible with the deadlines stipulated in these standards for the implementation of their proposals;
- . Proposals which are technically considered as successive stages of previous proposals;
- . The physical space has benefited in the last year of PB improvement works;

The Cascais Town Hall has been anticipating, progressively, the involvement of the residents in this Technical Analysis work. This is, moreover, a commitment expressed in the Rules of PB, according to which the proposals subject to this stage of the process may, according to their nature and characteristics, require, inter alia, i) a preparatory meeting between tenderer(s) and the PB Unit team; ii) a visit to the place of implementation and meeting with the proponent(s), the PB Unit team, and other municipal services.

The involvement of participants in this work has multiple advantages:

- . It ensures full traceability of proposals by the Citizens, from the moment they are presented and approved in the public participation sessions, until the Technical Analysis phase and consequent exclusion or transformation into a project to be submitted

to public voting. This represents a huge gain in terms of process transparency as the participants are active actors in the different phases of the proposal's life cycle;

- . It allows maintaining coherence between the initial proposal and the project that will be implemented. Without the involvement of the participants at this stage of the process, the risk increases that the design of the final investment does not correspond to the original idea, with the consequent negative impacts in terms of loss of credibility of the PB. In the event that changes to the proposal are unavoidable, in order for it to become technically feasible, it is better that this work be accompanied and understood by the Citizens, which justifies once again their involvement;

- . It increases the educational and training importance of the process. The participation of the Citizens in the Technical Analysis of the investments allows them to understand the work of the local authority, to understand the existing obligations in matters related to land planning, the procedures necessary for the preparation of a project, with obvious gains in terms of production of skills and knowledge.

Proposals that fully respect the defined criteria are prepared with a view to their future transformation into projects. After this work, Cascais Town Hall publishes, for public consultation process, a provisional list of approved and excluded proposals. All stakeholders have the opportunity to complain about the results. It is understood that the involvement of the participants in





the Technical Analysis work allows them to see inside the reasons why certain projects cannot be submitted to public voting, which contributes to the fact that there have been no relevant complaints as to the results. The Technical Analysis ends when the Cascais Town Hall publishes and disseminates the final list of projects that pass to the next stage, i.e. public voting.

#### 1.1.4. VOTING OF PROJECTS

This is the process stage in which participants can decide what public investments the

Cascais Town Hall will have to pay in the municipal budget for subsequent years. In the editions developed so far, different voting systems have been tested. The first, in 2011, was based on a mechanism for registering and submitting votes by electronic means, through the Cascais PB website. The Municipality provided two access channels for participants with greater difficulty in using the computer, namely:

- A van with a mobile station that travelled throughout the Municipality during voting time - about a month. It was decorated inside with an exhibition allusive to the projects and counted on the help of a team that provided

support to those interested in registering and voting. The van was an excellent way of publicising the process;

- The customer service counters in Loja Cascais and Lojas Geração C.

The second voting system of the finalist projects was applied in the 2012 edition and worked through SMS (Short Message Service). Each investment was assigned a code, all you had to do was enter it and submit it using a free mobile phone message. This method was designed to allow only one vote for each telephone number.

The developments that emerged since then were a result of the introduction of improvements in this second system, namely:

- The possibility of voting negative, as an alternative to voting positive, as a manifestation of dislike or refusal of a given project (as of 2014);
- The need to add to each vote an unrepeatable voting code distributed locally through the “Jornal C” newspaper and other points distributed by the parishes (as of 2015);
- The re-introduction of online voting through the “Cascais Participa” webpage, which



should be accompanied by registration of the participant's mobile phone number to ensure a greater integration of the system (as of 2016).

Some of the most interesting moments of the entire Participatory Budget process are experienced in the campaign to publicise the finalist projects.

The Cascais Town Hall refers to its various means of communication to ensure a broad presentation of the projects, especially:

- . The “Jornal C” newspaper, which guarantees a significant highlight to the finalist projects. It has a wide scope in that it is sent to all the mailboxes of the Municipality;
- . A flyer with the projects and their identification codes;
- . The street actions, organised specifically for this purpose;
- . The videos “One minute for my project”, carried out by the proponents;
- Muppies and billboards scattered throughout the Municipality;
- . A permanent exhibition of the finalists at Cascais Shopping;
- The fixed points of distribution of voting codes in all parishes;
- . The website, facebook and whatsapp, permanently updated by the team.

The promoters of PB's finalist projects also mobilise all their resources to ensure the dissemination of the projects. These often resort to creating facebook pages, distributing posters and leaflets in public

*“Some of the most interesting moments of the entire Participatory Budget process are experienced in the campaign to publicise the finalist projects.”*

places, as well as organising community actions and campaigning projects with neighbours, family members and co-workers. This is a dynamic of citizenship of enormous wealth, completely self-managed by the participants and without any interference on the part of the Town Hall. The means used are illustrative of the participants' initiative and creativity. They resort to the means at their disposal and rely above all on their availability and commitment to the causes they believe in.

The success of the PB, particularly with regard to the strong mobilization of people to vote, is largely due to the communication and mobilization capacity that project promoters and other participants can ensure.

### 1.1.5. ANNOUNCEMENT OF RESULTS AND BUDGET APPROVAL

This is the moment when Cascais Town Hall publicly presents the results of the voting and the winning projects of each edition of the Participatory Budget. It is a public ceremony, open to all citizens.

The local authority uses this moment to make a public situation about the implementation of the PB projects, as well as to present a presentation of the results of the different phases of the current edition. At the end of this accountability exercise, we then move on to the most awaited moment by all those present, which is the announcement of the projects that will be budget-driven and implemented by the Town Hall. It is at this point that the votes obtained by each tender are announced.

According to the Rules of PB, the citizens decide on a public investment budget related to the participation rate of the population, which has a minimum value of 1.5 million euros. The verification of the winning projects is carried out by calculating the difference between votes for and against.

In the fourth edition of PB, carried out in 2014, a substantial change was introduced in the current process, which stipulates that proposals submitted to the same area of competence or attributions may not exceed 1/3 of the total amount defined annually by the local authority. For the purpose of this determination, Town Hall began to classify by intervention areas all finalist projects.

The approved investments are part of the budget proposal that will be submitted to a Town Hall meeting and subsequently





presented at the Municipal Assembly. The Participatory Budgeting process is thus in line with the legally established calendar for the Municipality to comply with its obligations in terms of budget creation. In the case of projects proposed and decided by the Citizens, from then on the Town Hall undertakes them as their own, in what is the political commitment regarding the implementation of public investments.

### 1.1.6. PROCESS ASSESSMENT

To be strictly accurate, the evaluation is not a PB phase bound in time, but a permanent attitude and exercise. This is a requirement imposed by a process of such atypical and experimental characteristics as the Participatory Budget. This is the fact that it has made it possible to correct, in the full development of this initiative, unforeseen or less desirable situations.



Aware of the fact that evaluation is an essential exercise in a process of creating transparency such as this, the Cascais Town Hall has designed a strategy with different contributions and several formal moments, namely:

- . In the Public Participation Sessions, through the application of a questionnaire to all those present. It aims to gather contributions that allow the understanding of the profile of the participants, their opinions on the PB and the PPS methods, as well as the Town Hall's performance. The data collected is handled and presented in the form of an assessment report;

- . In the regular working meetings of the PB team and with other services of the local authority, to schedule and carry out the activities;

- . In the Technical Analysis of the proposals, especially in the meetings with the promoters, with the aim of adapting as much as possible the design of the projects to the expectations and aspirations of the participants;

- . In three sessions held annually, with the mediation of an external evaluator, which separately involves the PB team, other services of the Municipality and a representative panel of participants, with the purpose of taking stock of each edition and proposing a plan of improvements. From these sessions an assessment report is drawn up, identifying the strengths and improvement proposals to be introduced in the methodology;

- . In a meeting of the PB team with elements of the Executive to present the results and decision on any changes to be made in the

*“The Participatory Budgeting process is thus in line with the legally established calendar for the Municipality to comply with its obligations in terms of budget creation.*”

next edition. The different moments exhibited show the concern that Cascais Town Hall has had with the permanent monitoring of this initiative, assuming that it is a process under construction, needing, therefore, a watchful and critical eye, that identifies the possible deviations and the dynamics that should be strengthened.

It is this attitude and this permanent exercise that has allowed to introduce different improvements in the methods, throughout the different editions, among which the following are highlighted.

### 1.2. IMPLEMENTATION CYCLE

This second cycle is essentially composed of phases which do not differ in terms of nomenclature from the execution of other works or public investments carried out by the Municipality. The challenge and at the same time its innovative character results from the participation of the citizens in a work in which they are not traditionally involved.





Figura 2: Ciclo de Implementação

### 1.2.1. PREPARATION OF PRELIMINARY STUDY

This consists in the definition and generic implementation of the projects, trying to adapt the documents of preparation and their respective implementation to the pretensions of the proponents. It is in this sense that the Municipality chose to include in the methodology a meeting with the authors of the proposals before starting the technical work, in order to listen to them, to understand their perspectives regarding the execution and future operation of the investment to be carried out, reconciling all this with the technical and budgetary restrictions, as well as with the legal procedures that the Town Hall must respect.

This preliminary meeting may be open to the entire population, especially the one that is within the scope of influence of the project, if it is a larger investment and with greater impact on people's lives. The objective is to understand the different perspectives on the intervention and to seek the points of balance and consensus.



*“The concern that Cascais Town Hall has had with the permanent monitoring of this initiative, assuming that it is a process under construction.”*

### 1.2.2. PROJECT DESIGN

This consists of a detailed definition of the works to be carried out or the goods and services to be contracted, and the local authority may use its teams, deliver this service abroad or delegate its execution to another entity, in particular if it is directly targeted or beneficiary of the investment foreseen.

Also at this level there is a concern to keep tenderers informed and to involve them in the evolution of the implementation.







### 1.2.3. GOVERNMENT PROCUREMENT / DIRECT ADMINISTRATION

At this level, the Town Hall can directly ensure the enforcement of projects through its services, choose to contract outside, or, alternatively, protocol its implementation with a local institution, especially if it is a direct beneficiary of the work/equipment or is responsible for its future management and maintenance.

### 1.2.4. CONTRACT AWARDING

This is the contract with the performing entity, which in no way differs from other projects and investments made by the Town Hall.

### 1.2.5. INAUGURATION

Once the project has been completed, it will be delivered to the public in a public ceremony, which will be attended by the Mayor of the Cascais Town Hall and by the proponents of the project. The work or equipment contain a signage that is the result of the Participatory Budget.



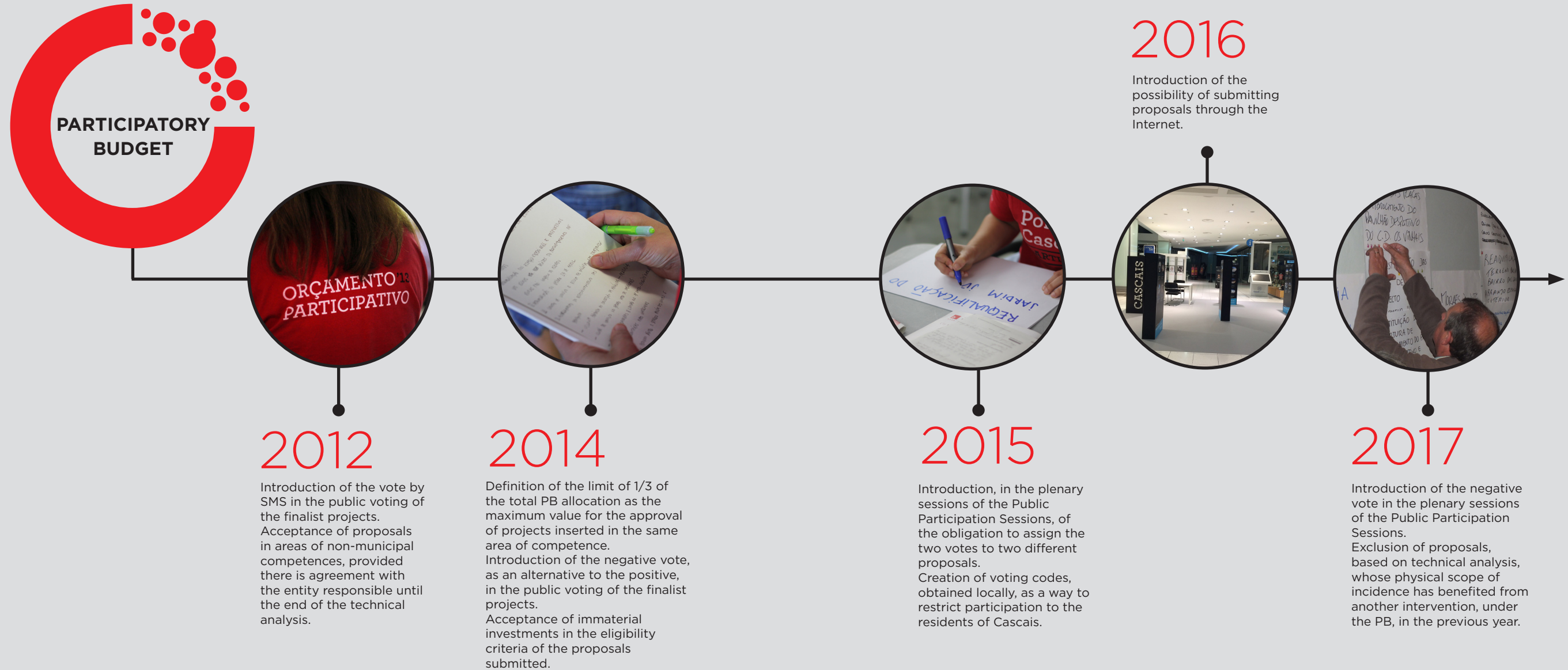


Figure 3: Chronology of the main method changes registered in Cascais PB



# CASCAIS PB

## RESULTS

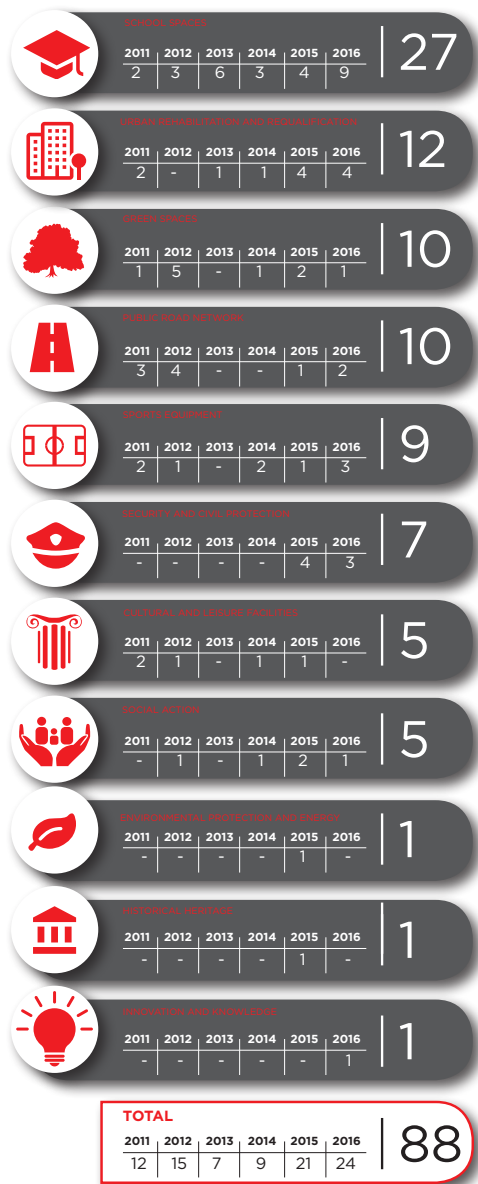
The first six editions of the Cascais Participatory Budget allowed the approval of 88 projects, totalling more than 15 million euros.

The investments in question show a variety of concerns and needs of the population of Cascais.

*“Cascais civil society realised in a short time that it had in the PB an important tool to organise (...) priorities in which the Town Hall should invest part of its resources.”*







A closer look at the winning projects of the different editions allows us to draw some important conclusions:

- The priority investment areas of the participants are, in order of importance, the improvement of school spaces, the creation/qualification of green spaces, investment in various public networks, rehabilitation and urban redevelopment and sports equipment, among others;
- The improvement of school spaces is the most important subject area, covering approximately 31% of the winning projects, also standing out because these are spread across all editions held so far;
- Security and civil protection is a thematic dimension that emerges late in the PB but with a very significant affirmative potential, with the approval of 7 projects in 2015 and 2016;
- The social action, usually supported by investments directed at minority groups, has nevertheless managed to assert itself within the scope of PB, with emphasis on the last three editions, where it marked a regular presence in the winners.

The assertion of these areas results naturally from the participants' perceptions of the priorities of public investment in the Municipality, but also of the capacity for self-organization of particular groups or sectors of society. These include mobilization around projects related to the qualification of school parks, the provision of civil protection with equipment that serves the whole community, or the protection of animals.



A very simplistic and reductive look may be tempted to connote these “social collectives” with organised interest groups or lobbies. If we opt for a more careful and retrospective analysis, it can be concluded that these “movements” did not exist in Cascais before the PB. They are the result of the process itself. This shows that the Cascais civil society realised in a short time that it had in the PB an important tool to organise, in a transparent and visible way for all, priorities in which the Town Hall should invest part of its resources. No movement was known in Cascais, capable of gathering thousands of people every year, in defence of schools, firemen, animals or any other subject. From this point of view,

*“(…) mobilization around projects related to the qualification of school parks, the provision of civil protection with equipment that serves the whole community, or the protection of animals.”*

FigurE 4: Distribution of winning projects by areas of intervention [2011-2016]

PB has been an instrument of great potential to promote the organization of society and, thus, to help rebuild the sense of community. Moreover, it should be noted that the result of the PB has been a strong renewal of the associative fabric, noting that some new associations have been created with the purpose of managing and maintaining projects implemented within the PB.

This perspective is reinforced when we analyse the territorial scale of the impacts of the winning projects.

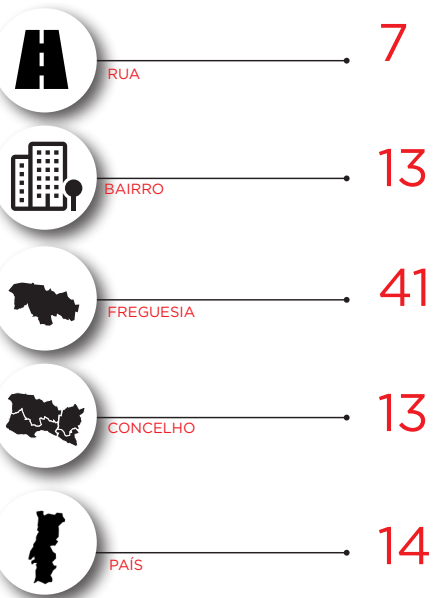


Figura 5: Total number of projects by territorial scale of impacts[2011-2016]

Only 20 of the investments in cause, i.e. 23%, have impacts circumscribed to the street or neighbourhood where they were implemented. This means that the remaining projects, which represent 77% of the total, are intended to benefit a much larger portion of the public, particularly in the parish, the Municipality or even attract people from outside the Municipality.

This fact reinforces the idea that the movements created from the PB assume, in general, a social and territorial representation that is mainly located at the level of the parishes, thus going beyond more localised interests. If we take into account that the parish of the less populous Municipality, Alcabideche, exceeds 42 thousand inhabitants, it becomes even more evident the strategic dimension that PB tends to assume in the prioritization of investments committed to the promotion of the common good, thus counteracting the most pessimistic and critical views on PB as an instrument in the service of very restricted lobbies.

The distribution of resources across the territory is another indicator to be taken into account. It is concluded at this level that the two existing Parish Unions, which comprise about 52% of the Municipality's population, mobilised approximately 57% of the investment allocated to the PB. The parish of São Domingos de Rana, which took the longest to join the process, is the one that has concentrated the least expressive values so far, namely 17% of the overall allocation of the first six editions. Notwithstanding this distribution, it is possible to affirm today

that, in Cascais, no citizen lives at a distance of more than 1.2 km from a PB project. When analysing the budgetary data in question and its relationship with the population of each parish, it can be seen that the two less densified ones - Alcabideche and Carcavelos/Parede - are the ones with the highest investment per capita, respectively € 92.30 and € 99.70. By comparison, the Parish Union of Cascais and Estoril, the most populous one, reaches € 70.60 per capita, while the Parish of São Domingos de Rana

does not go beyond € 46.80. Overall, the total allocation of the PB along the editions represents an investment per inhabitant of € 74.70. It is interesting to confirm that the distribution of resources responds directly to the capacity of mobilization that each territory evidences and not to its population weight within the Municipality of Cascais. The PB is thus an instrument that rewards the capacity for initiative and entrepreneurship and not only a device for the redistribution of public funds.

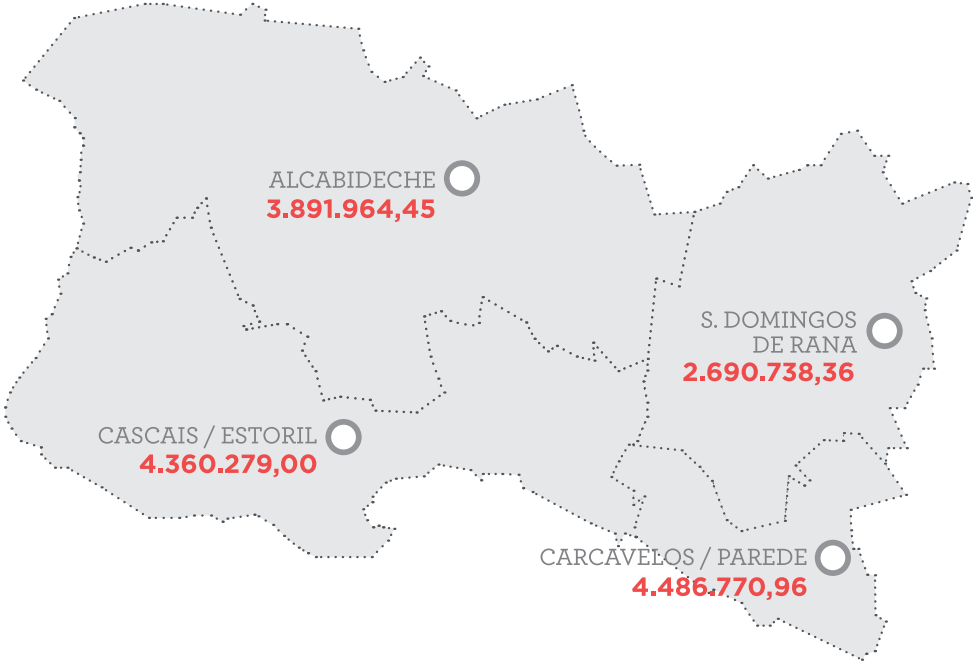


Figura 6: PB values invested by parishes in euros [2011-2016]

Another aspect to be considered is the budgetary expression of the winning projects. The data are unmistakable and show a clear tendency of the participants for the presentation and approval of larger investments, positioned between 250 and 300 thousand euros, thus reaching the limit allowed in the scope of Cascais PB. This group of proposals represents 30% of the more than 80 approved so far and has an allocation of approximately 7,9 million euros for implementation, i.e. 51% of the total PB allocation over the first six years.

*“Os dados são inequívocos e evidenciam uma clara tendência dos participantes para a apresentação e aprovação de investimentos de maior porte, posicionados entre os 250 e os 300 mil euros, chegando, assim, ao limite permitido no âmbito do OP de Cascais.”*

Another indicator that needs to be analysed is the satisfaction rate of the participants with the PB results. In all editions there is a majority of voters who have met their expectations regarding the winning investments. This reached the highest value in the 2016 edition, surpassing 90%. From another perspective, this means that only less than 10% of the people who joined the PB in the previous year did not see their projects win. For these very high and unusual levels of satisfaction, the decisions of Cascais Town Hall increased, in four of the six editions, the amounts foreseen for PB. It was precisely in 2013 and 2014, when the amount of 1.5 million did not change, that these rates remained lower - by approving a smaller number of projects - but still close to 70%.

These data demonstrate that participants’ efforts have been mostly rewarded and that PB methodology is well suited to a correct management of expectations. For this situation, the intermediate selection/ elimination filters, introduced in the PPS and the Internet platform, have contributed greatly to the reduction of the number of projects that come to the final vote. To make this line of thought clearer, from the 975 proposals presented, both in person and virtually, in the first six editions of the process, only 196, or 20%, reached the final vote. This situation does not seem to have demobilised people and did not prevent the Cascais PB became the most voted in the country and one of the most participated in Europe.

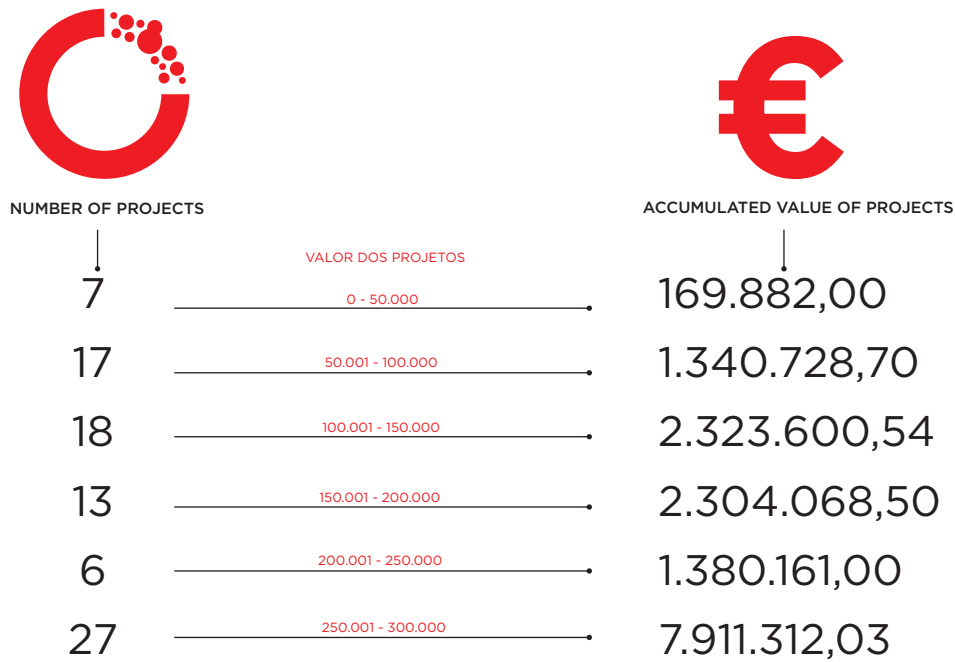


Figura 7: Winning projects distributed by budget figures [2011-2016]



<sup>1</sup> Esta é calculada com base na percentagem dos participantes que atribuíram o seu voto aos projetos vencedores, por relação ao total de votantes em cada edição do OP.



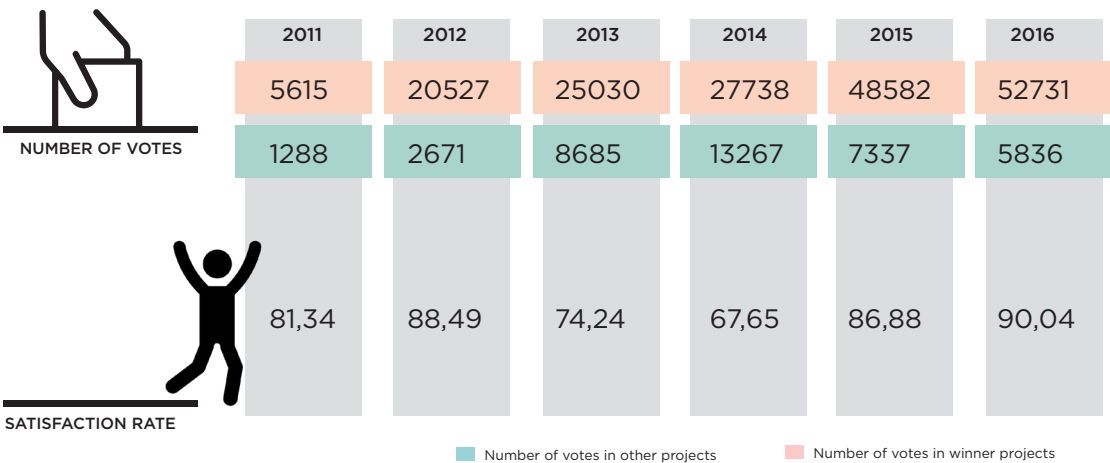


Figura 8: Number of votes and satisfaction rate of participants [2011-2016]

The data on the votes to date are indeed surprising. The number of votes grew uninterruptedly, surpassing 58 thousand in the previous year. This figure represents more than 34% of the population of the Municipality with ages over sixteen - that can participate according to the PB rules. In practical terms, the number of votes from the first to the last edition had an impressive growth rate of 748%.

*“The number of votes grew uninterruptedly, surpassing 58 thousand in the previous year. In practical terms, the number of votes from the first to the last edition had an impressive growth rate of 748%.”*

The winner projects of 2013 and 2016 individually surpassed the seven thousand vote mark, surpassing, for example, the total votes recorded in the first edition of the PB. After analysing the situation from a complementary perspective, there is a growth of the differential of votes within the winning projects themselves. In 2011, 144 votes were enough to approve the last winning investment, having this value increased in the following editions, getting close to or even surpassing 1000 votes. This means that today, in order to transform an idea into a winning project, in addition

to guaranteeing the required eligibility conditions, it is indeed necessary to have a very enterprising attitude, capable of mobilising large groups of the population of Cascais. Taking an exercise in extrapolation based on the results obtained so far, it is possible to say that in a scenario where the maximum PB endowment amounts to 1.5 million euros, it is necessary between 1300 and 1600 votes to achieve the approval of one project. If the current budget figure is around 4 million in the last two editions, the number of votes required for an idea to win will stand between 800 and 1000.

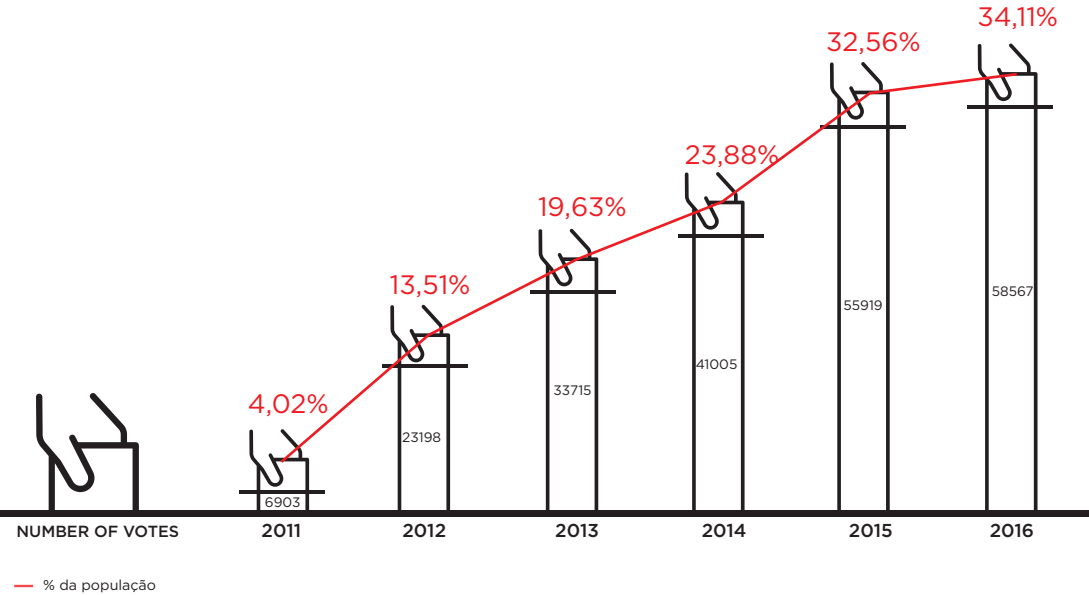


Figure 9: Number of registered votes and their percentage in relation to the population aged 16+ [2011-2016]



The same reflection can be made regarding the approval of proposals in the PPS. In the first two editions of the PB, 2 people were enough to ensure that an idea passed to the Technical Analysis phase, and this value increased significantly and continuously in the following years, to the point that in 2016 it took 17 participants to achieve the same result. The trend is very clear and tells us that the increase in the number of stakeholders in the PPS is accompanied by a reduction in

the number of proposals put forward, which in practice means that there is a greater consultation of people around previously thought out and structured ideas. In the last editions, it is difficult to find isolated participants in the Sessions. Citizens felt the need to organise themselves in order to prepare their participation in the process. This means that PB in Cascais begins before the Town Hall starts formally any new edition.

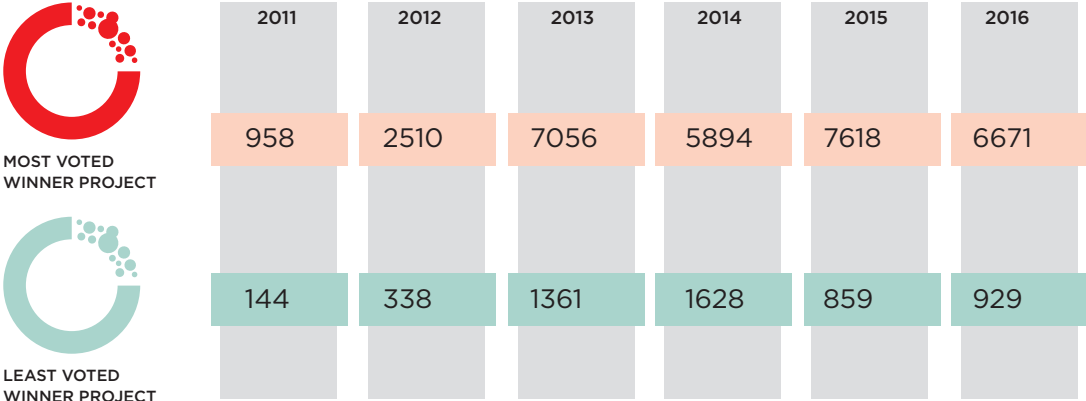


Figure 10: Number of votes in the most and least voted winning projects [2011-2016]

The Town Hall’s commitment to implement the winning projects within the deadlines set by the rules, and, on the other hand, to increase the budgetary allocation to the process almost every year have strongly contributed for these results. In 2011, it began to represent 5.3% of the Municipality’s total investment, reaching its highest level in 2015, when it exceeded 18%. The figures under analysis make Cascais PB the largest percentage of public investment in the framework of all municipal participative budgets in Portugal.

The indicators, when analysed together, make evident the rapid and significant development of this process, which results from the commitment of the local authority and the capacity that civil society has demonstrated in order to seize it. The PB in Cascais is no longer an experience; it is

today the main brand of a public policy of promoting participation.

The results achieved in the first six years of the Cascais Participatory Budget are very illustrative of the citizenship potential of this process. It seems safe to say that no other dynamic of participation developed in the Municipality mobilised as many people as this initiative was able to do.

It is important not to neglect that this process began in 2011, in the midst of the financial crisis, which strongly affected the Government, including municipalities, and worsened the levels of loss of confidence of the population in institutions and in the government class in general. The Cascais PB thus emerges in a context that could be considered as adverse or at least unfavourable to a significant adherence by the population. The data we have been working on says the



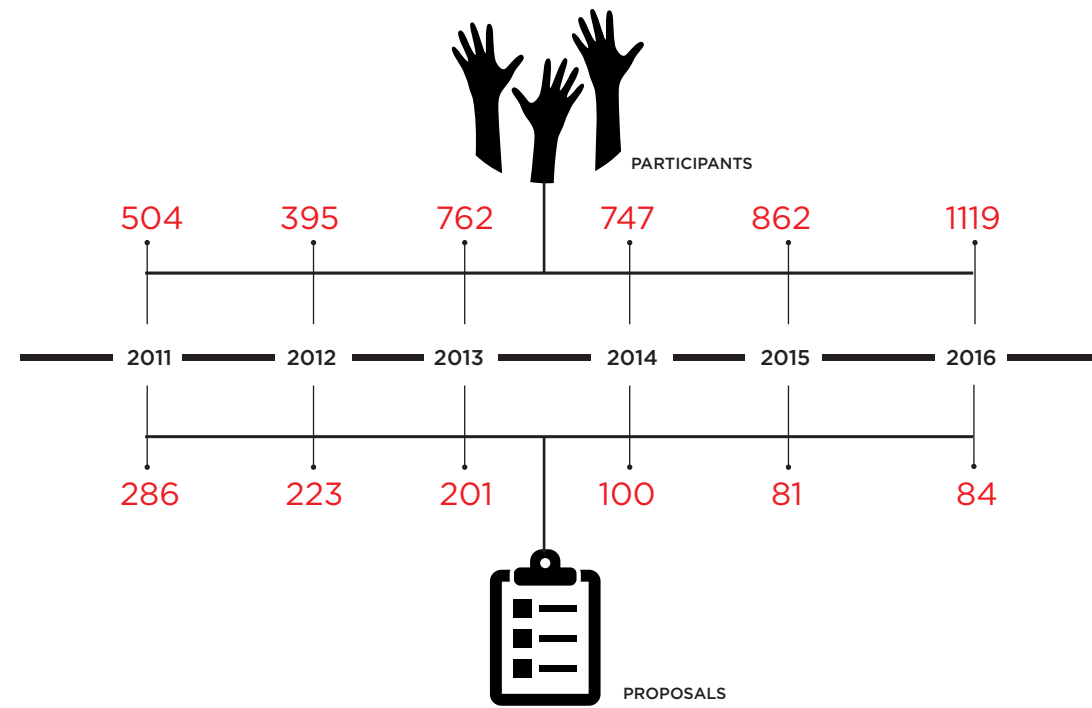


Figure 11: Participants and proposals in the PPS [2011-2016]

exact opposite. The PB affirmed itself as a counter-cyclical action, capable of mobilising more and more people, thus counteracting the tendency of the population to alienate political and community life.

This means that PB is contributing, in its scale, to the strengthening of trust between population and local authority. This trend is confirmed by the overwhelming majority of respondents, who when questioned in the PPS about different dimensions of the

*“It began to represent 5.3% of the Municipality’s total investment, reaching its highest level in 2015, when it exceeded 18%.”*

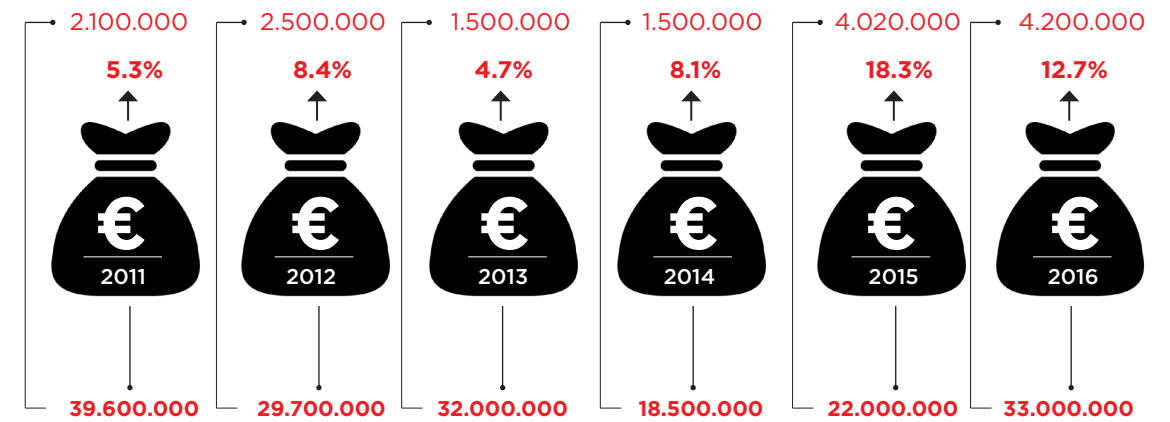


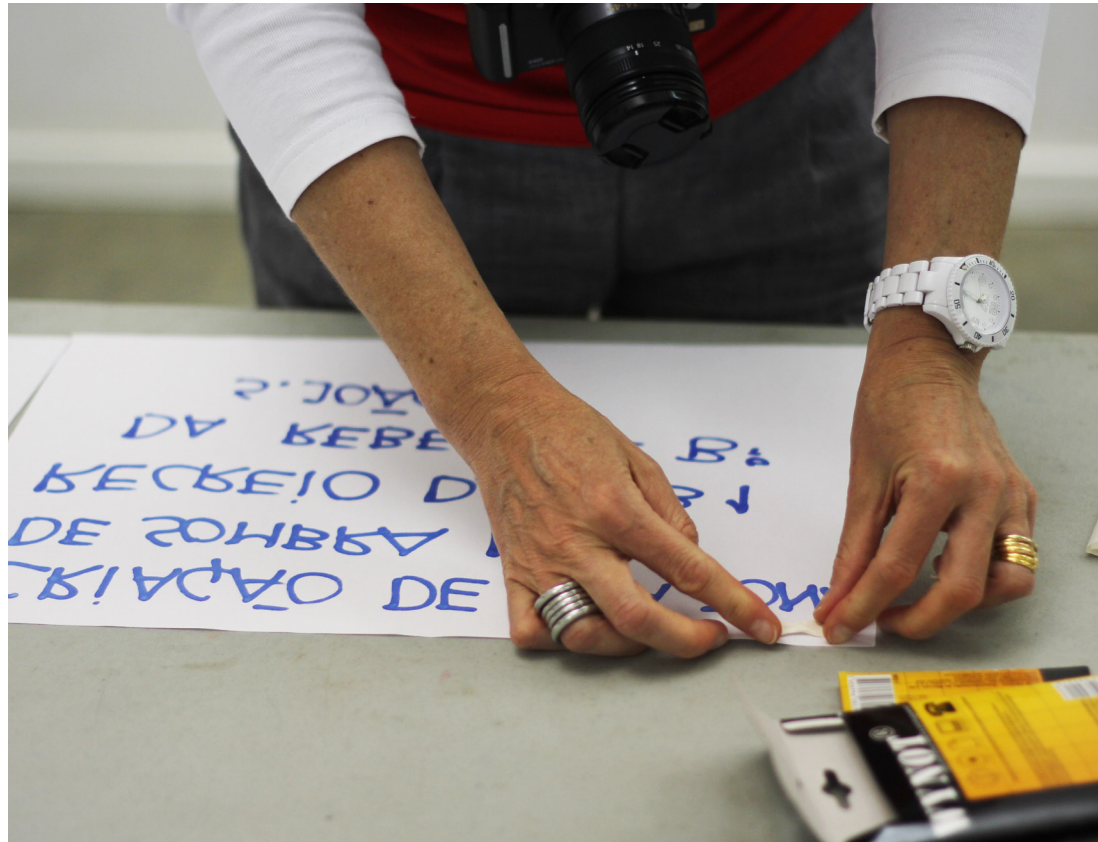
Figure 12: % of PB in the Multiannual Investment Plan [2011-2016]





process, state that PB: i) is evidence of Town Hall's capacity for innovation (92.1%); ii) contributes to the development of the Municipality (93.8%); is a transparent process (90.6%); gives assurances that the Municipality respects and implements the projects decided by the people (94.6%). The Cascais PB has been carried out in an uninterrupted manner, including years of municipal elections, and new participants are entering the process. As an example, in

2016, about 75% of the people who attended the PPS had their first direct contact with the initiative. This continuous character of the PB and its ability to progressively involve more people conveys to the population the idea that this is a commitment that the local authority has incorporated as a public policy, whose scrutiny is within the reach of each stakeholder, thus reinforcing its reliability potential.







## COMMUNICATION STRATEGY

All along its seven editions, the PB Cascais ceased being the project of a service in particular to become an action that is transversal to the whole Municipality. The communications team plays a very important role in this involvement, for it is present in all stages of the PB and it is because of their support that the information and disclosure to the citizens is guaranteed.

### PB 2011

*“Cascais is in  
your hands.”*

The communication had to respond to the challenge of launching a new citizenship project at a time when the social crisis discredited public administration, its technical and political framework.

The image of the Cascais Participatory Budget sought to convey, through its hands in a circle, a message alluding to the importance of the decision-making power of



citizens in their diversity. Under the slogan “Cascais is made by all of us”, we tried to involve each person in a collective capable of identifying needs, proposing ideas and making choices.

In addition to the leaflet with the basic explanation and the calendar of the sessions, a Guide of PB was made, through which citizens became aware of the method of this



new participation tool.

In order to publicise the PPS, posters were produced and placed in parish Municipalitys and associations, among other spaces, and publicity was created to pass on local radios. This year, [www.op.cm-cascais.pt](http://www.op.cm-cascais.pt) was launched, which contributed to the dissemination of the project and allowed participants to vote online.

In the voting phase, the slogan evolved to “Cascais is in your hands”, reinforcing the importance of the individual decision in the establishment of collective priorities to be implemented with municipal public resources.

A van was adapted to ensure the decentralization of information throughout the territory, initiating here the logic of proximity and face-to-face information that will later become the most mobilising feature of PB communication.

Also this year, proponents of the finalist projects were encouraged to present their ideas in discussion spaces and through the recording of a short video (one minute for my project), a practice that was to continue until 2015.

It was also in 2011 that the sending of agenda notes and invitations to the media began.

## PB 2012

*“I vote,  
Cascais wins.”*

The great challenge was to respond to the urgent need to grand credibility to the PB, for, when the second edition started, there were still no works implemented from the previous year, which, according to the calendar, could be considered a normal situation. How can we guarantee participation in a process without visible results?

The communication strategy started to place greater emphasis on the call for participation, based on the need to present proposals for the Municipality. The slogan “I have an idea for Cascais, I participate!” was the phrase found to reinforce the importance of the role of citizens in their community.

In the dissemination phase, the investment was made in mupis, billboards and street campaigns that brought the population's attention to the process and provided information to help understand how it works. The street actions were made using local cultural groups namely, philharmonic bands and percussion groups. Pamphlets were distributed in different public places. Billboards used for the first time the image of the winning proponents of PB. Although there is still an image bank, this personalization had the purpose of making the entire process of participation credible. In the voting phase the slogan evolved to “I vote, Cascais wins!”

It was based on the information referring to



the changes in the voting model. The SMS vote was introduced, so the images showed a mobile phone screen, stating that it was now much easier to vote, all that was needed was to send a free text message.

Investments were again made in the participation of the proponents and a major exhibition was held in a store in the historical center, with the purpose of making a point of situation of the projects of 2011 and of publicising those of 2012. An exhibition of the projects was also created and placed in the wall that connects Cascais to Estoril.

For the first time, a descriptive brochure

of each project was written, consisting of a photo of the location, a voting number and a synthesis of the objectives. The investments were disclosed in the municipal official newspaper “Jornal C” (20/09 - nº18).

The PB Cascais facebook page was also created this year.

## PB 2013

*“Contribute with  
your ideas.”*

The challenge put to the team was to spread the proximity of the projects to the citizens and consequently to reinforce their importance. Some works were implemented and ready to be returned as a result of the process.

A territorialised, people-centered campaign is developed. Thus the slogan “I participate for Cascais “ was born.

Known personalities of the inhabitants of Cascais, two per parish, were invited to ensure gender, ethnic, age and social balance, such as the nurse, the lifesaver, the newspaper salesman, the teacher, the florist, the surfer, the DJ, among others, to represent the campaign “I participate for Cascais, contribute with your ideas”.

At this stage, mupis, billboards and pamphlets were produced with the images of these people, associating the distribution to their respective parishes and workplaces,



Continuing the logic developed in the first phase, more citizens came forward publicly in the voting phase, participating in the campaign and calling for the vote. Four people (Olympic athlete, butcher, fisherman and maestro) were invited to be the cover of the leaflet for the dissemination of finalist projects. In the images created, these citizens held a mobile phone with the number for the vote. Thus, once again, the SMS vote was reinforced, to show the simplicity of the process. Because of its humanisation, this was, most probably, the campaign with greater emotional impact with the inhabitants of Cascais.



as happened with the billboard that had the photo of the school group director, strategically placed at the school door, thus calling everyone's attention to a campaign that was intended to be humanised. The photo of the ordinary citizen was the way found to convey the message that the PB made by people and for the people. This year two promotional videos were produced (long and short version), with the objective of promoting PB on social networks and in the Cascais channel of Youtube, maintaining all other forms of communication of the previous year.

## PB 2014

*“Did you know that...?”*



This year confirmed the consolidation of PB Cascais as the most participated and voted in the country, and the communication strategy focused on the figures supporting this statement. The results achieved were surprising and confirmed the trend of continuous growth of this process. The campaign slogan was “Did you know that xxxxx? Now it's your turn!”. In this “did you know that xxxx?” several numbers allusive to the participants, investments,



and the winner projects were shown, which highlighted the importance that the PB had in the Municipality.

This year the communication was the same and there were no significant innovations. The graphic image associated with public voting was a significant break with the one used at the proposal stage. There was a new model of leaflet that contained the identification of all the projects, but which simultaneously included an empty space that could be used by people to appeal to the vote in the investment of their choice. The use of the mobile phone image continued

to be a central point in the communication strategy.

In this edition, for the first time, an exhibition of the finalist projects was launched at CascaiShopping, the main shopping centre of the Municipality, which has a traffic of around 900 thousand people per month, far exceeding the resident population, which according to the INE would reach 210 thousand inhabitants in 2016. The administration of the shopping centre estimates that the users of the space go there at least once a week.

At the same time, the proponents ensured the dissemination of their projects in the parishes, through clarification sessions, street actions and other voting activities. Many also resorted to the creation of facebook page and other digital communication platforms.



## PB 2015

### “We did...”

Due to the growth of the process, the local authority decided to appoint a journalist, from the Communications Division, to support the team in creating a communication plan for PB Cascais and to include the instruments and actions related to each phase, including the announcement of the results.

This year, PB works with the participation of local residents, in order to reproduce the main success element of the 2013 campaign: the people.

Participants from the previous editions were invited to attend the process, appearing next to works proposed by them and in the meantime implemented.

Emphasising the involvement of each person, the slogan adopted was “I did or we did, followed by the name of each work”, and also left the appeal: “Now it’s your turn, Participate!”

In addition to the Internet and Facebook pages, a WhatsApp group was created to allow messages to be sent to all voters of previous PB editions, announcing public participation sessions or publicising the

voting process.

All other forms of communication were maintained but street teams were reinforced to ensure a massive distribution of leaflets in different places of the Municipality, such as squares, markets, train stations, health centers, sports, cultural and social associations, as well as throughout the school park.

The PB image was also used in the digital signature of all municipal employees.

Based on the excellent results achieved in 2014, in the dissemination that occurred at



CascaShopping, this shopping centre was once again used, now also in the public disclosure phase.

It was during this edition, more precisely in the voting, that the [www.cascaisparticipa.pt](http://www.cascaisparticipa.pt) website was released. This website aims to allow the public to follow the whole process. One must also mention the introduction of voting codes, which represented a significant communication effort, since this was a new method that required an increased effort on behalf of the participants.

For the first time, the Municipality decided to hold a specific clarification session for the finalist proponents, in which the new voting model was presented and experiences were shared in publicising the projects. In this meeting, a thousand individual postcards of each investment were given, with a short description of each one, accompanied by a voting code, so that they could be used by the proponents in their voting awareness campaigns.

Being a strategy of communication focused on the results, the focus continued to be the people and this time Town Hall employees were invited to participate. Among them was the Councilman of this Bureau of the Town Hall. The message spread was: “We are ready to do it. Only your vote is missing!” This image tried to express the idea that the Town Hall is composed by a wide team that is willing to listen and to implement the citizens’ ideas.

For the first time, the disclosure flyer included the budget estimations for each project and their area of expertise.

The exhibition at CascaiShopping was





by all the houses of the Municipality, with a presentation of all the finalist projects and a unique code number that the citizens should use to exercise their right to vote.

*“Estamos prontos para fazer.”*



extended to five weeks from 10:00 a.m. to 10:00 p.m., from Monday to Sunday, and was permanently attended by local officials who informed citizens about PB and the voting process. Proponents also had the possibility of using that space to publicise their projects. An open kiosk was also placed in the centre of Cascais, more precisely in Jardim Visconde da Luz, from Monday to Saturday, from 10am to 6pm, with the same objective. The newspaper “Jornal C” was distributed

## PB 2016

*“I have an idea!.”*



Based on previous experience, the communication strategy was once again led by the Brand and Communication Division, which was in charge of developing a plan of action.

The emphasis was put on the opportunity that all the citizens have to present an idea for Cascais, reinforcing that there should be no fears in presenting any type of proposal. Three different images were created,

with examples of projects that could be implemented. It was considered that the PB was in a phase of maturity that gave guarantees of participation of the citizens, lacking, above all, to appeal to the creativity and the capacity of innovation of the population.

The main novelty of this year was the introduction of on-line proposal submission, which required the team an additional communication effort to explain the working model of this variant of the process. It was decided to use SMS to all voters of previous editions of PB Cascais.

In the voting phase, the citizens were asked



the following way: “Do you know the Voting Projects? If so, vote. “This message was disseminated through the different forms of communication used by the local authority. The exhibition at CascaiShopping has been confirmed as the great anchor of the disclosure, and it has also been noted that Town Hall has decided to expand the distribution of codes in other hypermarkets of the Municipality.

*“Vote!”*



**PB 2017**

*“Give wings to your imagination.”*



The PB became a process widely known by the Inhabitants of Cascais and is fully acknowledged as a practice of participation with the Municipality. In this context, the challenge of communication is mainly to obtain an appealing and informative image of each stage of the PB. “Give wings to your imagination” was the motto for this year. The disclosure means used were the same

as in previous years, always focusing on information that is close to people. It is now possible to assume that the Participatory Budget, launched in 2011, as an experimental project that had a set of hands on its identity image, became, in 2017, a hallmark of Cascais, which helped to boost other participation processes that currently articulate and converge into a single channel, “Cascais Participa”.





## PRIZES

### ACKNOWLEDGMENT

The recognition achieved by the Cascais Participatory Budget both nationally and internationally earned the Municipality some prizes and distinctions, as set out below.

#### PERFECT CITY



#### INTERNATIONAL OBSERVATORY FOR PARTICIPATORY DEMOCRACY



Honourable mention received in the scope of the Citizen Participation Good Practices Award. This is a competition open to local governments around the world, where the best initiatives under way are presented annually. Cascais Town Hall received the award in Porto Alegre, capital of the state of Rio Grande do Sul, Brazil, in 2012. The classification was carried out by an international jury composed of elements from three continents.

Distinction with the Prize “Perfect City” in the category Governance. It is an initiative of Visão Magazine and Siemens, 2013, which aims to showcase the best projects and good practices of Portuguese cities at the level of Governance, Sustainability, Inclusion, Innovation and Connectivity. The winners were chosen by readers of Visão who, over five weeks, voted in 50 case studies related to 25 cities and towns in Portugal.



**PORTUGAL PARTICIPATES****Prémio de Boas Práticas de Participação**

Honourable Mention received in 2016, within the scope of the first edition of the Prize of Good Practices of Participation, of the Network of Participative Autarchies. This aims to encourage the implementation, dissemination and valuation of innovative practices of participatory democracy in Portugal. The award was awarded on the basis of the evaluation of an independent jury and the vote of the public.

States of the Union, Norway and Switzerland. This award was awarded in 2017 under the first and only competition launched by the program, which was attended by more than two dozen applications from all over Europe.

**INICIATIVA GLOBAL PARA A TRANSPARÊNCIA FISCAL**

O Orçamento Participativo de Cascais foi considerado, pela Iniciativa Global para a Transparência Fiscal (GIFT), como a melhor prática do ano de 2017 de Participação Pública em Política Fiscal. É um prémio de elevado prestígio, atribuído no âmbito de um concurso internacional de grande exigência. A GIFT é uma rede global que visa facilitar o diálogo entre governos, organizações da sociedade civil, setor privado e outros atores interessados em encontrar e partilhar soluções para os desafios de transparência fiscal e da participação. A GIFT é liderada, entre outras entidades, pelo Banco Mundial e o Fundo Monetário Internacional.

**URBACT**

Quality label awarded to PB by URBACT, the main European Territorial Cooperation Program for the promotion of sustainable urban development in cities of the Member





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# WINNER PROJECTS

## CASCAIS PARTICIPATORY BUDGET (2011-2016)

### PARTICIPATORY BUDGET 2011

- . Requalification of Largo de S. Brás and sidewalks - Rua da Areia

CASCAIS . 958 VOTOS

- . Parque das Gerações

ESTORIL . 832 VOTOS

- . Construction of multipurpose area in the Parede 2 Primary School (EB1-P2)

PAREDE . 692 VOTOS

- . Requalification of Praça da Carreira

ESTORIL . 624 VOTOS

- . Protection and enjoyment of nature and rural paths in Areia and adjacent to the Sintra-Cascais Natural Park

CASCAIS . 534 VOTOS

- . Children in the shade

CASCAIS . 483 VOTOS

- . Cultural Center open at night

PAREDE . 354 VOTOS

- . Inclusive playground

CASCAIS . 341 VOTOS

- . Creation of multipurpose covered area in the Jerónimo Usera Association

CASCAIS . 290 VOTOS

- . Requalification of abandoned property Av. Aníbal F. da Silva (Quinta da Alagoa)

CARCAVELOS . 213 VOTOS

- . Creation of tours on the Janes-Malveira road

ALCABIDECHES . 150 VOTOS

- . Pedestrian access to CascaiShopping

ALCABIDECHES . 144 VOTOS

### ORÇAMENTO PARTICIPATIVO 2012

- . Inclusive playgrounds - Escola António Pereira Coutinho

CASCAIS . 2.510 VOTOS

- . Community area - Bairro das Faceiras

SÃO DOMINGOS DE RANA . 2.487 VOTOS

- . Dog Park - São Pedro do Estoril

ESTORIL . 2.418 VOTOS

- . Eco-intervention at Fernando Lopes Graça School

PAREDE . 2.204 VOTOS

- . Requalification of SMUP - Sociedade Musical União Paredense (Music Association)

PAREDE . 1.907 VOTOS



. Sidewalks from the Abóboda traffic circle to McDonald's

SÃO DOMINGOS DE RANA . 1.722 VOTOS

. Requalification of the property next to Rua Alexandre Herculano, Buzano de Cima

SÃO DOMINGOS DE RANA . 1.346 VOTOS

. Protected Children

ESTORIL . 1.153 VOTOS

. Mountain Bike Skill Park at the Outeiro da Vela Urban Park

CASCAIS . 1.118 VOTOS

. Creation of a community farm in Quinta da Bela Vista

CARCAVELOS . 812 VOTOS

. Sidewalk restoration Rua Homem Cristo

ESTORIL . 662 VOTOS

. Requalification of Quinta do Rato

PAREDE . 478 VOTOS

. Landscape intervention in Vale da Amoreira

ALCABIDECHE . 427 VOTOS

. Carrascal de Alvide Traffic Circle

ALCABIDECHE . 377 VOTOS

. Requalification of Rua do Viveiro

ESTORIL . 338 VOTOS

PARTICIPATORY BUDGET 2013

. Requalification of the running track of Escola Salesiana de Manique

ALCABIDECHE . 7.056 VOTOS

. Expansion of the IBN Mucana High School cafeteria

ALCABIDECHE . 4.930 VOTOS

. Cascais + Humana protects the animals

ALCABIDECHE . 4.507 VOTOS

. Auditorium of the Frei Gonçalo de Azevedo School

SÃO DOMINGOS RANA . 3.418 VOTOS

. Requalification of the playgrounds of the António Torrado School

SÃO DOMINGOS RANA . 2.353 VOTOS

. Shadows at school, children outside

(Alcabideche Schools Group)

ALCABIDECHE . 1.405 VOTOS

. Creation of a shadow area in the playground of the Rebelva Primary school, Bairro de São João

CARCAVELOS/PAREDE . 1.361 VOTOS

PARTICIPATORY BUDGET 2014

. Exterior spacres next to the Carcavelos Scouts and Guides

CARCAVELOS/PAREDE . 5.894 VOTOS

. Removal of Asbestos at Santo António da Parede High School

CARCAVELOS/PAREDE . 3.686 VOTOS

. Science lab fro the Alcabideche schools group

ALCABIDECHE . 3.587 VOTOS

. House of Arts and Crafts – Buzano

CARCAVELOS/PAREDE . 2.376 VOTOS

. Atrozela Community Space

ALCABIDECHE . 2.323 VOTOS

. Construction of changing rooms in União Recreativa Desportiva de Tires

SÃO DOMINGOS DE RANA . 2.308 VOTOS

. Requalification of a classroom in E.B2 Abóboda School

SÃO DOMINGOS DE RANA . 1.873 VOTOS

. Construction of locker rooms in the Abóboda football field

SÃO DOMINGOS DE RANA . 1.839 VOTOS

. Requalification of Bairro das Caixas

CARCAVELOS/PAREDE . 1.628 VOTOS

PARTICIPATORY BUDGET 2015

. Acquisition of two basic life support ambulances for the Alcabideche Firefighters

ALCABIDECHE . 7.618 VOTOS

. Acquisition of a VUCI (firefighting urban vehicle) for the Carcavelos & São Domingos de Rana Firefighters

CARCAVELOS/PAREDE . 6.237 VOTOS

. Qualification of the Galiza Community Polo

CASCAIS/ESTORIL . 3.971 VOTOS

. Construction of the Cascais Community Polo

CASCAIS/ESTORIL . 3.645 VOTOS

. Gatos no Jardim – Shelter for street cats

CASCAIS/ESTORIL . 3.251 VOTOS

. Protect and save – protective equipment for firefighters and an ambulance for the Cascais Firefighters

CASCAIS/ESTORIL . 2.661 VOTOS

. Installation of solar panels and withdrawal of the asbestos from the Parede Firefighters building

CARCAVELOS/PAREDE . 2.177 VOTOS

. Construction of a sidewalk in Malveira da Serra

ALCABIDECHE . 1.836 VOTOS

. Requalification and enlargement of Recreational and Musical Society of Carcavelos

CARCAVELOS/PAREDE . 1.793 VOTOS

. Ecopoint and greenhouse remodeling at IBN Mucana High School

ALCABIDECHE . 1.743 VOTOS

. Obras no refeitório da Escola Secundária da Cidadel

CASCAIS/ESTORIL . 1.607 VOTOS

. Cerca em espaço verde na Costa da Guia

CASCAIS/ESTORIL . 1.550 VOTOS

. Parque infantil Janes /Malveira da Serra

ALCABIDECHE . 1.400 VOTOS

. Requalification of the headquarters of Grupo de Instrução Popular da Amoreia

ALCABIDECHE . 1.336 VOTOS

. Allocation of prevention and rescue equipment at the Carcavelos beach

CARCAVELOS/PAREDE . 1.275 VOTOS

. Replacement of synthetic lawns and alteration of electric lighting in the Tires game field

SÃO DOMINGOS RANA . 1.263 VOTOS

. Shed at the Carcavelos Primar School

CARCAVELOS/PAREDE . 1.201 VOTOS

. Renovation of the building of the Grupo de instrução Musical e Beneficiação da Rebelva

SÃO DOMINGOS DE RANA . 1.192 VOTOS

. Remodelling of the sports area of Pereira Coutinho School

CASCAIS/ESTORIL . 1.033 VOTOS

. Restoration of the Nossa Senhora da Conceição da Abóboda Church

SÃO DOMINGOS DE RANA . 934 VOTOS

. Requalification works in Sociedade Musical Sportiva Alvidense

ALCABIDECHE . 859 VOTOS

PARTICIPATORY BUDGET 2016

. Acquisition of two vehicles for the Alcabideche

**Firefighters**

ALCABIDECHE . 6.671 VOTOS

**. Project “More Health” Parede Firefighters Humanitarian Association**

CARCAVELOS/PAREDE . 4.068 VOTOS

**. Rehabilitation of the swiming-pool area in Complexo da Alapraia**

CASCAIS/ESTORIL . 3.049 VOTOS

**. Watch, Imagine, Learn and Create – Fernando José dos Santos School**

ALCABIDECHE . 3.039 VOTOS

**. Modernization of the Torre football field**

CASCAIS/ESTORIL . 2.882 VOTOS

**. House of Arts at IBN Mucana High School**

ALCABIDECHE . 2.859 VOTOS

**. Shed for Lombos Primary School**

CARCAVELOS/PAREDE . 2.721 VOTOS

**. Removal of asbestos from the sheds of Matilde Rosa Araújo School**

SÃO DOMINGOS DE RANA . 2.670 VOTOS

**. Enlargement of the multipurpose room at Alapraia High School**

CASCAIS/ESTORIL . 2.629 VOTOS

**. Enlargement and removal of the cafeteria at José Jorge Letria Primary School**

CASCAIS/ESTORIL . 2.097 VOTOS

**. Aquisition of self-protection for the Carcavelos & S. Domingos de Rana Firefighters**

CARCAVELOS/PAREDE . 1.992 VOTOS

**. Construction of a multipurpose room at Bicesse Primary School**

ALCABIDECHE . 1.990 VOTOS

**. Requalification of the outside sports area at Fernando Lopes Graça School**

CARCAVELOS/PAREDE . 1.723 VOTOS

**. Requalification of Arneiro Sports Club building**

CARCAVELOS/PAREDE . 1.652 VOTOS

**. Requalification of the Cascais Musical Society building**

CASCAIS/ESTORIL . 1.624 VOTOS

**. Past Quarry, Future Leisure**

SÃO DOMINGOS DE RANA . 1.572 VOTOS

**. Acquisition of a retractable bench for Carcavelos High School**

CARCAVELOS/PAREDE . 1.547 VOTOS

**. Aquisição de quatro viaturas para o Grupo Sportivo de Carcavelos**

CARCAVELOS/PAREDE . 1.313 VOTOS

**. Reconstruction of the Cercica limit wall and construction of sidewalk**

CASCAIS/ESTORIL . 1.232 VOTOS

**. Construction of sheds on the playground of EB/JI Rómulo de Carvalho Primary School**

SÃO DOMINGOS DE RANA . 1.209 VOTOS

**. Acoustic improvement of the SMUP building**

CARCAVELOS/PAREDE . 1.168 VOTOS

**. Two vans for the Associação de Respostas Educativas e Sociais à Comunidade**

SÃO DOMINGOS DE RANA . 1.119 VOTOS

**. Construction of parking lot in Quinta do Barão**

CARCAVELOS/PAREDE . 976 VOTOS

**. Rehabilitation of Estudantina Recreativa de São Domingos de Rana**

SÃO DOMINGOS DE RANA . 929 VOTOS





# THEMATIC MAPS

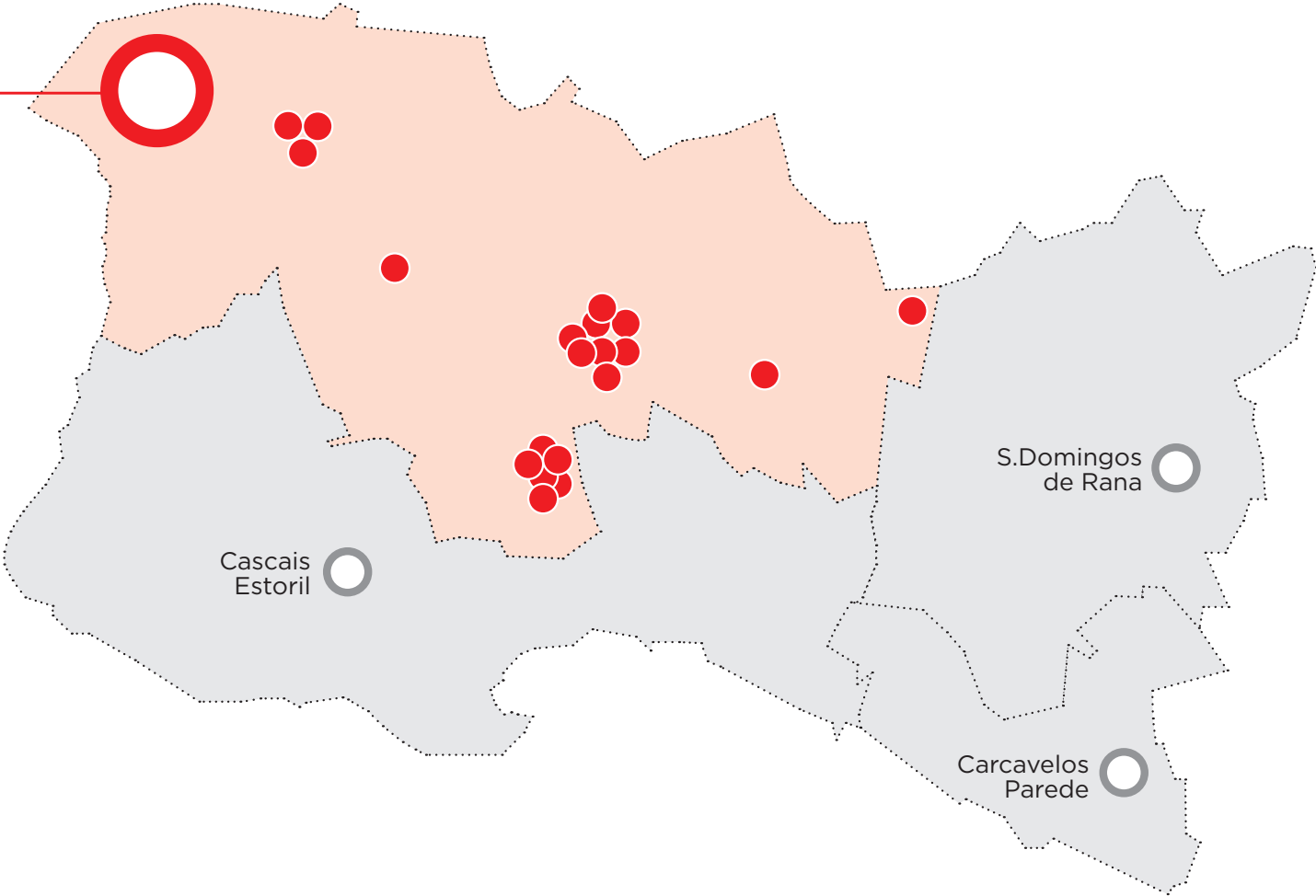
## WINNER PROJECTS

# ALCABIDECHE

21 PROJECTS

## ÁREAS TEMÁTICAS

1	Área social	106.548,75 €
1	Equipamentos culturais e lúdicos	215.000,00 €
1	Equipamentos desportivos	82.000,00 €
7	Espaços escolares	1.442.661,00 €
1	Espaços verdes	168.500,00 €
1	Inovação e conhecimento	62.604,70 €
3	Reabilitação e requalificação urbana	590.000,00 €
4	Rede pública viária	744.650,00 €
2	Segurança e proteção civil	480.000,00 €
TOTAL DE INVESTIMENTO		3.891.964,45 €



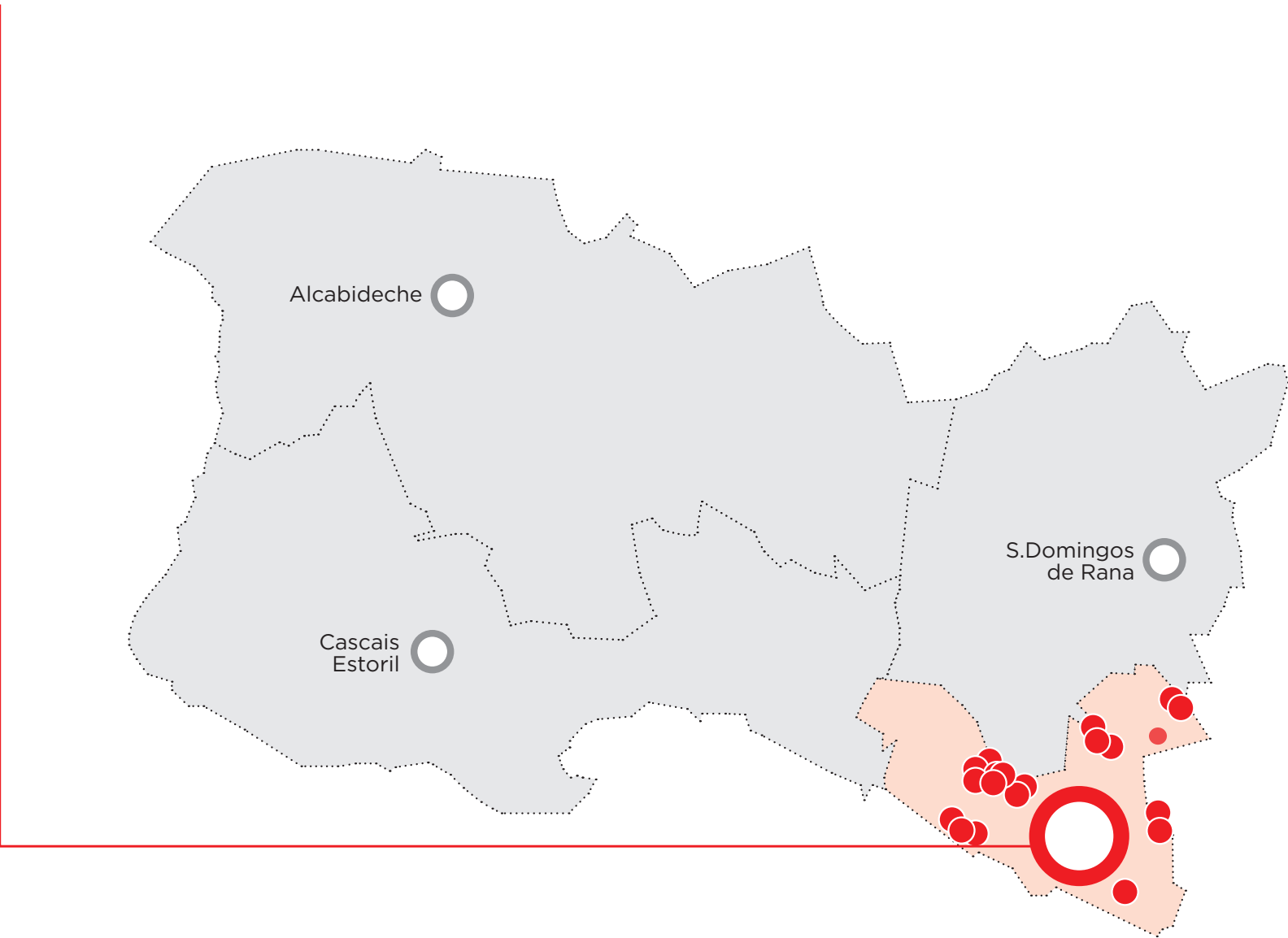


# CARCAVELOS | PAREDE

26 PROJECTS

ÁREAS TEMÁTICAS

3 Equipamentos culturais e lúdicos	709.000,00 €
1 Equipamentos desportivos	140.000,00 €
8 Espaços escolares	1.001.345,00 €
4 Espaços verdes	698.370,96 €
1 Proteção ambiental e energia	300.000,00 €
4 Reabilitação e requalificação urbana	596.585,00 €
1 Rede pública viária	121.770,00 €
4 Segurança e proteção civil	919.700,00 €
TOTAL DE INVESTIMENTO	4.486.770,96 €

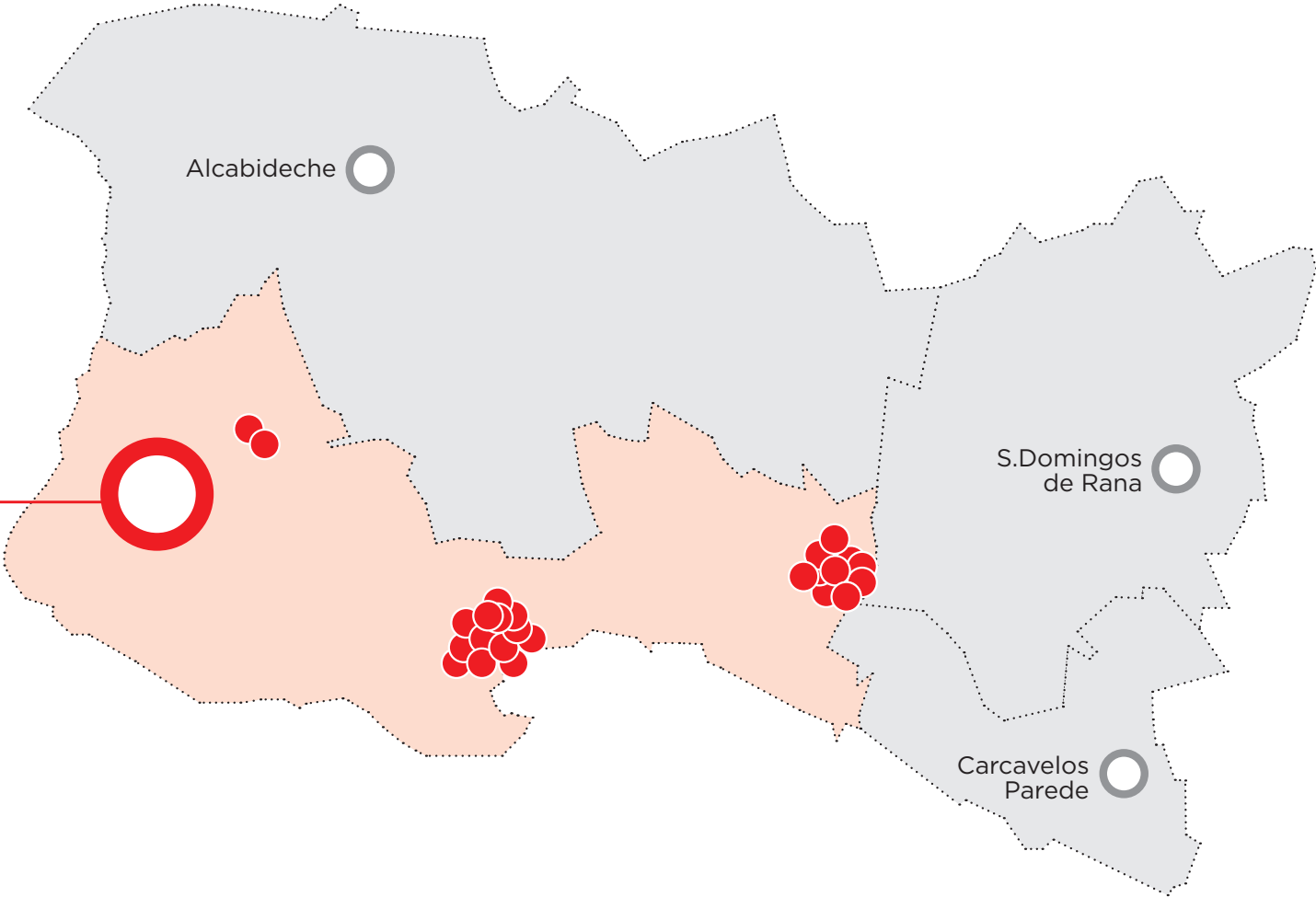


# CASCAIS | ESTORIL

25 PROJECTS

## ÁREAS TEMÁTICAS

2 Ação social	480.000,00 €
1 Equipamentos culturais e lúdicos	82.000,00 €
4 Equipamentos desportivos	1.006.542,00 €
7 Espaços escolares	1.210.037,00 €
3 Espaços verdes	175.000.00 €
3 Reabilitação e requalificação urbana	718.800,00 €
4 Rede pública viária	417.900,00 €
1 Segurança e proteção civil	270.000,00 €
<b>TOTAL DE INVESTIMENTO</b>	<b>4.360.279,00 €</b>



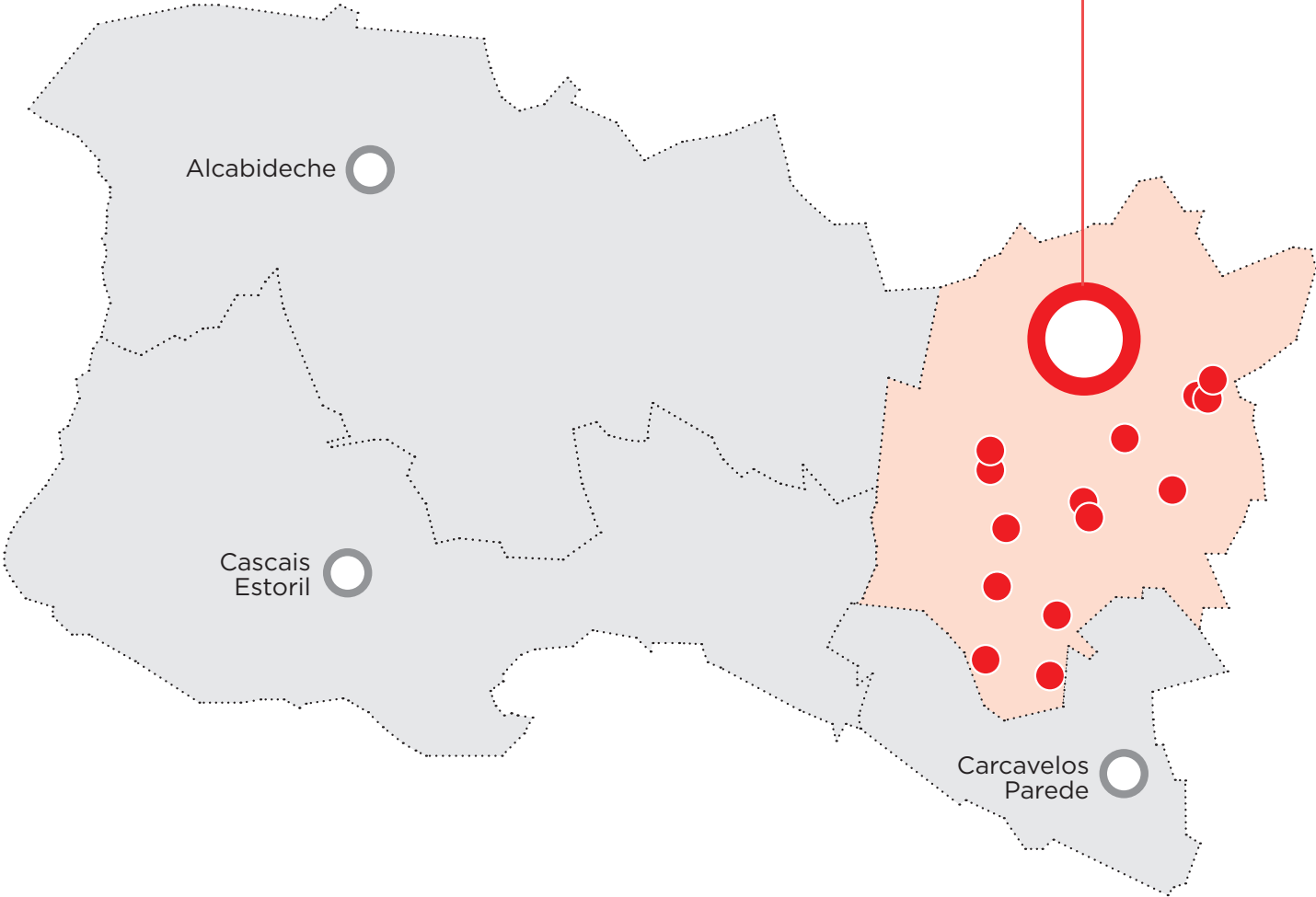


# SÃO DOMINGOS DE RANA

**16** PROJECTS

**ÁREAS TEMÁTICAS**

2 Área social	348.400,00 €
3 Equipamentos desportivos	667.165,00 €
5 Espaços escolares	409.007,72 €
2 Espaços verdes	402.976,64 €
1 Património Histórico	125.000,00 €
2 Reabilitação e requalificação urbana	588.189,00 €
1 Rede pública viária	150.000,00 €
<b>TOTAL DE INVESTIMENTO</b>	<b>2.690.738,36 €</b>



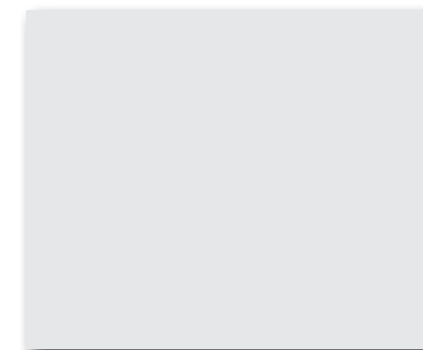
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 919 995 312 (WhatsApp)

 [opcascais@cm-cascais.pt](mailto:opcascais@cm-cascais.pt)





CASCAIS

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