



# Workshop Documentation

Workshop hosted by the State Ministry of State of Baden-Württemberg Brussels, 8 October 2014



Baden-Württemberg

**Innovative solutions  
through citizen participation:  
Co-creating the future with citizens**

**Workshop hosted by  
the State Ministry of State of Baden-Württemberg  
Brussels, 8 October 2014**

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## Background and objectives of the workshop

Based on two workshops in 2012 and 2013 in Baden-Württemberg and Vorarlberg, the Minister for Bundesrat, Europe and International Affairs, Mr. Peter Friedrich, and State Counsellor for Civic Society and Civic Participation of the State of Baden-Württemberg, Mrs. Gisela Erler, invited representatives of regional and national governments and other participation experts in Europe to a discussion of key issues around citizen participation and direct democracy in a workshop on 8 October 2014 in Brussels.

The objectives of the workshop were:

- **to facilitate an exchange between representatives of different regional and national governments** on their experiences of civic participation and direct democracy at different levels of government, and
- **to develop the *European Governmental Network on Citizen Participation*.**

The workshop brought together more than 40 representatives of regional and national governments and other participation experts at the Representation of the State of Baden-Württemberg to the EU in Brussels. The event was preceded by an evening reception with an introduction by the Minister for Bundesrat, Europe and International Affairs, Mr. Peter Friedrich, and State Counsellor for Civic Society and Civic Participation, Mrs. Gisela Erler and a keynote speech by Prof. Gerry Stoker of the University of Southampton and Director of the Centre for Citizenship, Globalization and Governance.

The participants very much appreciated the chance to discuss the good practice cases and to participate in the inter-active group work during the one-day workshop. The event was facilitated by Elke Löffler of *Governance International* who also prepared this report. A large-scale visual poster summarising the key points of the day was produced by Laura Brodrick of *Think Big Picture* in the UK.

## Programme of the workshop

The demand by citizens for stronger participation in policy-making and public administration is increasingly part of the debate across the EU Member States. Indeed, most EU Member States and Regions are now committed to involving citizens more intensively in public decisions and administrative processes.

The debate about stronger citizen involvement can learn from approaches in other regions and countries, while recognising the multi-level governance context of the European Union. Exciting ideas and emerging best practices are already available from different parts of Europe but are still not being recognised and built upon as systematically as they could be.

Consequently, the workshop programme was designed to enable the participants to learn from selected good practice cases from across Europe and to discuss how the multi-level governance context of the European Union affects citizen participation and direct democracy.

In particular, the workshop programme included three highlights:

- (1) **Three parallel good practice workshops** showcasing case studies on
  - a. Citizen participation in infrastructure projects and renewable energy:  
Co-operation with stakeholders
  - b. Innovative public policy and public services: Co-design with citizens as ‘experts by experience’
  - c. Bringing about behaviour change in civil society and public administration
  
- (2) **A ‘fishbowl’ discussion forum** which allowed participants to have a debate with State Counsellor for Civic Society and Civic Participation of the State of Baden-Württemberg, Mrs. Gisela Erler, Prof. Gerry Stoker of the University of Southampton and Bruno Kaufmann, Chair of the Election Committee of the City of Falun, Sweden and President of the Initiative and Referendum Institute of Europe.
  
- (3) **A plenary discussion and group session on the *European Governmental Network on Citizen Participation*** to discuss proposals on how the network should be shaped.

The detailed programme as well as the bios of the speakers are included in the appendix.

## Your views on citizen participation

The participants were invited to respond to a number of key questions around 'Your views on citizen participation', set out on a poster. The responses given by representatives of government and non-profit organisations are summarised in Tables 1 and 2.

**Table 1: The views of government representatives on citizen participation**

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree
Citizen participation in planning will improve public decisions.	13	11	0	0
Using the experience of citizens in services will trigger innovations.	16	5	3	0
Front line staff of public organisations are keen to involve citizens.	0	9	12	2
Most citizens do not want to get engaged - only the "usual suspects".	1	5	11	8
Politicians trust citizens to be responsible in their actions.	0	2	13	8
Public managers understand how to support citizens to help themselves.	0	6	9	9

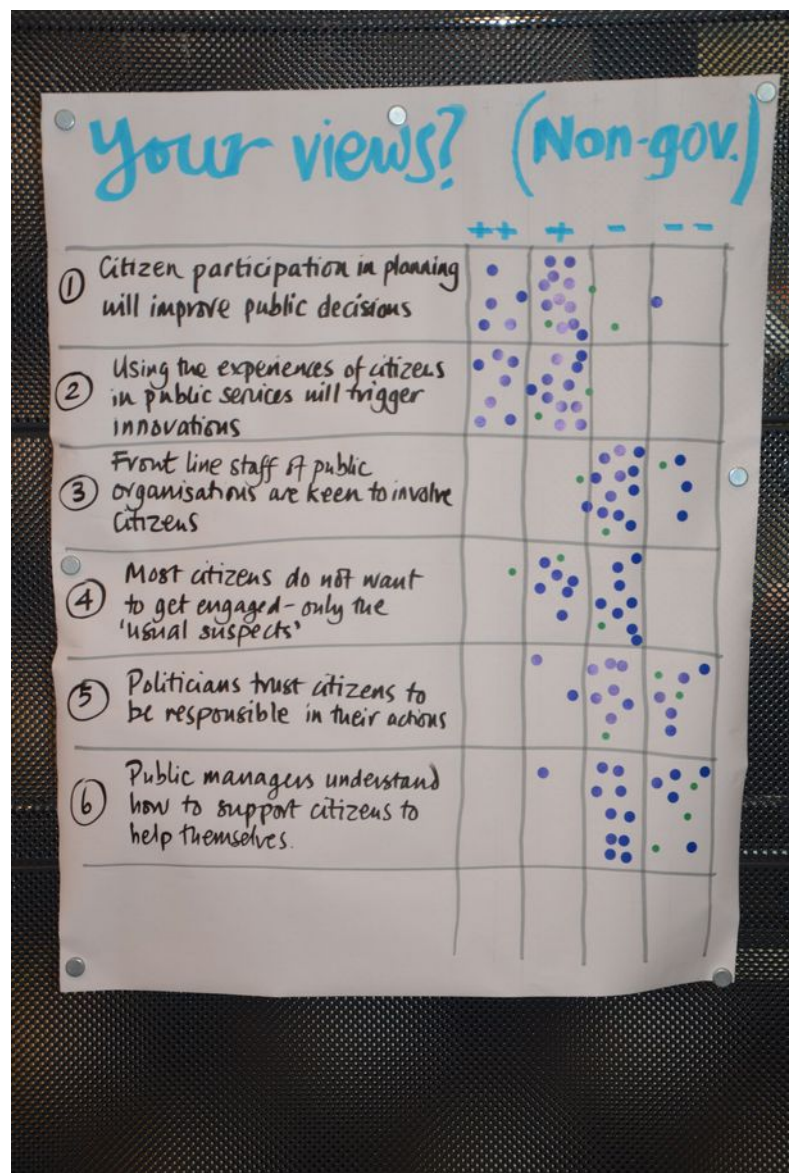
**Table 2: The views of representatives of non-profit organisations on citizen participation**

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree
Citizen participation in planning will improve public decisions.	5	12	1	1
Using the experience of citizens in services will trigger innovations.	7	13	0	0
Front line staff of public organisations are keen to involve citizens.	0	2	12	4
Most citizens do not want to get engaged - only the "usual suspects".	1	7	9	0
Politicians trust citizens to be responsible in their actions.	0	2	8	7
Public managers understand how to support citizens to help themselves.	0	1	10	8

It is striking that the results of both posters are quite similar even though the views of government representatives are a bit more optimistic than representatives of non-profit organisations as far as the benefits of citizen participation are concerned.

Most participants were optimistic that citizen participation will improve planning and trigger innovations. However, the majority of participants, in particular representatives of non-profit organisations are sceptical as to whether front-line staff of public organisations are keen to involve citizens.

The statement that most citizens do not want to get engaged was quite controversial. The large majority of participants thought that politicians DO NOT trust citizens to be responsible in their actions. Finally, a large majority of participants disagreed with the statement that “Public sector managers already understand how their agency can help the public solve problems for themselves”, suggesting that there is still a long way to go before public authorities are really geared up to making the most of the potential of citizen participation and civic society.



Participants of the reception marked their opinion by adding little stickers.

# **A European Map of Citizen Participation: Good Practice Cases**

## **Case Studies 1-3:**

**Citizen participation in infrastructure projects  
and renewable energy: Co-operation with stakeholders**



# Case Study 1: Creating “Guidelines for a new Planning Culture” and an “Administrative Regulation for Early Public Participation” in the State of Baden-Württemberg

## **Objectives**

The coalition agreement between the governing parties in Baden-Württemberg demanded that the government should create guidelines for participation in planning processes. This was a direct consequence of the conflict about “Stuttgart 21”, the proposed new central rail station in Stuttgart. The state government developed a guideline and administrative regulations that defined at what point in time citizens can be involved and how.

## **How were the objectives achieved and who was involved?**

The process of developing the guideline and the regulations was organised in several steps. First, there was a set of hearings with a small group of experts from academia, civil society and public administration. In the second step, working groups with public officials, randomly selected citizens and representatives of civil society took place. Last but not least, the final draft was discussed with public sector organisations affected by the guideline.

## **Results**

The result of the developing process was highly satisfactory. However, it was also a difficult experience. The people mainly affected by the new regulations were concerned about the additional time and resources required by more intensive public participation. Because the guideline and the regulations are aimed at future infrastructure projects, the outcomes of their application are not visible yet.

In respect of the actual content, the guideline states that citizens and the public have to be involved at an early stage – indeed, they should be included already at the very beginning. At the starting point, the project proposers should discuss with citizens and civil society which steps they are going to take. These steps need to continue until the full implementation of the project has taken place. Thus, communication and participation will be needed over the whole planning and construction period.

**Learning points**

Including people, that are affected by changing regulations, is vital.

**Further information**

- [http://beteiligungsportal.baden-wuerttemberg.de/fileadmin/redaktion/beteiligungsportal/StM/140717\\_Planungsleitfaden.pdf](http://beteiligungsportal.baden-wuerttemberg.de/fileadmin/redaktion/beteiligungsportal/StM/140717_Planungsleitfaden.pdf)
- [www.beteiligungsportal-bw.de/planungsleitfaden](http://www.beteiligungsportal-bw.de/planungsleitfaden)

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## **Case Study 2:**

# **Cross-border participation of citizens and public authorities in the Upper-Rhine-Region in environmental issues based on the Espoo convention**

### **Objectives**

The Espoo convention from 1991 commits every signatory state to a certain standard in their treatment of environmental affairs. It also embodies the necessity to consider the area of the neighbouring country and the population living there, in the case of projects which are close to an international border, with procedures for pollution control. The goal is to treat the environment as a common living space, where all citizens have the same civil rights without any restriction of borders or nationality, and where nature has to be preserved on both sides of the border. During the administrative procedure the state of origin has to extend the environmental impact assessment to the neighbouring country, if it is within the radius of the assessment area. And the state of origin has to provide an opportunity to every citizen in the affected area to participate in public procedures. When this is achieved, borders will no longer constitute an obstacle.

### **How were the objectives achieved and who was involved?**

Already in 1982 there was a first tri-national recommendation about the need for a common and equivalent method for cross-border information and participation in environmental matters in the Upper-Rhine region. The Upper Rhine was therefore a pioneer in this kind of cooperation, which was neither regulated, required nor practiced anywhere else. While the Espoo convention and the Guidance on its Practical Application from 2006 extend the impact assessment to all relevant neighbouring countries and to publish the emission control act in neighbouring countries it does not define HOW to do this. The Espoo convention remains vague in this respect and essentially states: Sort this out yourself in the areas of the specific parts of the borders concerned.

And that is what the Upper-Rhine Conference did with the development of its own manual in 2005, later enlarged to regional development planning in 2010. This encapsulated an ingenious approach regulating who informs, when, whom, how, with what and what the receiver has to do with it. But what has to be regulated?

The essential problems are transparency, equivalence, mutuality and the avoidance of the violation of sovereignty of the neighboring state (or even any suspicion of such violation). Very im-

portant at the same time is the principle of so-called 'head offices'. The state authorities in the region, where the most procedures and the key professional knowledge are located, should exercise the roles of experienced 'central sender'. This approach is meant to prevent confusion or lack of co-ordination, given that too many different actors might overcomplicate the process. The 'receiver' decides which other authorities and technical services must be involved in its country, since it is assumed to know best how things are placed on its side of the border. These procedures are meant to avoid the possibility that state of origin is accused of mistakes regarding the participation of the other side. In addition, the 'receiver state' is responsible for information dissemination to the public by its own methods, mostly through an official communiqué published in a newspaper to inform citizens about the relevant administrative procedures in that country and how they can participate. After publication, there still remain further issues to be dealt with, in case of problems, e.g. questions about missing details, organisation of cross-border "round-tables" with relevant authorities, civil associations, experts and citizens. The main objective is to promote the participation of citizens who should have the appropriate information and who must themselves take responsibility for acting as a kind of European citizenship.

The costs of the participation are easy to identify: The publication of the announcement of the consultation is paid for by the receiver state. The participation of citizens and of public agencies is managed by public officers who should ideally be bilingual.

## **Results**

Both representatives of public authorities and citizens of neighbouring countries can give their comments to the "central sender" in the official languages of the respective neighbouring countries.

## **Learning points**

After the Espoo convention, the Upper-Rhine had to extend its regulations to cover participation not just between administrations but also with citizens. However, many other states and border regions in Europe are to this day experiencing difficulty with the issue of cross-border cooperation in environmental matters or are still harbouring concerns from previous debates, e.g. on whether any external authority or citizen has the right to interfere in the internal affairs of another state. In the meantime, all European States have ratified this convention. The Espoo convention regulates certain environmental standards about how citizens can influence policy within their own countries. But above all, the Espoo convention was the "mother" of a range of other international resolutions, conventions, directives and national laws which regulate, among other

things, cross-border relations in environmental matters with neighbouring countries. Consequently, its basic concept is now seen as valid in all signatory states, whether in an EU Member State or not, and whether directly applied or via EU directives and national laws. This kind of cross-border cooperation, stemming from the Upper-Rhine region, should provide a good practice example on a wider basis. .

#### **Further information**

- [www.oberrheinkonferenz.org/de/umwelt/downloads.html](http://www.oberrheinkonferenz.org/de/umwelt/downloads.html) (German version)
- [www.conference-rhin-sup.org/fr/environnement/telechargements.html](http://www.conference-rhin-sup.org/fr/environnement/telechargements.html) (French version)
- Jörg Gantzer (2005), Grenzüberschreitende Behörden- und Öffentlichkeitsbeteiligung bei umweltrelevanten Vorhaben am Oberrhein (Cross-border participation of public authorities and citizens in environment issues at the Upper-Rhine), VBIBW Heft, pp. 464-470 (in German).

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## **Case Study 3:**

# **Public participation in cross-border electricity infrastructure projects - EU guidelines and good practice examples**

### **Objectives**

The “Guidelines for Trans-European Energy Infrastructure” (hereafter referred to as “TEN-E Guidelines”) have three main goals: they should contribute to achieving the European single energy market, to a high level of security of supply, and to sustainability. Since local opposition has been identified as one of the factors that prolongs implementation of new power lines, a higher level of acceptability achieved through more public participation and more transparent planning procedures are also core objectives of the legislation.

### **How were the objectives achieved and who was involved?**

The legislation includes several obligations for national governments and project promoters to improve the engagement of citizens and stakeholders in both the formal authorisation procedure and the informal dissemination of information. These obligations entail:

- a) obligatory public consultation before the official authorisation procedure
- b) launch of a project website
- c) establishing a transparency platform of the European Commission, including basic information about every project
- d) publication by the authorising authority of a “manual of procedures”
- e) design of a one-stop-shop authorisation procedure to reduce complexity the process.

### **Results**

The TEN-E guidelines are currently translated into national law. Some initial manuals of procedures have already been published.

### **Learning points**

Official authorisation procedures are very complex and difficult for citizens to understand. Adding another level – in this case the European level of identifying “projects of common interest” - adds to the complexity and does not necessarily help. However, particularly in countries that do not have a tradition of public participation in planning procedures, European guidelines can help them to learn from their peers and introduce at least minimum standards.

For the implementation of the authorisation procedures for power lines, it has also become obvious that the mandatory tasks and the formal procedures alone cannot achieve more acceptability. It is rather the informal activities of both project promoters and authorisation authorities (information events, feedback opportunities, joint fact finding) that make a difference.

Even though many of the participation opportunities have been specifically introduced by legislators in order to accelerate planning procedures, experience shows that real participation needs time and resources, so that there is a limit to the extent to which the authorisation process can be speeded up.

### **Further information**

- The TEN-E guidelines: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:115:0039:0075:EN:PDF>
- RGI Factsheets: <http://renewables-grid.eu/documents/topical-fact-sheets.html>
- Manual of procedures (UK):  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/311184/uk\\_manual\\_procedures\\_ten\\_e\\_regulation.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/311184/uk_manual_procedures_ten_e_regulation.pdf)
- BESTGRID (EU funded project testing better practices regarding public participation in grid development): [www.bestgrid.eu](http://www.bestgrid.eu)

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## **Case Studies 4-6:**

**Innovative public policy and public service: Co-design with citizens as “experts by experience”**



## **Case Study 4:**

# **Citizen participation in the Catalan Water Management Plan in the Region of Catalonia**

### **Objectives**

The Catalan Water Agency (a public entity of the Government of Catalonia, attached to the Department of Town and District Planning and Sustainability, and responsible for policies concerning water) is in charge of the revision of the Water Framework Directive 2000/60/CE. A citizen participation process is compulsory in developing this revision. The objective is to update the Catalan River Basin District Management Plan. In order to achieve this objective, the Catalan Water Agency has asked for the support of the Citizen Participation Processes Unit of the Catalan Government (Subdirecció General de Qualitat Democràtica) to plan and monitor the quality of the citizen participation process.

### **How were the objectives achieved and who was involved?**

The first phase of this process, from 2006 – 2010, aimed at developing the first cycle of the Catalan Water Management Plan. This included 16 territorial citizen participation processes, with a cost of €125,000. More than 800 individuals were involved, as well as 467 entities.

The second phase aims at revising the first cycle of the Plan. The so-called 2nd Cycle of the Catalan Water Management Plan (CWMP) has taken place in 2014. During the first semester around 107 participants have been involved in a sectorial debate (including public administration, business and industry, the agricultural sector and environmental and social organisations) in order to provide a diagnosis of the 1st CWMP. The second semester of the year was devoted to allowing citizens to come up with proposals for future actions. This time there were thematic debates with a focus on water saving and efficiency, water treatment, water and environment and agricultural pollution. The total cost of the revision of the plan in 2014 is €19,844.

## **Results**

In terms of improving social cohesion and the development of citizenship, this process has been the biggest participation project that has ever been carried out in Spain. Furthermore, the process has also been very innovative. It has provoked changes in public administration, as initially opposed stakeholders turned progressively to having constructive dialogue with each other.

Finally, in terms of improving public policies, very sceptical actors involved at the beginning, became aware of the importance of civil society

## **Learning points**

There are two challenging points:

- Accountability makes no sense without a follow-up process.
- The creation of networks requires a big effort and their continuity is often uncertain.

## **Further information**

An external evaluation is being carried out with results expected by the end of the year.

[Implementation of WFD. 2nd Cycle Management Plan. \(Catalan version, English is being updated\)](#)

## **Main contact**

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## Case Study 5:

# The participation of ‘experts by experience’ in poverty and social exclusion in Belgian social policy

### Objectives

The project aims at improving the accessibility of federal public services by incorporating the perspective of citizens who have experienced poverty or social exclusion. The collaboration of public officers with ‘experts by experience’ contributes to the modernisation of public services and improves access to basic social rights for all.

### How were the objectives achieved and who was involved?

The Federal Public Service for Social Integration, Fight against Poverty, Social Economy and Urban Policy (FPPS) was in charge of carrying out the decision of the Council of Ministers of 2004 to introduce ‘experts by experience’ into the Belgian Federal Service. In the first phase, two ‘experts by experience’ were engaged within the FPPS with the task to develop the framework of the project, its delivery and its follow-up, as well as to ensure the supervision of the ‘experts by experience’ themselves. The experts by experience are recruited on the basis of a full-time employment contract in the FPPS

The ‘experts by experience’ follow training tailored specifically to their tasks which is developed in partnership with the responsible authorities and the training unit of the Federal Public Service.

The experts by experience work on the basis of secondments in other federal services with the FPPS ensuring the necessary support and supervision. The ‘experts by experience’ are supported and coached by the co-ordination team in federal partner organisations to maximize their integration and make the most of their skills.

In September 2005, sixteen ‘experts by experience’ were taken on and were seconded to nine federal public services. In May 2008, twelve new ‘experts by experience’ were taken on and five new federal partners joined the project.

We are now at the end of the second ESF Programme (2008-2014). The future will be the mainstreaming of the ‘experts by experience’ co-production approach within the federal public ser-

vices. Consequently, this will not be a “project” any more but a service devoted to reducing poverty and social exclusion and to modernise public administration.

## **Results**

Due to the initiative of the FPPS and the ‘expert by experience’ working for the Crossroad Bank for Social Security, some rights are now automatically given to people who deserve it, without asking for much paperwork.

A lot of people have regained their rights to social security due to the work of experts by experience (Auxiliary Illness and Disability Insurance Fund (AIDIF), Federal Public Service (FSP) Justice (House of Justice), Saint-Pierre University Hospital in Brussels, Federal Public Service (FPS) Health, Food Chain Security and Environment).

At the regional branch of the National Pensions Office (NPO), the administrators go to meet the people where they are (sometimes in the street) with the ‘expert by experience’ based in this agency.

## **Learning points**

- This approach does indeed lead to development of structural innovations that reduce the gaps separating the poorest from the rest of the population and, in particular, give more access by poorer people to the Federal Public Services.
- The tasks carried out by the ‘experts by experience’ at work are not “peripheral” and are not separate from the current activity of the department but are actually core to the respective strategies.
- The ‘experts by experience’ are integrated into the teams and are recognized as equal colleagues in the exercise of their work responsibilities.

## **Further information**

<http://www.mi-is.be/en/anti-poverty-policy/hands-on-experts-in-poverty>

## **Contacts**

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## **Case Study 6: Rendez-vous régional – cross-border citizen participation and civic engagement in the Upper-Rhine-Region**

The Tri-national Metropolitan Region of the Upper-Rhine has the objective of developing cross-border cooperation in the Upper-Rhine. This also involves the development of a proper identity for the region. In order to bring about this culture change citizens, have to be involved in the development of the concept and strategies of the Tri-national Metropolitan Region Upper-Rhine from the very beginning and in a sustainable way.

The objective of the engagement process “Rendez-vous régional“ was to engage residents living in the Upper-Rhine actively in the development of the metropolitan region. Furthermore, the networking between cross-border civic society and politicians, business and academia should be improved to ensure that civic society is taken seriously as an actor.

This was addressed through the organisation of three citizen fora in Strasbourg, Karlsruhe and Basel to enable citizens in the Upper-Rhine region to get engaged. The facilitation of the event was done by a professional agency in two languages.

The results of the citizen fora were documented and summarised. The proposals were presented to experts in three hearings which resulted in 11 new projects. During the 13th Tri-national Conference on 27 June 2012 the political decision-makers in the Upper Rhine committed to a joint declaration to implement the new projects.

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## **Case Studies 7-10:**

**Bringing about behaviour change in civil society and public administration**

## **Case study 7:**

# **How to create a good neighbourhood? Proposals and impact of a state-wide wisdom council in the state of Vorarlberg**

### **Driver of the participation approach**

Each year the state Parliament of Vorarlberg invites the public to an enquiry to discuss pressing public issues. The choice of the topic rotates between the political parties. In 2012 the Social Democratic Party chose the issue "Neighbourhood management - Ways towards good relations at neighbourhood level". The Office for Future-Related Issues (Büro für Zukunftsfragen) was invited by the Parliament for the second-time in a row to run a state wide 'wisdom council' to gauge the opinions of the public. To hear the opinion of 'everyday experts' proved enriching for policy making.

### **Objectives**

The planning and creation of areas for new construction is not only an issue for architects and builders but also presents social challenges. This is why the Parliament of the State of Vorarlberg raised the issue of how to create a good neighbourhood which would not only provide sufficient living space but also meet the social needs of local residents. The growing diversity of interests within the population presents with new challenges and requires new approaches to create sustainable and liveable environments.

### **Who took part in the process?**

Invitations were sent out to 600 randomly selected citizens from Vorarlberg from which 11 people took part in the wisdom council from 9-10 November 2012. 80 people replied to the invitation and excused themselves for various reasons (lack of time, job, family, etc.).

### **What was achieved in the wisdom council?**

The wisdom council came to the conclusion that the key principles of functioning neighbourhoods are respectful and tolerant attitudes and open and honest communication. The participants developed an approach of 'neighbourhood democracy', which is rooted in individual



drivers and opportunities to shape one's own neighbourhood. However, in order to become real, places of communication, mediation and appropriate decision-making structures are necessary.

#### **What happened with the results?**

The results of the wisdom council were presented on November 2012 in public at the request of the Parliament. The event was joined by a lot of experts and interested citizens. The Austrian Broadcasting Company ORF covered this state-wide event in all of its media channels (web, TV, Radio). After this presentation the participants of the wisdom council discussed the results once more in a 'world cafe' setting.

Furthermore, the results informed the work of the 'Institute for Social Services' (Institut für Sozialdienste IFS). In particular, the state government took the decision to implement a so-called "Schlichtungsstelle" (mediation service), which is responsible for conflict prevention and other issues which were important for the participants of the wisdom council. Last but not least, the Office for Future Related Issues (Büro für Zukunftsfragen) and the 'Institute for Social Services' (Institut für Sozialdienste IFS) work on the implementation of a so-called "Siedlungsrat" (neighbourhood council).

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## Case Study 8:

# Falun Democracy City in Sweden

### Objectives

Falun Democracy City is not a project but a process - or more precisely, a long-term policy encouraging and supporting active citizenship and participatory democracy in the Municipality of Falun in central Sweden. The rationale for this initiative is that voting at elections is no longer sufficient but it is also important to give citizens a voice between elections to avoid leaving many citizens outside the public debate, agenda-setting and decision-making processes.

Falun Democracy City was launched in 2012 by a decision of the city parliament as a response to a growing number of legal tools offered by the (new) Swedish constitution of 2011, enabling citizens, among other actions, to set individual initiatives on the agenda of local parliaments and to question parliamentary decisions by calling a local (or regional) referendum.

### Development

The development of Falun Democracy City has already concluded two phases and launched a third phase.

- . A) Design phase (2011-12), which was coordinated by an elected Commission, including nine members of the municipal parliament and defined the key areas and measures to be developed. It was called the "Falun Democracy Plan" (Budget: approx 50,000 EUR)
- . B) Implementation phase (2012-14), which implemented the various action points of the plan, including Democracy Centres, Democracy Navigators, Youth Democracy, Democracy Web and Democracy Network. This phase was coordinated by a (parliamentary) elected Democracy Council with five members and included the launch of a Democracy Week (2013) and a Democracy Day (2014) (Budget: approx 100,000 EUR/year)
- . C) Democratisation phase (starting from 2014): The objective of this third phase is to bring about culture change and to mainstream active citizenship and participatory democracy within the city administration, all political areas and civil society in Falun (Budget: approx.. 200,000 EUR/year)

## **Results**

The Falun Democracy City process has improved the perception of modern democracy in Falun, from a predominantly electoral cycle of four years to a continuous activity involving the whole population as well as local public services and elected politicians and political parties. Activities have involved thousands of inhabitants and contributed to the fact that more citizens than ever (more than 87%) participated in the 2014 local elections. A growing number of individual agenda initiatives and citizens' initiatives have been launched – and the new infrastructure such as the Democracy Centres and Democracy Navigators have started to catalyse culture change, which will contribute to making public decisions more understandable, more legitimate, more sustainable and – most importantly – democratically more efficient.

## **Learning Points**

One – Go Broad! Every vote counts, every voice is heard. You need to create a broad consensus to start the process first by including all relevant political forces in the planning phase. This ensures the success and legitimacy of the subsequent implementation phase.

Two – Go Deep! It's the conversation, stupid. The more you reach out with your identified actions for active citizenship and participatory democracy, the more likely they will survive any future political storms.

Three – Go Far! There is no way back. A modern democracy requires participatory politics as well as elections. For this reason you need to mainstream and safeguard your progress by some sort of “constitutional” guarantees.

## **Further Information**

[www.falun.se/democracy/democracypass](http://www.falun.se/democracy/democracypass)

## **Main Contacts**

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## **Case Study 9:**

### **Creating a culture of participation:**

### **The law on civic participation of the Region of Tuscany**

#### **Objectives**

The Tuscan law on civic participation aims at “renewing democracy and political institutions through practices, processes and tools of participatory democracy”.

Specific objectives of the new law implemented in 2007 in the Region of Tuscany include:

- Improving public policies through citizen participation;
- Promoting citizen participation in public administration;
- Creating new forms of communication between public services and civic society;
- Valuing the skills, knowledge and expertise of civic society, in particular of so-called disadvantaged groups;
- Disseminating new technologies of information and communication to enable the participation of citizens at regional and local levels.

#### **How were the objectives achieved and who was involved?**

The Regional Agency for Citizen Participation is responsible for monitoring the implementation of the regulations by regional and local public sector organisations. The Regional Law 46/2013 is based on two key elements:

##### 1) Public Consultation

According to this law, "public contracts, projects and actions of particular importance for the regional community" may be suggested for a public debate.

The law defines public consultation as "a public information process, exchange and participation" during the initial stages of a project" when "all options are still possible" or in “later phases of the project provided final decisions have not been taken yet”.

The main innovation of Regional Law 46/2013 is the introduction of mechanisms which make the launch of a public debate compulsory if certain conditions are met. This includes the defini-

tion of financial thresholds and the nature of the public contract. The financial threshold for the mandatory introduction of a public debate has been set at € 50 million.

For public contracts below this threshold it is up to the Regional Agency to assess the importance of the project at regional level and the conditions for launching a successful public debate.

The Regional Agency is obliged to take a decision based on the results of the consultation and its own assessment. In particular, it guarantees

- a) Procedures and tools which ensure an inclusive and transparent consultation process;
- b) Establishes the phases and the duration of the debate, not more than eighty days except in case of justified delays of maximum one month. This period takes effect from the conclusion of the investigation phase, which - in turn – also cannot exceed eighty days.
- c) Appoints an independent facilitator with professional expertise who is responsible for facilitation of the consultation process. The Agency may also facilitate the consultation if this is considered to be appropriate.

The Agency receives the minutes from the facilitator including "key points made and results", highlighting "all the arguments put forward and the resulting proposals". This report is made public and sent to the Regional Government and the Regional Parliament, and to the Developer who, within a period of three months, must disclose if he/she "accepts" the results of the consultation, "proposes amendments", or "confirms" the original plan. Feedback of public authorities and private actors on the results of the public consultation is a very important requirement of the new Law, which, indeed was already included in the previous Law 69/2007).

## 2) Support of local participation processes

The Regional Law provides for financial, methodological and logistical support to local participatory processes on a well-defined theme during a maximum period of six months (except justified exceptions, not exceeding three months).

Methods and tools to be used in each project are submitted to the Regional Agency which has the duty to ensure that the participation process is inclusive. Organisations seeking the support of the Regional Agency shall commit to "take into account" the results of the participation process when making a final decision.

Proposals for local participation processes can be submitted by

- a) Local authorities in the Region of Tuscany (individually or as a partnership);
- b) Business;

- c) Citizen associations (based on a specified number of signatures defined by the law);
- d) Schools which do not have to submit signatures but a formal decision of the school board.

## **Results**

Number of participation processes and citizen-led projects since 2007:

- 220 Applications
- 116 participation processes
- Average costs of each project : 33.000 €

Who applied?

- 67 % Local Authorities
- 21% Schools
- 12% Citizen Associations
- 0% Business

Who participated in the process supported by the law?

- 116 processes affected 2 million citizens out of a total population of 3 750 511 in the Region of Tuscany (2014)
- About 80.000 participants
- About 10.000 active participants

What was the focus of the 116 projects?

- 19% Participatory budgeting
- 21% Education
- 19% Urban renewal
- 10% Town-planning
- 7% Environmental policies
- 6% Institutional rules
- 6% Social and economic policies
- 5% Road & rail infrastructure, harbours

### **Learning points**

These experiences show

- a) That the local level is more “receptive” to citizen participation than the regional level
- b) The emergence of new actors (such as participation consultants) in the Region of Tuscany.

### **Further information**

<http://www.consiglio.regione.toscana.it/oi/default.aspx?idc=47>

### **Contacts**

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## **Case study 10:**

### **Participatory places: How ‘silent’ groups can be drawn in**

#### **Objectives**

Certain groups tend not to be included in political processes. They refrain from participating in elections, in referenda or in deliberative processes. An observation which confirms this tendency is the fact that, for example, in deliberative processes, the same type of participant is showing up again and again (typically retired and well educated men). Politics and academia identified this problem but remain short of possible solutions. The project “participatory places” will empower those “silent” groups by engaging them actively.

#### **How were the objectives achieved and who was involved?**

The objective of the project “participatory places” is to involve so-called “silent” groups. Administrators and politicians are asked to visit places where those groups are: multi-generation houses, family centres, mother-child centres, youth centres, neighbourhood centres, schools, etc. The first step was to get in contact with social workers and staff of these institutions. A private foundation is our partner and shares resources. After a call for proposals, 16 representatives of eight institutions have been granted training as professional facilitators. As “citizen experts” they will be able to organise round tables or similar participation processes.

#### **Results**

No results are available yet. It is intended that these ‘participatory places’ are active players in communities which face a number of challenges (e.g. refugees, social housing).

#### **Learning points**

The new approach of this programme is the focus on local, social hubs like multi-generation houses, family centres etc. This could be a model for other programmes and initiatives.



## Further information

The Round Table-Approach of the Breuninger Foundation (in German):

<http://www.runde-tische.net/projekt-orte-fuer-beteiligung.html>

## Contact

Staatsministerium Baden-Württemberg

Stabstelle der Staatsrätin für Zivilgesellschaft und Bürgerbeteiligung

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*The results and findings were drawn on paper by Laura Brodrick.*

# Results of the group work of the good practice sessions

Following the presentation of the good practice cases the participants were asked to undertake some group work to discuss:

- a) What are the positive or negative EFFECTS of citizen participation?
- b) Which BARRIERS does citizen participation face?
- c) What are the SOLUTIONS in order to overcome the identified barriers?

The rapporteurs of each group – Michael Lederer of the Agency for Future Issues of the State of Vorarlberg, Bruno Kaufmann of IRI and Fabian Reidinger of the State Ministry in Stuttgart – summarised the results of the group work.

## **Effects of citizen participation**

- More acceptance of public decisions by citizens, as they are better informed – in particular, the experience of Wisdom Councils in the State of Vorarlberg show that citizens can even deal successfully with complex issues.
- Less conflict and dispute after political decisions have been made, even on contentious issues related to large infrastructure projects.
- Development of citizen networks across borders through cross-border cooperation, as for example, in the Upper-Rhine Region.
- Development of innovative projects and identification of new solutions by harnessing the creativity of civil society – the work of ‘experts by experience’ in poverty and social exclusion in Belgium welfare services shows that the ‘target groups’ of policies must be part of the solution.

## **Barriers to citizen participation**

- The ‘expert-based’ culture in public administration and use of technical language which is at times difficult to understand for citizens.

- Citizens may find it hard to understand how to start their own initiatives or who to address themselves to in public agencies, as they may lack knowledge of procedures or the opportunities for getting engaged.
- Citizens who are lonely and excluded from society are unlikely to get engaged.
- Cross-border citizen participation faces additional challenge of lack of common language, education systems, history and values.
- Citizen participation processes take time and may give rise to fears in public administration about losing control.
- Planning procedures and legal frameworks are often perceived as inflexible.

#### **Solutions for overcoming barriers to citizen participation**

- Open up political decision-making processes and encourage bottom-up citizen participation, e.g. as practiced within the model 'Democracy City Falun'.
- Develop an infrastructure for citizen participation - in particular, provide information on public issues in different public spaces which are accessible to citizens.
- Plan participation processes before, during and after political decision-making processes. Most importantly, it is key that governments provide feedback to citizens on how they respond to the comments and suggestions of citizens.
- Discuss and agree on 'rules and guidelines' so that both governments and citizens have clear expectations of the participation process.
- Build on existing networks at local level – for example, citizen associations and Facebook groups.
- Focus on the skills and expertise of citizens as 'experts by experience' and use an assets-based approach which focusses on what citizens know and can do.
- Undertake capacity-building of staff and citizens to help them develop new skills.
- Make better use of the internet and social media to engage in existing conversations of citizens and use the same communication channels that citizens use.
- Remember that the development of a participatory culture takes time - in particular, trust can only be developed over time.

- Make citizen participation cost-effective – this is even more important in times of austerity.
- Develop an evaluation framework at the start of participation projects and define clearly which objectives are to be achieved through the participation process.



# **Fishbowl session: Citizen participation in a multi-level EU governance context – Learning together and from each other**

The fishbowl discussion strongly focused on political issues of citizen participation and the relationship between representative, participatory and direct democracy in a multi-level EU governance context. As Mrs. Erler reminded the participants, when opening the debate: “Politics matter in public participation”.

The speakers who provided continuity in the fishbowl – including Mrs. Erler, Gerry Stoker and Bruno Kaufmann – and the participants joining the fishbowl and contributing to the evolution of the debate – made the following points:

- The recent referendum in Scotland and the public debate on the future of Catalunya in Spain and in the EU show the desire of many citizens to have a public debate on how to change relationships between regional, national and EU levels. However, in many EU countries there is still relatively little experience of how to design citizen participation on issues such as political decentralisation, accountability and the EU integration process. Some participants thought that experimentation will be needed, which will allow regional and national governments to learn from each other on how “to change the rules of the game in a participatory way”, as one participant suggested.
- The debate also showed that many regions and EU countries are faced with similar tough policy issues, such as high levels of youth unemployment, widening inequalities in civic society and the low social inclusion of Roma and Sinti, all of which issues are calling for public participation. Another common challenge for policy-makers is the level of votes gained by political parties on the extreme right, such as the Front National. One participant suggested that rather than ignoring them, it is better to challenge non-inclusive views and forms of behaviour and to engage with citizens representing such views in a face-to-face dialogue in daily life.
- While many policy-makers view protest on the streets as an undesirable form of political expression, a number of participants suggested that this is just another form of public participation. Gisela Erler thought that “political parties can learn a lot from ‘street protests’ and benefit from them as a source of innovation to stay ahead in the political debate”.

- Another issue discussed was the right mix between representative and participatory forms of democracy. A study undertaken by the State Ministry of Baden-Württemberg and the Bertelsmann Foundation in Germany provides evidence that these forms of democracy are complementary and may support each other. As Gerry Stoker stressed, the “task of political representation is to represent citizens... this involves public consultation and participation of citizens”. Bruno Kaufmann proposed that “if people are good enough to elect political representatives, they are good enough to be engaged”.
- A participant thought that a key challenge to both representative and participatory democracy is the call for a single, ‘strong’ leader, when actually partnership working between different organisations and co-design of solutions with citizens may well deliver much better results. Another participant thought that this tendency is reinforced by the role of media who prefer to focus on single, ‘strong’ leaders rather than groups.
- Another common challenge identified was how to overcome institutional inertia which often makes it difficult to plan and deliver citizen participation. One participant commented “just do it and do not ask for permission”.

The fishbowl discussion demonstrated lots of common challenges for strengthening participatory and direct forms of democracy within the EU context. However, it also showed new opportunities for regional and national governments to engage with citizens. This led to some final discussion in the fishbowl debate on the need for a European Governmental Network on Citizen Participation, which was then explored further in a plenary debate.



# Next steps: Themes and potential projects for the European Governmental Network on Citizen Participation

The participants suggested a number of themes and issues to be explored further in the European Governmental Network on Citizen Participation. These included:

- To share good practice cases in citizen participation and direct democracy with a focus on cross-border and multi-level issues.
- To focus on the conditions and necessary changes in public administration in order to strengthen citizen participation and direct democracy.
- To explore the role of ICT and social media to reach out to new groups.
- To gather innovative ideas on how to involve citizens and groups who usually do not participate.
- To draft a list of the top ten arguments for citizen participation.
- To collect ‘myth-busters’ to be used to counter arguments against citizen participation
- To assess outcomes of citizen participation.

Most participants agreed that the network would have to be flexible and efficient. In particular, there was interest in the following network activities:

- An annual workshop, based on this Brussels workshop, to encourage face-to-face discussions and exchange.
- Opening up conferences and other events on citizen participation and direct democracy to network members and, if possible, give them the opportunity to make a presentation at such events – this might only require email contact between network members.
- To organise study visits before or after conferences to provide network members with deeper insights into participation projects and approaches.
- To create a policy lab by experimenting with specific participation approaches in different regions or member states of the EU.

One participant also suggested the foundation of a European Group within the International Observatory of Participatory Democracy (IOPD). Those participants who were interested in participating in the European Governmental Network on Citizen Participation were also encouraged to identify possible contributions they could make to the network.



*In group discussion, the participants thought of ways to contribute to a common network.*



# Appendix: Curricula vitae of speakers

## **Johanna Becker**

Dr. Johanna Becker has been head of the department for civic engagement and citizen participation in the Chancellery of Rhineland-Palatinate since 2011. Previously she worked as a manager for cross-border projects for six years in the Chancellery. She has a Ph.D. from the Johannes Gutenberg-Universität Mainz and has been working on German-French issues since leaving university.

## **Laura Brodrick**

Laura Brodrick is an independent graphic and creative facilitator who has more than 30 years of experience in the public service arena. She first trained and practiced as an Occupational Therapist, later becoming a manager and commissioner in the NHS and Local Authorities, leading the delivery and strategic re-design of health and social care in collaboration with wider partners and stakeholders. Her expertise spans many types of service, including disability, later life, mental health, learning disability, carers, complex needs, and health and wellbeing.

## **Ilaria Casillo**

Ilaria Casillo is an Urban Geographer. She is the coordinator of the Regional Agency for Citizen Participation of the Regional Government of Tuscany and teaches as an Assistant Professor at the University Paris-Est Marne-la-Vallée, where she is also involved in the Urban Research Lab.

Ilaria Casillo is an associate of the Communication and Policy Lab of the French Association CNRS and member of the Research Centre of the National School of Architecture of Paris. She has worked as a consultant for International Organisations such as UNESCO and OSCE and several French public authorities.

## **Gisela Erler**

Gisela Erler was born in 1946. She studied Sociology in Cologne and Munich and was engaged in the students' and women's movement. In 1967 she was co-founder of the first leftist publishing house in West Germany and the first women's publishing house. From 1974 to 1991, she worked as a research consultant at the German Youth Institute in Munich. In the early 1980s, she was a member of the market-oriented "eco-libertarian greens" and co-published the controversial "Mother Manifest" of the Greens. In 1991 she founded pme Familienservice GmbH, a large provider of corporate work-life solutions and served until 2008 as managing director. In 2011, Winfried Kretschmann appointed her as the State Counsellor for Civil Society and Civic Participation. Gisela is married and lives at Lake Constance.

The State Counsellor perceives herself as an ambassador for civil society and civic participation. Her responsibilities involve the co-ordination of citizen participation initiatives within the State Government and fostering participation methods in the administrative system. Other tasks include encouraging forms of direct democracy, strengthening of exchange and networking with stakeholders at state, national and European levels and collaboration with the economy and research institutions.

## **Peter Friedrich**

Peter Friedrich has been Minister for the Bundesrat, Europe and International Affairs since 12 May 2011. He represents the interests of the state of Baden-Württemberg on Federal and European issues. As Representative of the Land of Baden-Württemberg to the Federation, Peter Friedrich is a voting member of the Bundesrat. Since 27 May 2011, he is also the Chairman of the Bundesrat Committee on Issues of the European Union.

Mr. Friedrich has a degree in Administrative Sciences from the University of Konstanz. From 2005 to 2011, he was a Member of the German Parliament (MP). He was a member of the Committee for Health Issues, the Committee for Business and Technology and acted in the Commission "Growth, Wellbeing and Quality of Life" as a chairman of the Social-Democratic Party (SPD). He joined the SPD in 1990 and was involved in the Jusos (Young Socialists in the SPD). From 2009 to 2011, he was the General Secretary of the SPD Baden-Württemberg. Since 2009, he has been a member of the SPD party executive committee.

## **Frédéric Lemaire**

After receiving a Masters degree in Sociology, Frédéric Lemaire worked for some time in a public agency for social services. This experience proved to be important for his later working life.

After gaining some experience in teaching he worked for almost ten years in a media company. Since 2010 he has been part of the co-ordination team of ‘Experts of poverty and social exclusion’. He coaches the projects of the French-speaking team and defends the values and methodology of social inclusion by supporting the federal social integration programme ‘Experts by experience’ in Belgium.

## **Elke Löffler**

Dr. Elke Löffler is the Chief Executive of Governance International which is a leading provider of training, consultancy, evidence-based research, study visit programmes and case studies on public service co-production, citizen participation and outcome-based management. Governance International has developed a co-production toolkit – the Co-Production Star – which has been widely used in the UK and is now being rolled out in Europe.

Previously Elke was a staff member of the Public Management Service (now GOV) of OECD in Paris and the German University of Administrative Sciences in Speyer, Germany where she got her Ph.D. Elke is an editorial board member of the International Review of Administrative Sciences, *der moderne staat* and the Innovation Journal and an Associate of Birmingham University. Elke is also the co-editor (with Tony Bovaird) of the leading textbook ‘Public Management and Governance’. In 2012 she was elected to the Advisory Board of the Public Leaders Network of the Guardian.

## **Bruno Kaufmann**

Bruno Kaufmann is a reporter and globally active supporter of people power. He is a trained political scientist, conflict researcher and journalist and has published many studies and handbooks on active citizenship and participative democracy. Since the early 1990s Bruno Kaufmann has served as an expert in numerous constitutional reform projects across the world and worked for international organisations like International IDEA, the EU, OSCE, World Bank and the UN.

As a journalist Bruno Kaufmann worked for the Swiss and Swiss public radios, the Swiss daily newspaper “Tagesanzeiger” and the weekly paper “Die Weltwoche” before joining the special editorial team for international reform issues at the German weekly “Die Zeit”. He is the founder and editor-in-chief of the people2power.info media platform, linking participative ideas and practices across the world – and reaching out to active citizens, organisations and governments in ten languages.

Born in the northern part of Switzerland, Bruno Kaufmann has worked with democracy, conflict and development issues since the mid-1980s. He now lives with his wife and two daughters in the old town of Falun in Sweden, 250 kilometers north of Stockholm, where he serves in the city government as a local councillor with a special responsibility for democracy and elections.

Links and contacts: [falun.se/democracy](http://falun.se/democracy); [iri-europe.org](http://iri-europe.org); [swissdemocracyfoundation.ch](http://swissdemocracyfoundation.ch); [2012globalforum.com](http://2012globalforum.com)

## **Michael Lederer**

Mag. Michael Lederer is responsible for civic engagement and citizen participation in the Office for Future Issues of the State Government of Vorarlberg, Austria. His tasks include co-ordination and delivery of projects related to civic engagement, in particular, citizen participation projects, as well as policy advice on participation issues at local, regional and state levels. He also co-ordinates the state-wide network ‘Engaged as a Volunteer’ and provides training and presentations.

He has studied sociology and political science at the University of Vienna and taken part in specialised training such as the ‘Art of Hosting’ and Dynamic Facilitation (Jim Rough).

## **Marco Manneschi**

Marco Manneschi was born in Arezzo in 1955. He received a degree in law from the University of Florence in 1981 and has been a Lawyer since 1986 with special expertise in Administrative Law. He has been an activist in the Socialist Party since 1972 and was a member of National Assembly from 1980 - 1992.

He was the President of “Azienda di Promozione Turistica della Provincia di Arezzo” from 1991 - 1994. Previously, he was the President of the “Cortona Antiquaria” and “Associazione Sbandi-

eratori di Arezzo”. Marco Manneschi was a local councillor at municipality of Arezzo for the civic movement “Città Aperta” from 2004 - 2010.

He has been the Deputy Head of the Region of Tuscany for “Italia dei Valori” and the President of the “Prima Commissione affari istituzionali” since 2010. Currently, he is active in the movement “Toscana civica riformista”.

## **Gerry Stoker**

Gerry Stoker is Professor of Politics and Governance at the University of Southampton, UK and also Centenary Research Professor at the University of Canberra, Australia. Professor Stoker has provided advice to various parts of UK government and has been an expert advisor to the Council of Europe on local government and participation issues. He has provided advice to public servants and citizens in many other parts of the world, including South Africa, South Korea, Japan, China, Brazil, Australia and New Zealand. He has published over 25 books and over a hundred articles in journals and chapters in edited books. Professor Stoker was the founding chair of the New Local Government Network that was the think-tank of the year in 2004 and he remains a trustee of that organisation. In 2001 he was designated Economic and Social Research Council (UK) “Hero of Dissemination”. In 2004 he received a “Making A Difference” Award from the UK Political Studies Association for impact of work on local governance; and in 2006 he was given “Best Politics Book of the Year” Award for *Why Politics Matters* by the UK Political Studies Association.

It is in the area of urban politics and local government studies that Prof Stoker first made his name and continues to be seen as a leading authority. A further theme of his work has dealt with citizen participation, social capital and civil renewal. More recently Prof. Stoker has worked on a range of projects on behaviour change, publishing a widely read book with colleagues - *Nudge, Nudge, Think, Think* - that assesses, using randomised controlled trials, the impact of nudge interventions in stimulating civic behaviour among citizens. He has launched a series of investigations into how citizens understand or misunderstand politics and democracy. Professor Stoker has also published widely on the complexity of governance arrangements in modern societies. More generally he has contributed to debates within the political and social sciences arguing for a greater pluralism in methods and approach and for a design orientation, so that research explores not only issues that matter but also seeks solutions to the societal and political problems identified.

## **Fabian Reidinger**

Fabian Reidinger is a staff member of the State Councillor for Civil Society and Civic Participation, Gisela Erler since 2011. His responsibilities at the Councillor's Office are direct democracy, on-line participation, and international exchange. He studied Political Science, Economics and Sociology at the University of Tübingen and at the University of Massachusetts, Amherst (USA). In 2008/2009, he worked as a campaigner and scientific staff member for the German association "Mehr Demokratie e.V.". In 2010/2011, he worked for the Green Party in Baden-Württemberg.

## **Theresa Schneider**

Theresa Schneider joined RGI in November 2011. She is responsible for RGI's communication activities, the best practice project, and the organisation of workshops and conferences. Prior to RGI, Theresa worked at a communication consultancy firm in Berlin, advising clients in public affairs, media relations and crisis communication with a focus on renewable energies. Theresa studied at the University of Passau and the University of Hamburg in Germany, obtaining a Masters degree in European Studies. During her studies, she also stayed in Växjö, Sweden and Prague, Czech Republic.

## **Michael Umhey**

Michael Umhey is a senior manager for cross-border cooperation in environmental issues at the Regierungspräsidium Freiburg, which is one of four government districts of the state of Baden-Württemberg. He is responsible for cross-border information and participation processes of citizens and public authorities in the border area between Baden-Württemberg and its neighbouring countries, including two French departments and six Swiss cantons. He studied at the University of Applied Sciences in Kehl and is a specialist for cross-border and inter-cultural issues. His conviction is that even though borders will continue to exist public authorities need to reduce barriers for cross-border co-operation and citizen participation.

## Olivier Vangoethem

Below is an excerpt of an article in the daily newspaper LE SOIR of 17 January 2013 by Hugues Dorzee:

“Five years ago, Olivier Vangoethem, aged 48, decided to take his fate into his hands. A turning point in the chaotic history of this previously homeless person who has now become a civil servant in the social integration programme of the federal administration in Belgium. His status? Expert by experience in poverty and social exclusion. “This is real work, serious and demanding”, says Olivier.

Before the good lad rolled his hump. “The street, the homes and detoxication centres ...I’ve toured all of them”. One day with the support of his social network he decided to leave this life. “When you stop drinking you have to fill your time”. He worked as a mechanic in an employment training programme and entered the subsidised employment sector. “This was pure exploitation with employers using state aids before they throw you out...”. Olivier did not stay there. He turned to the resistance camp (ecological, workers without employment movement), did a Masters degree in political economy and social policies, took up small jobs...before he ended up in public administration. A step which was not expected. “All of a sudden, I entered into a different world”. Olivier has been placed in the Ministry of Interior. His mission: To improve the current address system to enable homeless people to get their rights. Since 2010 the former homeless person is simultaneously the grain of sand and the drop of oil in the wheels of public administration.”

# Appendix: Programme



## PROGRAMME

### Innovative solutions through citizen participation: Co-creating the future with citizens

**Workshop** Wednesday, 8 October 2014

- 09.00 **Introduction by Gisela Erler, State Counsellor for Civil Society and Civic Participation**  
“A European Map of Citizen Participation”
- 09.15 Round of introductions by the participants
- 09.30 **Workshop I: Good practice in citizen participation around Europe**
- a) **Citizen participation in infrastructure projects and renewable energy: Co-operation with stakeholders**  
Good practice cases:
- “Guidelines for a new planning culture in the State of Baden-Württemberg”  
Fabian Reidinger, Ministry of State, State of Baden-Württemberg
  - "Public participation in cross-border electricity infrastructure projects - EU guidelines and good practice examples"  
Theresa Schneider, Renewables Grid Initiative
  - “Cross-border participation of citizens and authorities in the Upper Rhine Region in environmental matters according to the Espoo-convention (UN-ECE)”  
Michael Umhey, policy officer for cross-border information and participation of citizens and authorities in environmental affairs,  
Regierungspräsidium Freiburg, Baden-Württemberg
- b) **Innovative public policy and public services: Co-design with citizens as ‘experts by experience’**  
Good practice cases:
- “Citizen forums shaping cross-border citizen projects in Oberrhein”  
Johanna Becker, Head of Voluntary Action and Citizen Participation,  
Ministry of State, Rheinland-Pfalz
  - The participation in Belgian social policy of ‘experts by experience’ in poverty  
Frédéric Lemaire, Federal Public Service for Social Integration, and Olivier Vangoethem, Federal Public Service of the Interior
  - “How wisdom councils trigger innovation in public policy and administration in the State of Vorarlberg, Austria”  
Michael Lederer, Office for Future-Related Issues, Vorarlberg
- c) **Bringing about behaviour change in civil society and public administration**  
Good practice cases:
- “Strengthening citizen participation through ‘democracy navigators’ and ‘democracy centres’ in Falun City Council, Sweden”  
Bruno Kaufmann, Chair of the Election Committee of the City of Falun,  
Sweden and President of the Initiative and Referendum Institute of Europe



Baden-Württemberg

STAATSMINISTERIUM

- “The Law for Strengthening Citizen Participation in the Region of Tuscany: What have we learnt since 2007? What are the next steps?”  
Marco Manneschi, President of the Commission of Institutional Affairs and Ilaria Casillo, Co-ordinator of the Tuscany Agency for Civic Participation and Public Debate
  - “Participatory places: How ‘silent’ groups can be drawn in”  
Gisela Erler, State Counsellor for Civil Society and Civic Participation, State of Baden-Württemberg
- 10.30 Coffee break
- 10.45 **Workshop II: Good Practice in citizen participation around Europe**  
(Group work)
- 11.45 Presentation of the results of the Good Practice Workshops  
(Plenary session)
- 12.30 Lunch
- 13.30 **Graphic Summary: European regions on the way towards more intensive citizen participation**  
Laura Brodrick, Graphic Facilitator
- 13:40 **Fishbowl: Learning together and from each other –  
A European Governmental Network on Citizen Participation**  
Using the interactive framework of a fishbowl discussion, participants will have the chance to discuss chances and issues of citizen participation within the context of the relations between municipalities, regions and the EU. What kind of possibilities do the regions have to involve people? How can participation succeed in cross-border projects and what can the EU do to enable wider, deeper and more effective citizen participation.  
**Peter Friedrich, Minister for the Bundesrat, Europe and International Affairs, State of Baden-Württemberg**  
**Prof. Gerry Stoker, University of Southampton**  
**Bruno Kaufmann, Chair of the Election Committee of the City of Falun, Sweden and President of the Initiative and Referendum Institute of Europe**
- 15.00 **Next steps: Themes and potential projects for the European Governmental Network on Citizen Participation**  
Group work to develop proposals, followed by plenary session
- 16.15 **Conclusion: Perspectives for citizen participation in Europe**  
**Gisela Erler, State Counsellor for Civil Society and Civic Participation, State of Baden-Württemberg**
- 16.30 Farewell coffee and end of the workshop





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