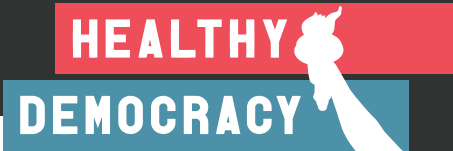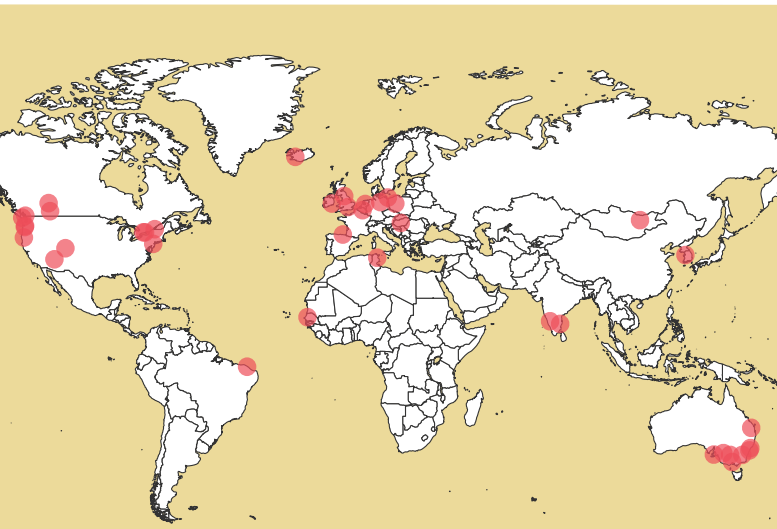# LOTTERY-SELECTED PANELS

A New Kind of Democracy

Lottery-Selected Panels are innovative democratic systems that help governments tackle difficult policy questions.

Panelists are everyday people capable of extraordinary collaboration and sophisticated decision making.
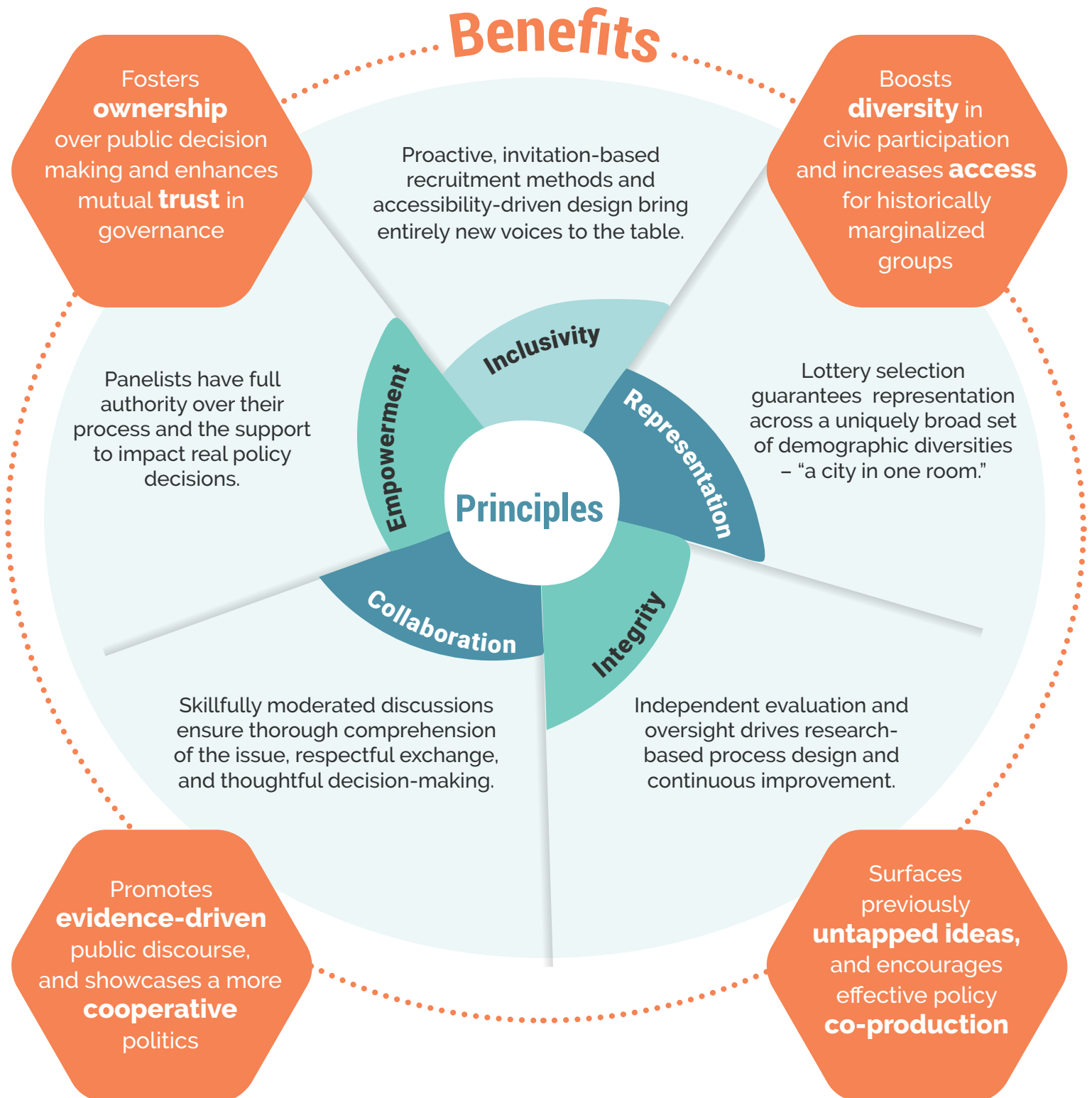
Democratic Lotteries ensure all of us – from every walk of life – have a place in public decision-making. Panels reflect the many diversities of the communities they serve.

In-Depth Deliberation changes decision-making itself. Panelists hear from experts and stakeholders on all sides of an issue, consider policy options, and collaboratively write recommendations.

Around the world, governments are employing Lottery-Selected Panels – often called Citizens' Juries or Citizens' Assemblies – to put people at the center of governance. Healthy Democracy has designed and convened panels in five U.S. states and three countries since 2008. We are best known for Oregon's Citizens' Initiative Review (CIR), which is one of the most researched deliberative processes in the world and was one of the first modern lottery-selected processes institutionalized in government.

PRINCIPLES AND BENEFITS

of Lottery-Selected Panels

HEALTHY DEMOCRACY

Benefits

Principles

Inclusivity

Empowerment

Representation

Collaboration

Integrity

Fosters **ownership** over public decision making and enhances mutual **trust** in governance

Proactive, invitation-based recruitment methods and accessibility-driven design bring entirely new voices to the table.

Boosts **diversity** in civic participation and increases **access** for historically marginalized groups

Panelists have full authority over their process and the support to impact real policy decisions.

Lottery selection guarantees representation across a uniquely broad set of demographic diversities – "a city in one room."

Skillfully moderated discussions ensure thorough comprehension of the issue, respectful exchange, and thoughtful decision-making.

Independent evaluation and oversight drives research-based process design and continuous improvement.

Promotes **evidence-driven** public discourse, and showcases a more **cooperative** politics

Surfaces previously **untapped ideas,** and encourages effective policy **co-production**

Selection

1

Invitation

A group of randomly selected residential addresses receive a letter inviting them to participate in the Panel.
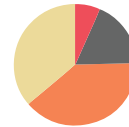
5k-15k
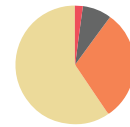**letters mailed**

2

Democratic Lottery

Of those who respond to the invitation, a Panel is selected that represents the unique demographic characteristics of that community.

Education Attainment

- 🔴 No Diploma
- ⚫ High school diploma
- 🟠 Some college
- 🟡 Bachelor's degree

Population   Respondents   Panelists

*"Life often feels like a zero sum game. Here, whenever I contributed, **others gave, too.** That's really exceptional in this world."*

— Dylan, Former Panelist

*"This opportunity to work side by side with fellow voters has affirmed my belief in the **value of public participation** in the democratic process."*

— Melissa, Former Panelist

In-Room

3

Information Gathering

The Panel interviews dozens of experts and stakeholders, and conducts its own research on the topic at hand. With external support, Panelists filter information and conduct gaps analyses to ensure information is strong, reliable, and reflects many perspectives on the issue.

4
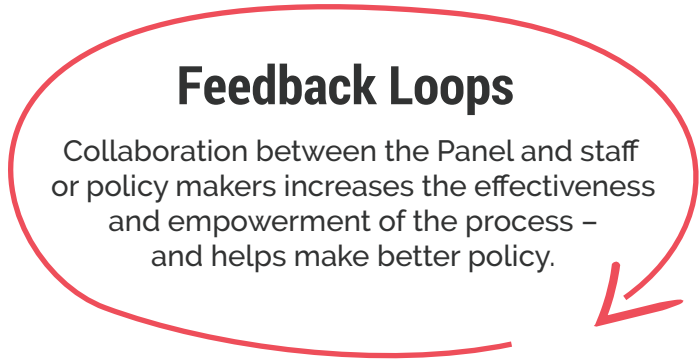
Deliberation

Panelists define decision-making criteria, consider potential policy options, and prioritize alternatives through extensive discussions over multiple days. Panelists spend most of their time in small groups with trained professional moderators. Meticulous process designs enable collaboration between iterative small and large groups.

Feedback Loops

Collaboration between the Panel and staff or policy makers increases the effectiveness and empowerment of the process – and helps make better policy.

5

Recommendations

The Panel produces a set of policy recommendations, including rationales and any dissenting opinions. Their report – written entirely in their words – carries an inherent legitimacy with the public and decision makers. Policy recommendations can inform any stage of the policy process:

Agenda Setting → Visioning → Policy Making → Implementation

TYPES OF LOTTERY-SELECTED PANELS

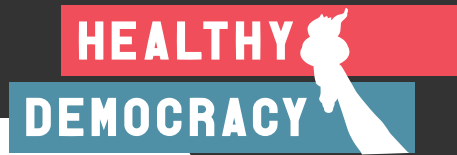*Panels share many core features, but can come in many shapes and sizes – depending on the complexity of the topic at hand and resources available. They can either supplement current public engagement practices, replace existing bodies, or create new democratic infrastructure. We start from the standard templates below, then custom-design each Panel using the options on the following page.*

ONE-TIME NEED		ONGOING NEEDS	
Lower Complexity	Higher Complexity	Lower Complexity	Higher Complexity
CLASSIC PANEL ***Best for a well-defined single policy topic*** (e.g., a new hiring policy or the siting of a new library)	**IN-DEPTH PANEL** ***Best for a more expansive, technical, or contentious policy issue*** (e.g., a downtown plan or Metro-area visioning process)	**STANDING PANEL** ***Best for periodic feedback on a narrow set of policy topics*** (e.g., a public health advisory committee)	**GOVERNANCE PANEL** ***Best for serving multiple departments or a core governance function*** (e.g., civic engagement oversight commission)
20–30 Panelists	30–200+ Panelists	20–30 Panelists (overlapping terms)	20–40 Panelists (overlapping terms)
4–6 full days	5-15+ full days	8–12+ full days/yr	10–20+ full days/yr
10+ information sources	15+ information sources	15+ information sources/yr	20+ information sources/yr
5–10 page report (including criteria & recommendations)	10–20 page report (including criteria, rationales & recommendations)	Brief, periodic reports	Brief, periodic reports
$60,000 – $120,000	$100,000 – $500,000+	$100,000 – $200,000/yr	$150,000 – $500,000+/yr
1+ feedback loop	2+ feedback loops	2+ feedback loops	3+ feedback loops

Case Studies

Milwaukie Jury on Council Pay

20 Panelists • 28 hrs

Over a four-day weekend in 2019, residents of this 20,000-person Oregon city advised decision makers on a tough issue: how much to compensate City Councillors. The Council later passed the Panel's recommendations into law.

Eugene Review Panel on Housing

29 Panelists • 35 hrs

From Nov. 2020 to April 2021, the Panel advised the City on significant housing code changes. The Panel heard from 20 stakeholders and experts, developed a set of core principles, then subsequently reviewed the City's draft code proposals.

Toronto Planning Review Panel

28-32 Panelists • 64+ hrs/yr

Formed in 2015, this Panel periodically consults on major city planning initiatives such as transportation plans, neighborhood visioning, and new community amenities. Each Panelist serves a 2-year term.

Madrid Observatorio

49 Panelists • 64+ hrs/yr

In 2019, the Spanish capital created a permanent Panel as an ongoing fixture of public participation. Panelists reviewed popular proposals raised by fellow residents on an online platform, then refined and prioritized proposals to send to a local referendum.

PROCESS DESIGN OPTIONS

HEALTHY DEMOCRACY

$ ONE-TIME
ONGOING **$**

- Delivers one clear set of recommendations on one discrete policy topic
- Maximizes new perspectives on any given topic
- Demonstrates benefits of new process methodology

- Delivers periodic decisions on recurring policy topics
- Allows Panelists' expertise to evolve
- Increases Panelist ownership and institutional memory with rotating, overlapping terms

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$ SHORTER
LONGER **$** **$** **$**

- May boost participation rates among individuals with less available time
- Provides efficient advice on less complex policy topics

- Accommodates more information, deliberation, and feedback cycles
- Permits time for more Panel self-governance and staffing
- Allows Panels to fulfill multiple policy functions

$ SMALLER
LARGER **$** **$** **$**

- Strengthens Panel's group rapport and trust, potentially improving deliberative quality in the full Panel

- Increases diversity of thought, lived experience, and identity within all demographic targets
- Expands the quantity of new ideas and potential for productive cross pollination

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$ MORE VISIONING
MORE POLICY REVIEW **$**

- Emphasizes the exploration and definition of values
- Produces broad feedback that may be transferable across policy areas

- Prioritizes the consideration of concrete tradeoffs between policy options
- Allows for greater engagement with technical information

$ LESS INFORMATION
MORE INFORMATION **$** **$**

- Increases time spent on deliberation and crafting recommendations
- Allows for more emphasis on Panelists' existing knowledge and opinions

- Expands diversity of views presented to the Panel
- Increases opportunities for different kinds of informational inputs (e.g., surveys, listening sessions, workshops, walking tours, charettes)
- Develops civic capacity for future participation on the topic at hand

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$ EQUALITY-DRIVEN
EQUITY-DRIVEN **$**

- Delivers clear, simple representation
- Upholds traditional democratic norms of fairness

- Recognizes inequalities present outside the process, including differential experiences of Panelists and impacts of the project

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$ FEWER FEEDBACK LOOPS
MORE FEEDBACK LOOPS **$** **$**

- Produces recommendations more efficiently
- Limits potential for outside influence, bias, or cooptation of recommendations Increases autonomy of Panel to pursue entirely its own course of action

- Increases reciprocal trust and buy-in between Panelists and decision makers
- Improves quality and responsiveness of products through iterative collaboration with technical staff, and/ or other advisory bodies

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