

# Citizen participation in preparing local territorial development strategies

## WORKSHOP

### Day 1

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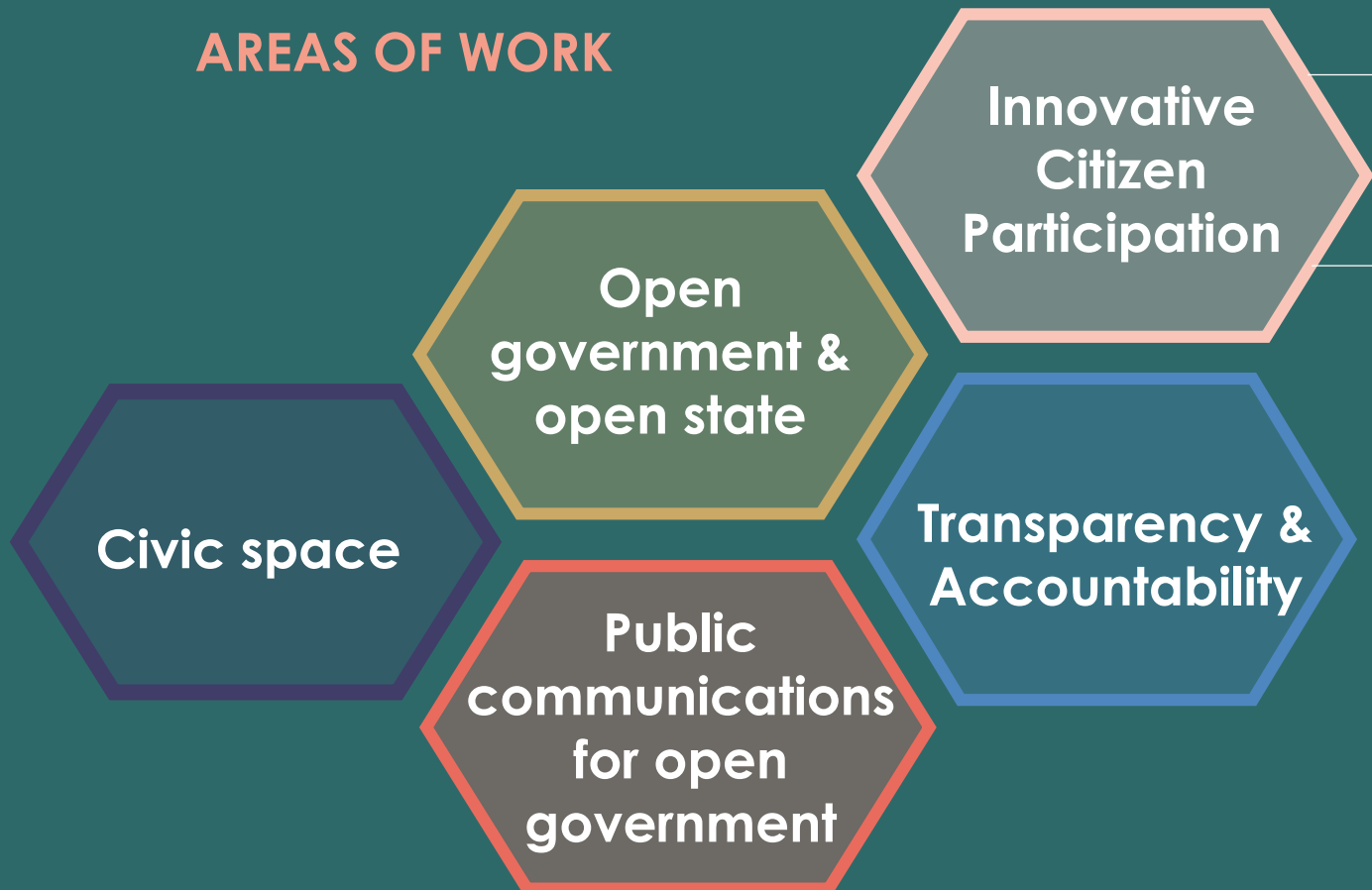
# The project

## CITIZEN ENGAGEMENT IN THE IMPLEMENTATION OF COHESION POLICY

- The OECD and the European Commission: towards engagement of citizens and civil society in the implementation of Cohesion Policy.
- Five organisations selected: Regione Emilia-Romagna in Italy, Regional Ministry of Cantabria in Spain, CEUTP in Poland, Interreg Flanders – The Netherlands programme, and Interreg Romania-Bulgaria Programme.
- Expert support and tailored assistance to explore innovative ways of engaging citizens and civil society in decisions of strategic importance for the implementation of programmes.

# OECD work on Open Government

## AREAS OF WORK



- Highlighted in the recommendation of the Council on Open Government
- Integral element of countries' move towards *openness* across all branches of the state

Open and Innovative Government Division (OIG)

## Workshop objective

To explore **innovative ways of involving citizens and civil society** in the implementation of cohesion policy, with a focus on local territorial development strategies

# CITIZEN PARTICIPATION: OVERVIEW

# Stakeholders and citizens

**Stakeholders:** any interested and/or affected party, including: individuals, regardless of their age, gender, sexual orientation, religious and political affiliations; and institutions and organisations, whether governmental or non-governmental, from civil society, academia, the media or the private sector.

**Citizens:** in the larger sense 'an inhabitant of a particular place', which can be in reference to a village, town, city, region, state, or country depending on the context.



# OECD Recommendation on Open Government

**The OECD Recommendation of the Council on Open Government (2017)** recommends that adherents grant all stakeholders, including citizens:

*“equal and fair opportunities to be informed and consulted and actively engaged in all phases of the policy-cycle”,*

*and “promote innovative ways to effectively engage with stakeholders to source ideas and co-create solutions”.*



# Three pillars of stakeholder participation

As defined in the OECD Recommendation of the Council on Open Government (2017)

## 1.

### INFORMATION

- Initial level of participation
- One-way relationship
- On-demand provision of information
- Proactive measures to disseminate information

## 2.

### CONSULTATION

- More advanced
- Two-way relationship
- Requires provision of information plus feedback on outcomes of process

## 3.

### ENGAGEMENT

- When stakeholders (including citizens + civil society) are given opportunity and necessary resources to collaborate during all phases of the policy-cycle and in service design + delivery



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**Open data platforms**



**Public communication campaigns**

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**Call for proposals**



**Online consultation platforms**



**Advisory or consultative bodies**

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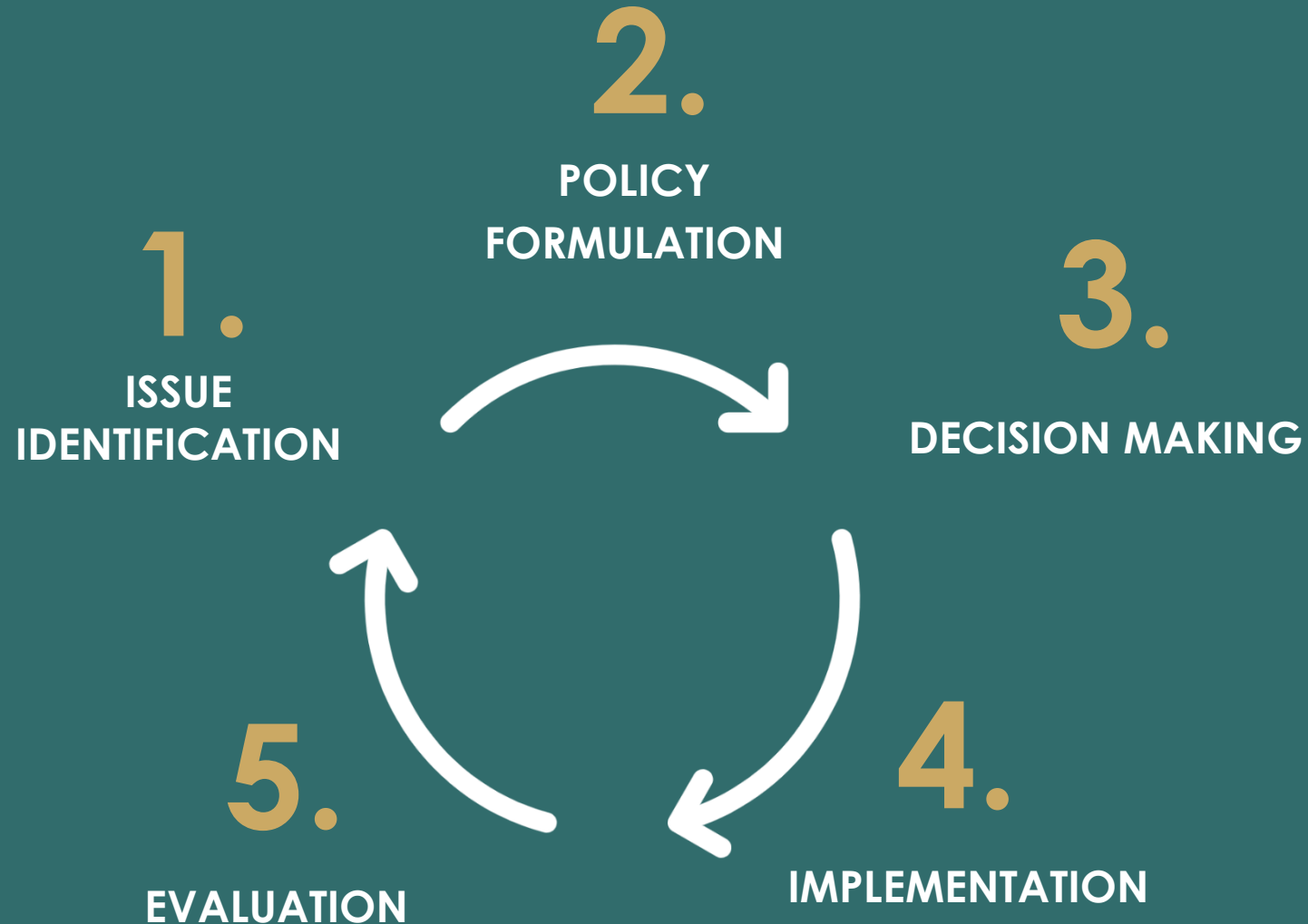


**Participatory budgets**



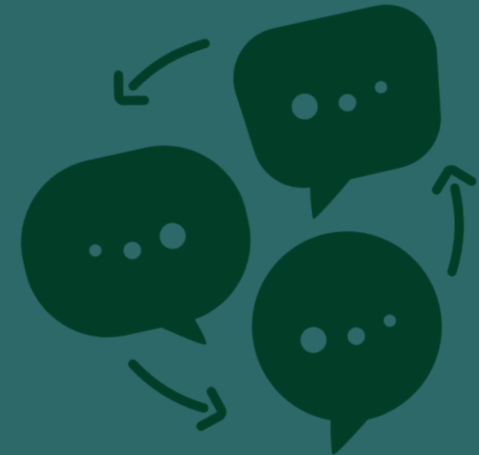
**Deliberative processes**

# When to involve citizens and stakeholders?



# Why citizen participation in cohesion policy?

1. **Better policy outcomes** that take into account and use citizens' experience and knowledge to address citizens' most pressing needs
2. **Greater legitimacy** to make hard choices.
3. **Enhance public trust** in government and democratic institutions by giving citizens a role in public decision making.
4. **Signal civic respect** and empower citizens.
5. **Make governance more inclusive** by opening the door to more representative groups of people.



# What is the difference between participation and deliberation?

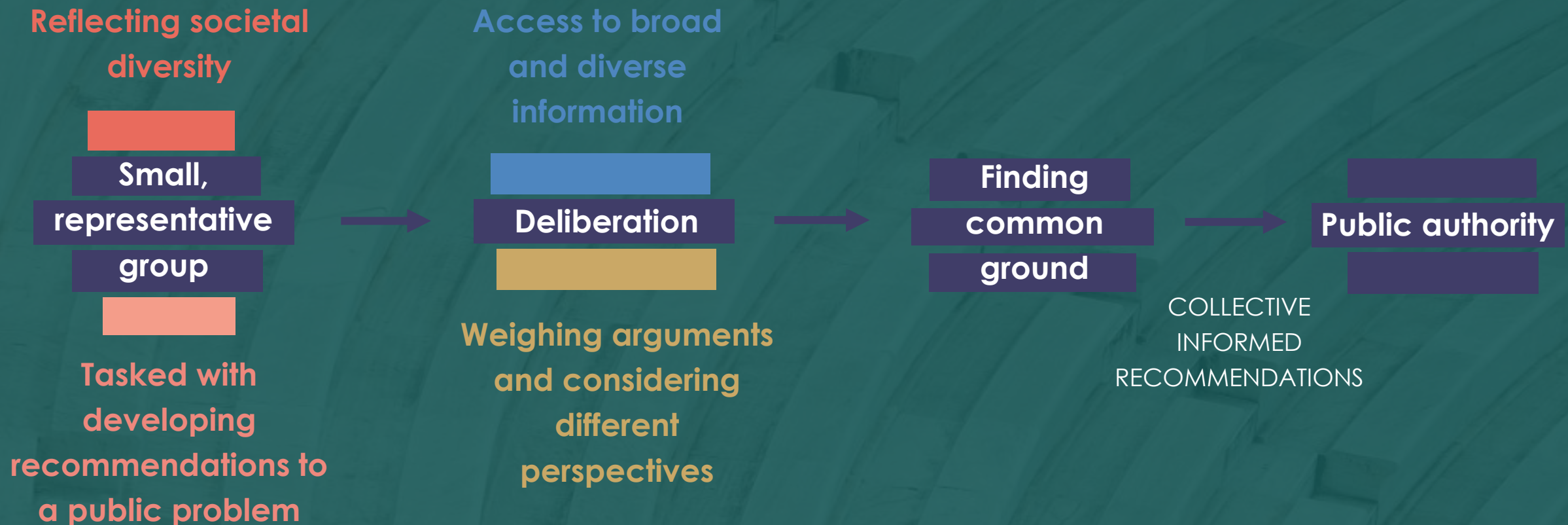
	NUMBER OF PARTICIPANTS	TYPE OF PARTICIPATION	PARTICIPANT SELECTION METHOD
DELIBERATIVE DEMOCRACY	<b>Small, but representative</b> groups of people, aiming for <b>deep deliberation</b>	<b>Deliberation</b> , which requires that participants are well-informed and consider different perspectives to arrive at a public judgement	<b>Civic lottery</b> , which combines random selection with stratification
PARTICIPATORY DEMOCRACY	<b>Large numbers</b> of people, ideally everyone affected by a particular decision - the aim is to achieve <b>breadth</b>	<b>More participation</b> from all citizens who choose to be involved	<b>Self-selected participation</b> in order to engage as many people as possible

Source: Table is author's own creation, based on descriptions in Carson and Elstub (2019).

# representative deliberative processes



# What does a representative deliberative process entail?

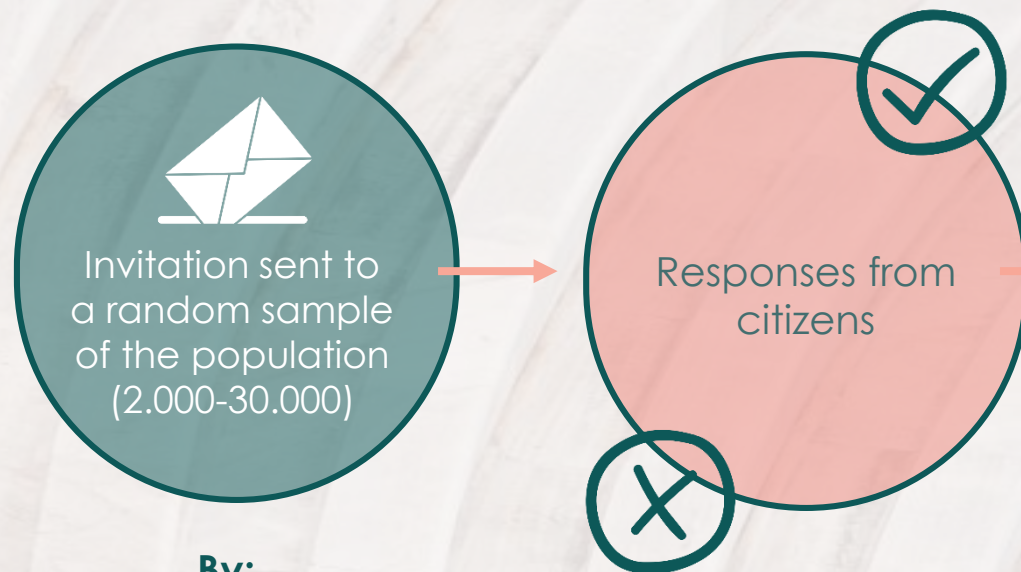




# Civic lottery

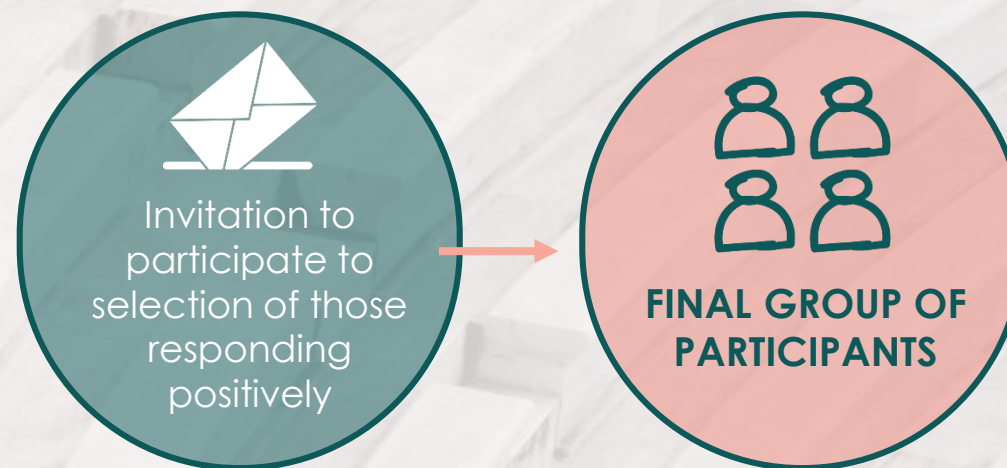
(Two-stage random selection)

## First stage



**By:**  
Post  
Phone  
Email  
...

## Second stage



**Stratified based on :**  
Gender  
Age  
Location  
Socio-economic criteria  
...

Broadly representative of the community concerned (city, state, country etc.)



# Irish Citizens' Assembly

Dr Noelle Higgins from Maynooth University - International Human Rights Law and Fatal Foetal Abnormalities speaking at the second meeting of the Citizens' Assembly in January 2017. Photo: Dara Mac Dónaill / The Irish Times

# Melbourne People's Panel



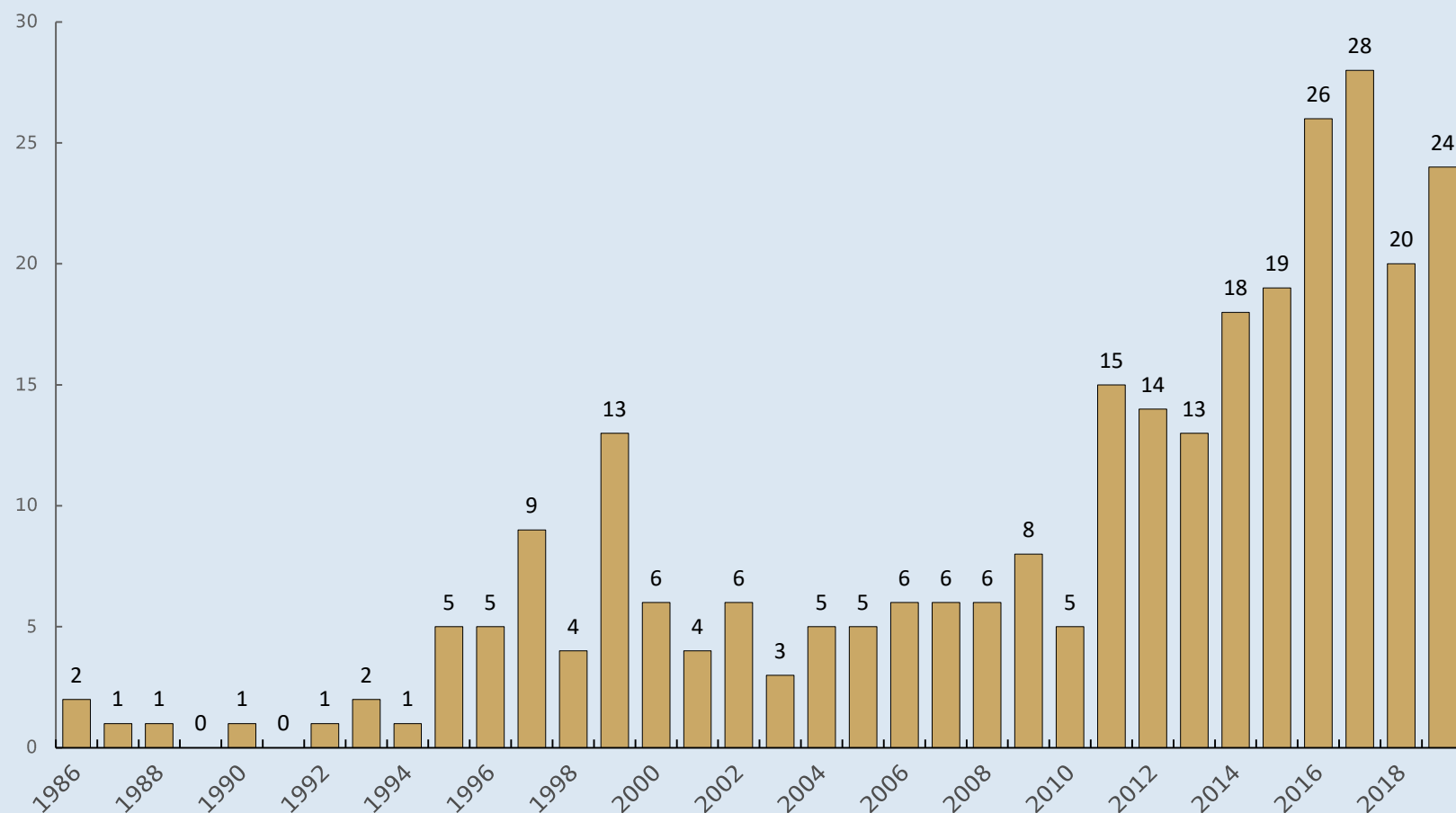
Members of Melbourne's People's Panel Outside City Hall. Photo: City of Melbourne via ABC Radio National

**Three  
criteria for  
a case  
study to be  
included in  
OECD  
report:**

- 1. Representativeness:** Participants randomly selected & demographically stratified
- 2. Deliberation:** Requires time – operationalised as a minimum 1 full day of face-to-face meetings
- 3. Impact:** Commissioned by a public authority

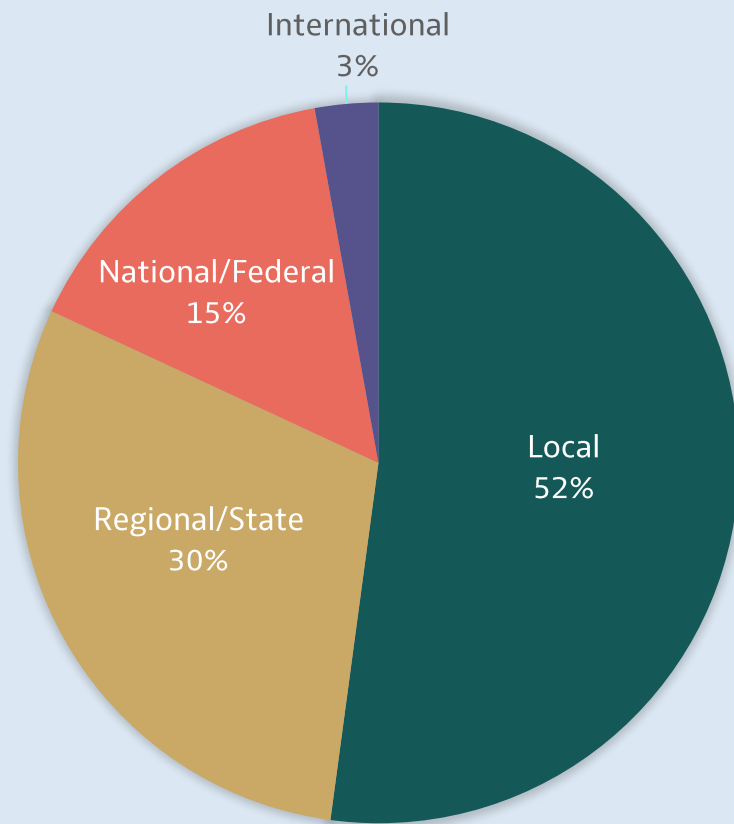
# The “deliberative wave” has been building since the 1980s, gaining momentum since 2010

Number of representative deliberative processes per year, 1986 – October 2019



Notes: n=282; Data for OECD countries is based on 18 OECD countries that were members in 2019 plus the European Union. Processes that spanned over multiple years are noted by the year of their completion (except for permanent ongoing processes).

Source: OECD Database of Representative Deliberative Processes and Institutions (2020).



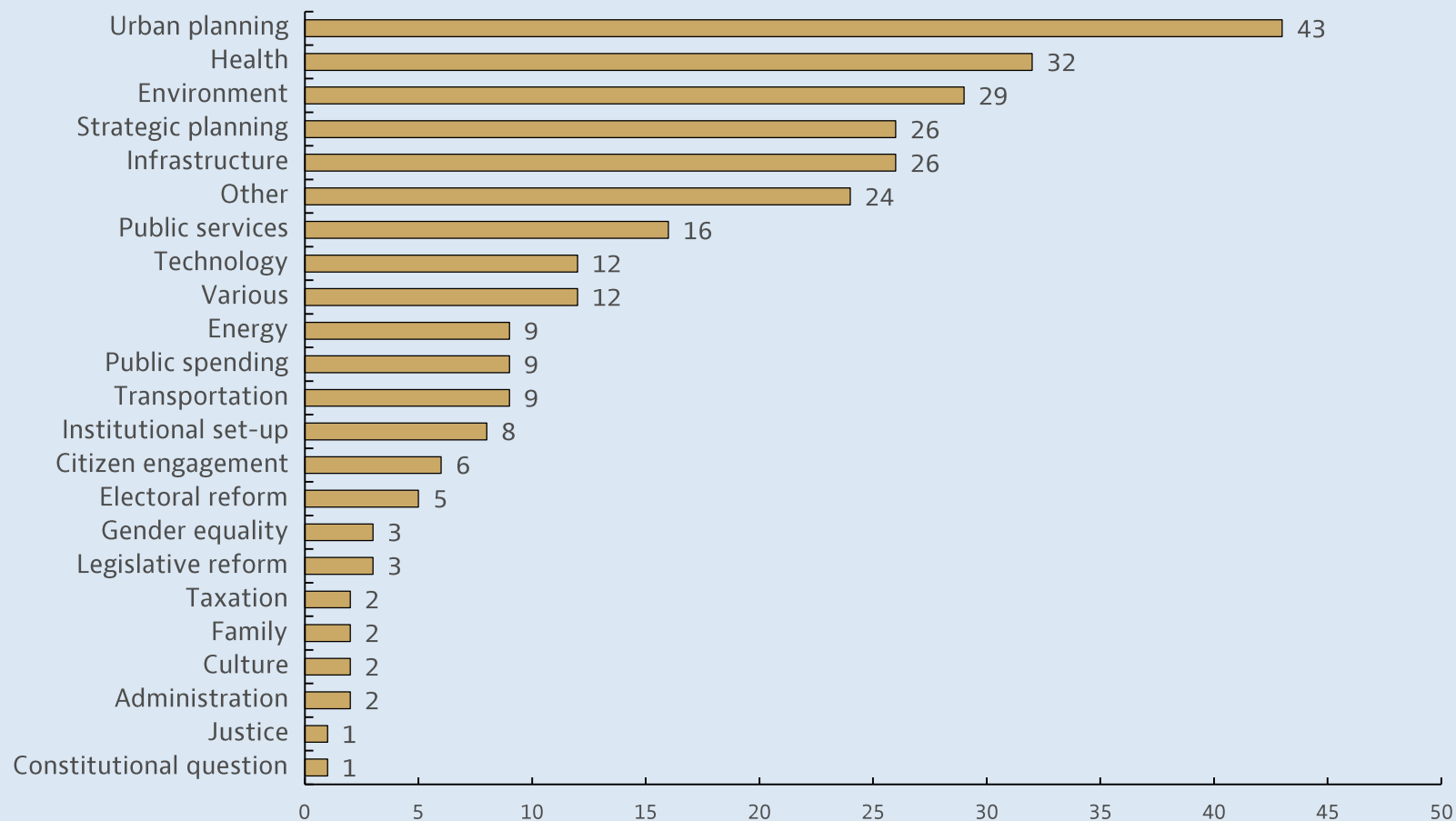
**Representative  
deliberative  
processes have  
been used at all  
levels of  
government**

*Note: n=282; Data for OECD countries is based on 18 OECD countries that were members in 2019 plus the European Union*

*Source: OECD Database of Representative Deliberative Processes and Institutions (2020).*

# Public authorities have commissioned representative deliberative processes for a wide range of policy issues

Number of times a policy issue has been addressed through a representative deliberative process

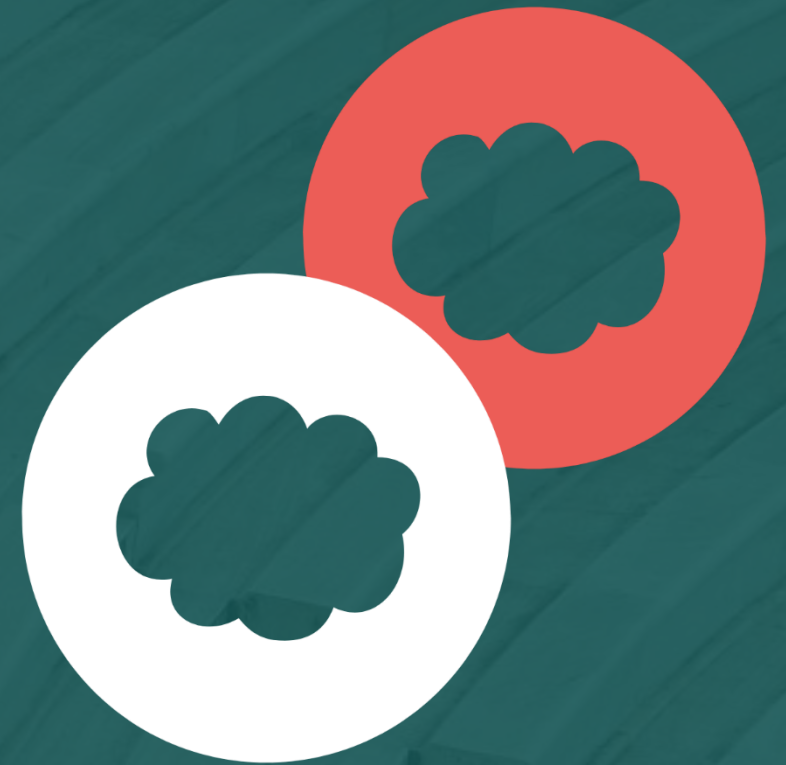


Notes: n=282; Other policy issues include: agriculture; constitutional questions; consumer protection; cooperative housing; culture; firework use; gambling regulations; gender equality; justice; legislative reform; migration; noise pollution; safety; socioeconomic development; science and research; sustainable development; taxation; water management; youth.

Source: OECD Database of Representative Deliberative Processes and Institutions (2020).

# Types of problems that deliberative processes are well-suited to address:

- Values-based dilemmas
- Complex problems that require trade-offs
- Long-term questions





# GOOD PRACTICE PRINCIPLES

FOR DELIBERATIVE PROCESSES  
FOR PUBLIC DECISION MAKING

# Good Practice Principles for Deliberative Processes for Public Decision Making (2020)



# 1. PURPOSE

The objective should be outlined as a clear task and is linked to a defined public problem. It is phrased neutrally as a question in plain language.

## 2. ACCOUNTABILITY

There should be influence on public decisions. The commissioning public authority should publicly commit to responding to or acting on participants' recommendations in a timely manner. It should monitor the implementation of all accepted recommendations with regular public progress reports.

## 3. TRANSPARENCY

The deliberative process should be announced publicly before it begins.

The process design and all materials – including agendas, briefing documents, evidence submissions, audio and video recordings of those presenting evidence, the participants' report, their recommendations (the wording of which participants should have a final say over), and the random selection methodology – should be available to the public in a timely manner. The funding source should be disclosed.

The commissioning public authority's response to the recommendations and the evaluation after the process should be publicised and have a public communication strategy.

## 4. REPRESENTATIVENESS

The participants should be a microcosm of the general public. This is achieved through random sampling from which a representative selection is made, based on stratification by demographics (to ensure the group broadly matches the demographic profile of the community against census or other similar data), and sometimes by attitudinal criteria (depending on the context).

Everyone should have an equal opportunity to be selected as participants.

In some instances, it may be desirable to over-sample certain demographics during the random sampling stage of recruitment to help achieve representativeness.

## 5. INCLUSIVENESS

Inclusion should be achieved by considering how to involve under-represented groups.

Participation should also be encouraged and supported through remuneration, expenses, and/or providing or paying for childcare and eldercare.

## 6. INFORMATION

Participants should have access to a wide range of accurate, relevant, and accessible evidence and expertise.

They should have the opportunity to hear from and question speakers that present to them, including experts and advocates chosen by the citizens themselves.



## 7. GROUP DELIBERATION

Participants should be able to find common ground to underpin their collective recommendations to the public authority.

This entails careful and active listening, weighing and considering multiple perspectives, every participant having an opportunity to speak, a mix of formats that alternate between small group and plenary discussions and activities, and skilled facilitation.

## 8. TIME

Deliberation requires adequate time for participants to learn, weigh the evidence, and develop informed recommendations, due to the complexity of most policy problems.

To achieve informed citizen recommendations, participants should meet for at least four full days in person, unless a shorter time frame can be justified.

It is recommended to allow time for individual learning and reflection in between meetings.

## 9. INTEGRITY

The process should be run by an arm's length co-ordinating team different from the commissioning public authority.

The final call regarding process decisions should be with the arm's length co-ordinators rather than the commissioning authorities.

Depending on the context, there should be oversight by an advisory or monitoring board with representatives of different viewpoints.

## 10. PRIVACY

There should be respect for participants' privacy to protect them from undesired media attention and harassment, as well as to preserve participants' independence, ensuring they are not bribed or lobbied by interest groups or activists.

Small group discussions should be private.

The identity of participants may be publicised when the process has ended, at the participants' consent. All personal data of participants should be treated in compliance with international good practices, such as the European Union's General Data Protection Regulation (GDPR).

## 11. EVALUATION

There should be an anonymous evaluation by the participants to assess the process based on objective criteria (e.g. on quantity and diversity of information provided, amount of time devoted to learning, independence of facilitation).

An internal evaluation by the co-ordination team should be conducted against the good practice principles in this report to assess what has been achieved and how to improve future practice.

An independent evaluation is recommended for some deliberative processes, particularly those that last a significant time. The deliberative process should also be evaluated on final outcomes and impact of implemented recommendations.

# Deliberation in the virtual world

- Pandemic has forced new approaches
- A shift in the nature of digital deliberation in past year:
  - From text-based interaction to video
  - From an emphasis on openness to one on representativeness
  - From individual to group deliberation
- Costs of online deliberation similar to in-person when pay attention to inclusivity
  - For many online CAs, participants without equipment were given computers or smartphones + training and support to use them
- Exploring hybrid approaches that include both digital and face-to-face deliberation



# Thank you!

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[oe.cd/innovative-citizen-participation](https://oe.cd/innovative-citizen-participation) | [medium.com/participo](https://medium.com/participo)



Participo series

## Digital for Deliberation



#delibTech  
#delibWave  
<https://medium.com/participo>

Participo series

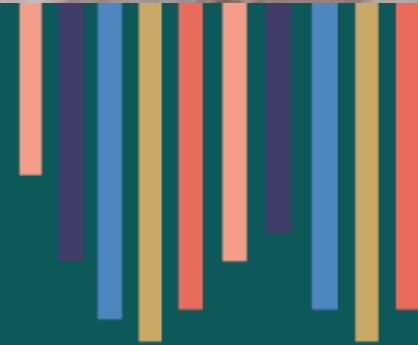


## New Democratic Institutions: Interviews with Practitioners



#delibWave

<https://medium.com/participo>



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Research & practice of innovative  
citizen engagement

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