

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 22 July 2022

GT-DD(2022)9

**EUROPEAN COMMITTEE ON DEMOCRACY AND GOVERNANCE  
(CDDG)**

**WORKING GROUP ON DELIBERATIVE AND  
PARTICIPATORY DEMOCRACY  
(GT-DD)**

**REPORT OF THE 2nd MEETING**

**1-4 July 2022, hybrid and informal meeting**

Secretariat Memorandum  
prepared by the  
Directorate General of Democracy  
Democratic Governance Division

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## **1. Opening of the meeting**

The Chair, Mr Abassin Nessar (Netherlands), welcomed the members of the Working Group. The list of participants is set out in Appendix I.

## **2. Adoption of the agenda**

The agenda was adopted as set out in Appendix II.

## **3. Information by the Secretariat**

The Secretariat informed the Working Group that on 30 June 2022 at its 1438<sup>th</sup> meeting the Committee of Ministers instructed the CDDG to prepare a draft recommendation on deliberative democracy. Furthermore, the Secretariat mentioned that the CDDG was invited to comment on two PACE recommendations addressing issues related to democratic governance: [Recommendation 2235\(2022\) "Recent challenges to security in Europe: what role for the Council of Europe"](#) and [Recommendation 2232\(2022\) "Safeguarding and promoting genuine democracy in Europe"](#). The Secretariat also pointed out that a Forum Talk on deliberative democracy, to be held during World Forum for Democracy on 7-9 November 2022, was currently being planned, modalities to be finalised.

The Working Group took note of the information.

## **4. Drafting of a Report on new forms of deliberative and participatory democracy**

The Working group considered the "CDDG Draft Report on deliberative and participatory democracy" [GT-DD(2022)7]. The Working Group discussed the purpose of and primary audience for the report, its overarching lines of argument, its structure and length. There was consensus that:

- Policy makers, civil servants in public institutions, practitioners, and politicians were the primary audience for the CDDG report. The report should thus be accessible in terms of language and practical in orientation.
- The report did not intend to recommend the use of deliberative methods per se. Instead, the report viewed deliberative methods as one instrument within the wider repertoire of instruments available to policy makers.
- The underlying premise of the report was that deliberative initiatives, when done well, had the potential to deliver better policy outcomes.
- While democratic backsliding was a concern for the Council of Europe, and should be mentioned in the report, the argument that deliberative practices could reinforce democracy and enhance trust needed further consideration.
- The content of the draft Recommendation on deliberative democracy should be reflected in the report, to ensure consistency, however, there was no need to mirror the language.

- The term “good practice” should be used instead of “best practice”, as there is no “one fits all” model of deliberative democracy.

Overall, the Working Group agreed to shorten and streamline the report and revisit the section on definitions of key terms and executive summary at a later stage. Furthermore, the following was agreed:

- With regards to “Introduction”: to add a reference to the purpose and audience of the report and to mention recent work by Council of Europe bodies, in particular relevant PACE recommendations.
- With regards to the chapter on “Democracy”: to consider corporate capture of the state, role of social media, disinformation as factors impacting on democracy’s ability to deliver; unwrap what is meant by good policy outcomes (good for whom).
- With regards to the chapter on “Participatory Democracy”: to keep it as short as it was, and possibly re-format the table.
- With regards to the Chapters exploring “Deliberative Democracy”: to restructure these chapters by merging chapter 4 and 5, and dissolving chapter 6 into the new, shortened chapter.
- With regards to the Appendix: to delete Appendix B (List of Initiatives) and instead make a reference to the study “Mapping Deliberative Democracy” soon to be published by the Division on Election and Participatory Democracy; to consider incorporating Appendix A into the Report.

The Working Group invited participants to send comments, draft proposals and any other feedback in writing to the Secretariat by 21 July. A revised draft would then be discussed at the next working group meeting in September with a view to finalising the draft report for approval during the CDDG plenary on 28-29 November 2022.

## **5. Draft Recommendation on Deliberative Democracy**

The Working Group considered the draft recommendation on deliberative democracy, see [GT-DD(2022)8]. The Working Group examined the preamble, the operational part, and the appendix. Overall, the Working Group welcomed that the recommendation was rather short and pointed out that further details and explanations could be found in the CDDG report.

There was consensus that the draft recommendation should situate deliberation within the representative democratic framework, providing a snapshot that reflected the situation at this point of time. The Working Group further agreed to:

- In the preamble: include explicit reference to rule of law and human rights, next to democracy, as these were interlinked yet separate concepts; make a reference to accountability as one of the principles of good democratic governance.
- In the operational part: rephrase the recommendations to member States to be more concrete and replace “2-4 years” with “periodically”.

- Regarding the Appendix: restructure the Appendix by deleting the part on purpose and consolidating the two sections (enabling conditions and principles) into one section entitled Principles.

The Working Group discussed at length some of the definitions. The Working Group agreed to include only those definitions necessary for the understanding of the Draft Recommendation, and to revisit the list at a later stage (also bearing in mind need to translate into national languages). Some delegates proposed to include a reference to schools as a key actor to teach deliberative skills as well as to mention leadership. Some delegations proposed to include in the preamble a sentence reflecting the differences in governmental structures and competences in member States (e.g. federal v. centralised states).

The Working Group entrusted the Secretariat with restructuring the draft recommendation accordingly and preparing a revised draft for comments over the summer period. At the next meeting in September the Working Group would prepare the document for public consultation, to be held in October and November 2022.

## **6. Contributions by the representatives of the Congress and Parliamentary Assembly, other organisations**

The Working Group heard a presentation on "*Short Input on Deliberative Democracy: Lessons Learnt and Ways Forward*" by Mr Andre Bächtiger, Professor, Institute for Social Sciences, University of Stuttgart, Germany. Mr Bächtiger outlined benefits and pitfalls of deliberative initiatives, as exemplified in mini publics, the most common of deliberative initiatives. He pointed out that experience showed that ordinary people were quite capable of high-quality deliberation, however, the challenges for deliberative initiatives were, among others, a legitimacy gap between deliberating and non-deliberating citizens and low visibility. Mr Bächtiger presented current thinking on what to do with mini public recommendations (e.g. participatory, short-cut or institutional track) and overall proposed to take a more systemic approach to deliberation.

The discussion centred around the issue of accountability, e.g. of policy makers, mini publics; why recommendations should not be binding for decision makers and should rather be considered as advisory; how to measure success of a deliberative initiative; the scope of deliberation, in particular what kind of issues lend themselves for deliberation; and a broader more systemic approach to deliberation, focussing on the quality of deliberation.

The working Group also heard a presentation on "*Insights into Deliberative Democracy – a researcher's perspective*" by Ms Hanna-Kaisa Pernaa, University of Vaasa, Finland. Ms Pernaa highlighted enabling and inhibiting factors as well as beneficial impacts and adverse effects of deliberative initiatives. She stressed that deliberation could support policymakers in developing better informed and more effective policies, by taking into account the complexity of issues and multitude of perspectives.

The discussion centred around the place and level of deliberation in representative institutions, including in parliaments; development of a culture of deliberation, e.g. by introducing and implementing deliberation in schools, day-care centres and workplaces; questions of representation (e.g. how to include those not-heard or hard to reach); and which topics lend themselves to deliberation.

## **8. Next steps**

The Working Group proposed to hold a public consultation on the draft recommendation in October and November 2022 and to potentially hold an additional informal meeting in December to review the comments received as well as to prepare the final draft recommendation with a view to its adoption at the first CDDG plenary in 2023.

## **9. Other business**

The [BePart platform](#) was now online and member States were invited to contribute case studies.

## **10. Date of the next meeting**

Next formal meeting of the WG will take place on 26-27 September in Strasbourg, modalities to be confirmed. Possible additional informal meeting in December 2022 (at no cost).

**APPENDIX I****LIST OF PARTICIPANTS****CHAIR / PRESIDENT**

Mr Abassin NESSAR, Senior Advisor and Coordinator, Democracy and Governance, Ministry of Interior, The Hague

**BELGIUM / BELGIQUE**

Mr Edwin LEFEBRE, Deputy Director, Ministry of the Flemish Community, Agency for Home Affairs, Brussels

**CZECH REPUBLIC / REPUBLIQUE TCHEQUE**

Mr Kristian MALINA, Ministerial Assistant Principal, Department of Coordination of Public Administration and International Relations Ministry of the Interior of the Czech Republic

**FINLAND / FINLANDE**

Mr Markku MÖLLÄRI, Ministerial adviser, Department for Local Affairs and Regional Administration, Ministry of Finance, Helsinki

**GREECE / GRECE**

Mr Georgios CHRYSAFIS, expert (Deputy Head), Department of Organising and Functioning of Local Government, Ministry of the Interior, Athens

Mr Ioannis MATHIOUDAKIS, Head of the Coordination Service, Athens

**ITALY / ITALIE**

Mr Francesco GIUSTINO, Presidenza del Consiglio dei Ministri, Ufficio Attività Internazionali, ROMA

**MALTA / MALTE**

Mr Robert TABONE, Head EU & International Affairs, Office of the Director General, Local Government Division, VALLETTA

**SLOVENIA / SLOVENIE**

Mr Jurij MEZEK, Senior Advisor, Ministry of Public Administration, Local Self-Government Service, LJUBLJANA

**SWEDEN / SUEDE**

Mr Daniel WOHLGEMUTH, Deputy Director, Ministry of Culture, Division for Media and Democracy

**UNITED KINGDOM / ROYAUME-UNI**

Mr Paul ROWSELL, Head of Governance Reform and Democracy Unit, Department for Levelling Up, Housing and Communities, Local Government & Communities Directorate, Ministry of Housing, Communities and Local Government, LONDON

Ms Siobhan SMYTH, Senior Policy Adviser, Governance Reform and Democracy Unit, Ministry of Housing, Communities and Local Government, LONDON

Mr Matthew BRANNEN, Senior Policy Adviser, Governance Reform and Democracy Unit, Department for Levelling Up, Housing and Communities, Local Government & Communities Directorate, Ministry of Housing, Communities and Local Government, LONDON

Ms Kirsty BROWN, Governance Reform and Democracy Unit, Department for Levelling Up, Housing and Communities, Local Government & Communities Directorate, Ministry of Housing, Communities and Local Government, LONDON

**PARTICIPANTS****CONFERENCE OF INGOS OF THE COUNCIL OF EUROPE / CONFERENCE DES ONG DU CONSEIL DE L'EUROPE**

Mr Christoph SPRENG, Representative of the INGOs Conference to the CDDG, Initiatives of Change-International

**CONSULTANT EXPERT / EXPERT CONSULTANT**

Mr Andy WILLIAMSON, Parliaments, participation and innovation, United Kingdom

Mr André BÄCHTIGER, Professor, Institute for Social Sciences, University of Stuttgart, Germany

Ms Hanna-Kaisa PERNAÄ, Assistant Professor, University of Vaasa, School of Management, Social and Health Management, Finland

**SECRETARIAT****Secretariat of the CDDG / Secrétariat du CDDG**

Ms Alina TATARENKO – Head of the Democratic Governance Division / Secretary of the CDDG / Directorate of Human Dignity, Equality and Governance / Directorate General of Democracy

Ms Judith ORLAND, Democratic Governance Division – Directorate of Human Dignity, Equality and Governance - Directorate General of Democracy

Mr Christophe SPECKBACHER, Administrator – Democratic Governance Division / Directorate of Human Dignity, Equality and Governance / Directorate General of Democracy

Ms Isabelle ETTER, Assistant

Ms Nino MAKHAURI, Trainee

**Other Secretariat participating in the meeting /Autre Secrétariat participant à la réunion**

Mr Daniel POPESCU, Head of Democracy and Governance Department / Directorate of Human Dignity, Equality and Governance / Directorate General of Democracy

Ms Cornelia PERLE, Elections and Participatory Democracy Division / Directorate of Human Dignity, Equality and Governance / Directorate General of Democracy



**APPENDIX II**  
**AGENDA WITH ORDER OF BUSINESS**

<b>FRIDAY 1 July</b> Link: <a href="https://bluejeans.com/720493546/2915">https://bluejeans.com/720493546/2915</a>		
10.00		
<b>1.</b>	<b>Opening of the meeting</b>	
<b>2.</b>	<b>Adoption of the agenda</b>	[GT-DD(2022)OJ2rev]
<b>3.</b>	<b>Information by the Secretariat</b>  - information by the Secretariat	
<b>6.</b>  at 10.15	<b>Contributions by representatives of the Parliamentary Assembly and Congress, other organisations:</b>  Mr André Bächtiger, Professor, Institute for Social Sciences, University of Stuttgart, Germany  <i>Short Input on Deliberative Democracy: Lessons Learnt and Ways Forward</i>	
<b>4.</b>	<b>Draft recommendation on deliberative democracy</b>  Presentation of a draft Recommendation on Deliberative Democracy  - Discussion and contributions by members of the working group <ul style="list-style-type: none"> <li>• Preamble</li> <li>• Operational part</li> </ul>	[GT-DD (2022)8]
13.00-14.30	<b>Lunch break</b>	
14.30		
<b>4. (cont)</b>	- Discussion and contributions by members of the working group <ul style="list-style-type: none"> <li>• Appendix to the Recommendation</li> </ul>	
17.00	<b>End of day 1</b>	

<b>MONDAY 4 July</b> Link: <a href="https://bluejeans.com/720493546/2915">https://bluejeans.com/720493546/2915</a>		
10.00		
<b>6.</b>  at 10.00	<p><b>Contributions by representatives of the Parliamentary Assembly and Congress, other organisations:</b></p> <p>Ms Hanna-Kaisa Pernaa, Assistant Professor, University of Vaasa, School of Management, Social and Health Management, Finland</p> <p><i>Research on deliberative democracy in Finland</i></p>	
<b>4.</b>	<p><b>Draft CDDG Report on new forms of deliberative and participatory democracy</b></p> <p>Consideration of the draft Report</p> <p>Discussion chapter by chapter and contributions by members of the working group</p> <ul style="list-style-type: none"> <li>- Introduction</li> <li>- Chapter on Democracy</li> <li>- Chapter on Participatory Democracy</li> </ul>	[GT-DD(2022)7]
13.00-14.30	<b>Lunch break</b>	
14.30		
<b>4. (cont.)</b>	<p>(cont.) Discussion on Draft Report on new forms of deliberative and participatory democracy</p> <p>Contributions by members of the working group</p> <ul style="list-style-type: none"> <li>- Chapter on Deliberative Democracy</li> <li>- Chapter on Key elements of deliberative democracy</li> <li>- Chapter on proposals for effective deliberative initiatives</li> <li>- Chapter on conclusions</li> </ul>	
16.30		
<b>7.</b>	<b>Next steps</b>	
16.45		
<b>8.</b>	<b>Other business</b>	
<b>9.</b>	<p><b>Date of the next meeting</b></p> <p>Strasbourg and/or on-line (depending on situation), 26-27 September 2022</p>	