ACADEMY OF CIVIL PARTICIPATION

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HANDBOOK
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ACADEMY OF CIVIL PARTICIPATION

HANDBOOK

This Handbook outlines the Council of Europe's
standards for civil participation in decision-making
and is based on international best practices and
their comparative analysis to help public officials,
citizens and NGOs develop joint action plans on
policy-making and implementation. The Handbook
is also aimed to ehance understanding of operation
of public authorities, in particular, that of the Kyiv
City Council and its executive body - the Kyiv City
State Administration, as well as the opportunities
available for civil participation in decision-making
and for establishing efficient communication
between public authorities and public.

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C O N T E N T S

FOREWORD

Civil participation in decision-making is one of the democratic principles shared by all member States of the Council of Europe and, alongside elections, an important element to ensure good democratic governance at the municipal level, as it makes the voice of citizens and NGOs heard. Citizens who have a say in policy debates and decisions are more likely to accept them and to have an increased trust in local representatives and institutions.

To help member States ensure that civil participation has a real impact on the decision-making processes, the Committee of Ministers has adopted standards, such as guidelines and recommendations[1], and the Conference of INGOs and the Congress of Local and Regional Authorities have adopted the Code of Good Practice for Civil Participation in the Decision-Making Process[2].

The Council of Europe project "Promoting civil participation in democratic decision-making process in Ukraine" is designed to help the country implement these standards and in turn to strengthen the dialogue and cooperation between public authorities and civil society in the decision-making process, further narrowing the gap between them at the national and local levels. Dialogue-building activities such as joint trainings and good practice sharing can help remove barriers between stakeholders in Ukrainian society and ensure inclusive and constructive participation, where citizens' and NGOs' opinions are considered by policy makers.

The Academy of Civil Participation offers a framework and a support for interaction and the enhancement of mutual trust and respect. It is a unique learning and practical course aimed at expanding the knowledge of European standards and at developing the skills of NGOs and public authorities regarding joint development of policies.

This Handbook offers a source of quality information on civil participation, as it embraces Council of Europe standards, best European practice and a map of entry points for citizens' engagement in policy-making in Kyiv. The Handbook also provides practical guidelines for NGOs and public officials on how to confidently plan and ensure an inclusive policy-making process.

I strongly believe that this Handbook provides much useful information and many new insights regarding the Academy and I wish you every success in putting the Handbook to good use.

I would like to thank the team of international and national experts for their contributions, as well as all those who provided input and support throughout its preparation.

Mary Ann Hennessey
Head of Civil Society Division

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1   Guidelines for civil participation in political decision-making, Recommendations CM/Rec(2018)11 on the need to strengthen the protection and promotion of the civil society space in Europe and CM/Rec(2018)4 on the participation of citizens in local public life and other documents.
2   Adopted on 1st October 2009 and under revision at the time of this publication.

ACRONYMS, SYMBOLS AND DEFINITIONS

ACRONYMS AND SYMBOLS:

Academy — Academy of Civil Participation

KCSA — Kyiv City State Administration

CSO — civil society organisation

LSGA — local self-government authority

NGO — non-governmental organisation

DEFINITIONS:

Civil participation - the engagement of individuals, NGOs and civil society at large in decision-making processes by public authorities. Civil participation in political decision-making is distinct from political activities in terms of direct engagement with political parties and from lobbying in relation to business interests.

Public authority - any executive, legislative or administrative body at national, regional or local level, including individuals, exercising executive power or administrative functions. In the context of civil participation and decision-making in Kyiv, the concept of 'authorities' also includes the Kyiv City Council and the Kyiv City State Administration.

Public servants - in the context of this Handbook, this concept covers civil servants, heads of local state administrations, their first deputies and deputies, local self-government officials and local councillors.

Non-governmental organisations (NGOs) - voluntary self-governing bodies or organisations established to pursue the essentially non-profit-making objectives of their founders or members as set out in Recommendation CM/Rec(2007)14 of the Committee of Ministers to member states on the legal status of non-governmental organisations in Europe. They may include, for example, voluntary groups, non-profit organisations, associations, foundations, charities or geographic or interest-based community and advocacy groups.

In the context of this Handbook, the term 'civil society organisations' (the CSOs) is used, that can be defined as those that include all non-profit and non-state organisations outside of the family; in which people organise to achieve common interests for the public good. Examples include community-based organisations and village associations, environmental groups, women's rights groups, farmers' associations, faith-based organisations, labour unions, co-operatives, professional associations, chambers of commerce, independent research institutes and the not-for-profit media[1].

Civil society at large - the collective group of active individuals and organised, less organised and informal groups through which they contribute to society or express their views and opinions, including when raising issues regarding human rights violations, corruption and other misconduct or expressing critical comments. Such organised or less organised groups may include professional and grass-roots organisations, universities and research centres, religious and non-denominational organisations and human rights defenders.

Decision-making process - the development, adoption, implementation, evaluation and reformulation of a policy document, a strategy, a law or a regulation at national, regional or local level, or any process where a decision is made that affects the public, or a segment thereof, by a public authority invested with the power to do so.

Entry Points in this Handbook are defined as opportunities for engaging the public in the policy-making process - mechanisms and tools of civil participation and interaction with authorities.

Local public life means all matters, services and decisions, including governance and conduct of affairs relating to or affecting a local community.

A citizen means any individual (including, where applicable, foreign nationals) belonging to a local community. Belonging to a local community implies a strong connection between an individual and this community[2].

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1   https://www.undp.org/content/dam/china/docs/Publications/UNDP-CH03%20Annexes.pdf

2   According to the Convention on the Participation of Foreigners in Public Life at Local Level (ETS No. 144, see Article 2) the term 'foreign residents' means persons who are not nationals of the State and who are lawfully resident on its territory.

1 THE ACADEMY OF CIVIL PARTICIPATION: PURPOSE, OBJECTIVES ADVICE ON USING THIS HANDBOOK

CIVIL PARTICIPATION

WHY IS IT SO IMPORTANT?

Civil participation is an important component of any democratic society. One of the major concerns of modern democracies is the alienation of citizens from the political process. In this context, civil society constitutes an important element providing citizens with an alternative way, alongside elections, of making their voice heard and working for the community.

LOCAL SELF-GOVERNANCE AND CIVIL PARTICIPATION:

Local government is the level closest to citizens, and this proximity should in principle convert into increased levels of citizen participation in local affairs. Communities need competent dialogue leaders who can effectively unite citizens and public servants around the development and implementation of sustainable policies to improve the quality of citizens' life.

HOW CAN WE IMPROVE IT?

By introducing the Academy of Civil Participation, the Council of Europe offers support in creating conditions for strengthening civil participation, mutual trust, respect and recognition among NGO representatives and public servants for further cooperation between them and for building a sustainable inclusive dialogue in the decision-making process. The aim of the Academy is to lay down the foundations for the formation of a qualitatively new participatory decision-making process, where all voices are heard.

WHO MAY JOIN THE ACADEMY?

Public servants and NGO representatives who seek changes and development in the partnership between the authorities and the public to improve life of the community may join the Academy. The Academy, according to its pilot concept held in Kyiv, may be adapted for implementation in communities throughout Ukraine, bringing its content as close as possible to local needs and priorities.

WHAT IS UNIQUE ABOUT THE ACADEMY'S METHODOLOGY?

The Academy of Civil Participation is a unique, interactive and practical training course designed according to the principle of 'learning through action', based on international experience and practice, Council of Europe standards, aimed at improving the competences and skills of NGO representatives and public servants in developing joint policies and engaging citizens throughout the entire decision-making cycle and at all levels of participation.

HOW CAN PARTICIPANTS APPLY THE OBTAINED PRACTICAL KNOWLEDGE AND SKILLS?

- Gain the ability to locally apply the available civil participation tools in accordance with international standards and practices;
- Develop and implement joint action plans for NGO representatives and public servants to develop and put into life participatory urban policies;
- Build constructive dialogue and communication for efficient cooperation between NGO representatives and public servants.

WHAT ARE THE ACADEMY'S EXPECTED OUTPUTS?

- enhanced application of tools and formats for citizen involvement in the decision-making process;
- deeper mutual recognition and engagement between NGOs and public servants at the NGO level, as well as open and constructive communication between them;
- real cases of civil society influencing final shape of policies.

ADVICE ON USING THIS HANDBOOK

What should public authorities do to promote civil participation, citizen and NGO involvement in the decision-making process? When and how can NGO representatives and the public be involved in speak out on various issues of interest to local communities or on decisions that affect their community or cause them personally to engage actively in local public life and management of local affairs? How should consultations with the public proceed? What would ensure mutual understanding and efficient engagement between public servants and NGO representatives?

According to a study (link to the CEDOS 2017 and 2019 studies), numerous obstacles exist to proper and efficient citizen involvement in the decision-making process, including low trust among the public, NGOs, as well as between NGOs and public authorities. Furthermore, low public awareness of the local self-government system operation or of public servants' powers, and poor understanding of the decision-making process and civil participation tools also hamper citizen involvement. Public servants, on their part, should ensure dialogue and cooperation with NGOs, based on the principles of stronger constructive relationships.

The Handbook that you are reading represents a collection of educational materials and practical tasks that will help, during and after the Academy of Civil Participation, in shaping and implementing a plan for engagement between the public and public servants in the process of development of specific policies. In other words, the reader will be able to define a set of and an algorithm for application of civil participation tools, wider citizen involvement and efficient communication to address the community's socially important issues.

By using the Handbook, you will:

- have a template and guidance for developing your own plans of cooperation between NGO representatives and public servants in the policy-making process and public participation;

- learn the Council of Europe standards, including the Code of Good Practice for Civil Participation in the Decision-Making Process, Guidelines for civil participation in political decision making, Recommendation CM/Rec(2018)4 of the Committee of Ministers to member States on the participation of citizens in local public life;

- find out how the operation of local authorities in Kyiv is organised and what opportunities are currently available for involvement in the decision-making process (and what must be done to expand opportunities for citizen involvement);

- compare the best international case studies of citizen involvement through dialogue methods and online platforms, and learn about democratic innovations in civil participation based on the use of digital technologies;

- review communication as an efficient tool for engagement between the public and the authorities, and find out why one cannot influence if they cannot listen.

However, knowledge alone is not enough - effective participation in democratic processes requires certain skills. We decided to list them here so that you would remember and use them while attending the Academy of Civil Participation and cooperating in policy development.

CIVIL PARTICIPATION SKILLS[1]:

1. Think critically.
2. Take informed and responsible decisions.
3. Analyse information.
4. Assess information.
5. Discuss complex issues and consider different points of view.
6. Understand the role of prejudice, differing viewpoints, and context, as well as evaluate the reliability of sources of information.
7. Keep track of current events and issues.
8. Formulate questions on the basis of available information.
9. Use efficient strategies to look for information.
10. Summarise information in verbal, written or graphic formats.
11. Work together with others to achieve goals.
12. Display leadership qualities.
13. Solve problems.
14. Build efficient and rational argumentation.

Joint plan for engagement between public servants and NGO representatives in the policy development and policy-making process

Although autonomous operation may sometimes be quite successful, jointly addressing the problem is often required to make changes or improvement permanent and sustainable.

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1 https://www.ifes.org/sites/default/files/ifes_ukraine_democracy_from_theory_to_practice_student_handbook_v1_ukr.pdf

It is therefore very important to consider who else may be concerned with or affected by your problem, and to try to engage other stakeholders who might help you to achieve your objectives. Persons interested in your problem may help you to implement your plan of action. Civil society may have many useful resources to achieve objectives. Look out for organisations engaged in addressing your or similar issues and think about how these organisations may help you.

When one is dealing with public authorities and their representatives, it is important to show that the public is ready to offer independent expertise and professional support or to provide other resources. Think about those who might be interested in addressing the problem and how to motivate these individuals to voice their views before government officials. This may become part of your action plan.

The methodology for the development and implementation of a joint plan for engagement between public servants and NGO representatives (the 'Plan') is based on the Council of Europe standards of civil participation in the policy development and policy making process, is of an advisory nature and may be expanded.

Use the following Handbook recommendations to develop a joint Plan:

Step	Action	Page	Comment
1	Read the Code of Good Practice for Civil Participation in the Decision-Making Process (particularly regarding the civil participation matrix).	25	This will help you to act according to the Council of Europe standards and identify the stage of political decision-making you are currently at and the levels of participation you are using.
2	Familiarise yourself with 6 steps in policy development.	37	Defining the problem is the first step in developing a policy decision that requires several rounds of consultations.
3	Initiate development of the policy-making process in Kyiv.		Practical exercises will help in adapting the policy-making process model according to your case.
4	Explore the participation tools allowed by the legal framework nationally and locally.	43	This will help to find an efficient toolkit to engage citizens in the process of developing and adopting a policy decision.
5	Familiarise yourself with the Kyiv municipal authorities' engagement and subordination structure.	49	You will understand how structural subdivisions engagement within the KCSA, which officials are in charge of addressing your issue and with which structural subdivisions you need to liaise actively when developing and implementing a policy decision.
6	Determine which opportunities are available for citizen involvement in the city administration's decision-making process.	59	This will help to analyse the current practice of citizen involvement in the KCSA decision-making process and identify the citizen involvement mechanisms that have to be developed according to the civil participation matrix.
7	Learn the best international practices in the holding of public consultations. Identify the dialogue methods that you can use to handle your case.	71	You will be able to expand the range of citizen engagement tools based on innovative international experience of holding public consultations and e-democracy.
8	Get acquainted with democratic innovations in matters of civil participation.	85	You will discover necessary actions for digital citizen engagement, from event planning, audience research, assessment of impact and values to campaign planning.
9	Find out how to build efficient communication when engagement between the public and the authorities, and why you cannot influence if you cannot listen. Develop a communication plan.	97	You need to be well-prepared and convincing. Indeed, in order to make changes to society, it is often necessary to inform people first about the need for these changes. This is particularly important if it entails changing the public's habits and attitudes. Because of this, a communication strategy or plan will an important part of your approach.
10	Draft a joint plan for engagement between public servants and NGO representatives to develop a policy decision.		Draft together with the partners (the public, public servants) a communication and consultation plan to develop a policy decision, based on your own experience, the material learned at the Academy, and the recommendations contained in this Handbook.

In cooperation and partnership with representatives of government authorities and the public, you will develop a joint action plan focused on addressing, via a policy decision, a problem affecting the community.

Efficient engagement between the stakeholders, inclusive and transparent decision-making, and the appropriate tools selected for civil participation and public consultations will help to ensure proper and sustainable solutions.

Using the following template is suggested:

Problem:

Aim:

The KCSA officers and structural subdivisions in charge:

Public partners:

#	Measure	Date of implementation	Full names of officials in charge/ names of the KCSA structural subdivisions and their tasks in implementing this measure	Full name of the public partner/ NGO title and their tasks in implementing this measure

2 TRAINERS AND CURRICULUM OF THE ACADEMY OF CIVIL PARTICIPATION

Jeff LOVITT

A specialist in participatory democracy and civil society development.

Jeff was Editor in 2016 -2017 of two Council of Europe studies on Civil Participation in Political Decision-Making in the Six Eastern Partnership Countries, and is Editor in Chief of the Eastern Partnership Index. In 2017 - 2018, he was the lead international expert on the Council of Europe project, Promoting Civil Participation in Democratic Decision-Making in Ukraine, designing a participatory democracy academy for Kyiv City Authorities and NGOs.

He is a member of the International Experts Panel of the Open Government Partnership. He has provided advice, mentoring and training on participatory democracy and citizens' engagement to local authorities in Ukraine and Armenia, and run trainings for public officials in Central Asia. He twice served as co-Chair of the Eastern Partnership Civil Society Forum.

From 2005 - 2015, he was Executive Director of the PASOS international think-tank network, and from 2000 - 2005 he was Communications Director at the international Secretariat of Transparency International. He is the author and editor of a range of publications on EU policy-making, including Democracy's New Champions. European Democracy Assistance after EU Enlargement (2008), How to Win Respect and Influence Policymakers. Principles for Effective Quality Controls in the Work of Independent Think-tanks (2011), and The Right Approach to Europe. An Advocacy Handbook for Civil Society: Understanding and Influencing EU Policy-making (2012).

Dr Andy WILLIAMSON

Andy is a Scottish-based architect for democracy and a passionate advocate for stronger governance. Known as a global leader in democratic innovation and civic participation, particularly around the intersection of digital technology, parliaments and citizens, he works with senior management, government ministers, parliamentarians, civil servants and citizens, supporting organisations to transform their culture and processes to become more creative, open, transparent and effective. Bringing extensive experience in research, online campaigning, communication and social and technology start-ups, Andy is a well-published author of papers, reports and media articles, and an experienced strategist and project manager. Originally from New Zealand, he holds a PhD in Information Science, which examined how digital and online technologies can change the relationships between citizens and government.

Quintin OLIVER

Quintin Oliver is a social entrepreneur based in Northern Ireland, where he contributed to the peace process over two decades, in his position as Director of the Northern Ireland Council for Voluntary Action - a facilitator of NGO action and advocacy for peace and conflict resolution.

Quintin resigned from that position to set up and run the successful cross-party and civil society 'YES' Campaign in the Good Friday / Belfast Agreement Referendum of 1998, winning a 72 % YES Vote with a turnout of 82 %.

Since then, he has run his own political consultancy group, Stratagem International, from which he advises on conflict resolution, referendums and NGO independence across the globe; he has worked in Iraq, Kurdistan, Syria, Lebanon, and Cyprus, Colombia and South Africa.

In 2003, he helped found and remains the first Chair of the Consultation Institute - a best practice professional association on effective and meaningful Public Consultation.

Oliver serves as adviser to the Joseph Rowntree Foundation, Artemis Schools social enterprise and the City of Derry Airport.   He tweets from @QuintinOliver

Olga STUZHINSKAYA

Internationally educated - Stanford Fellow, Executive MBA - Olga Stuzhinskaya has rich experience in EU and foreign affairs, international development and public affairs. Founder and director (2006 - 2015) of a successful liaison/advocacy organization, the Office for a Democratic Belarus (ODB) in Brussels, she contributed strongly to strengthening ties between Belarus and the European Union (EU).

Stuzhinskaya also served on the Steering Committee of the Eastern Partnership Civil Society Forum - the EU's Eastern Partnership initiative aims at closer political and economic ties with Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. She authored nearly 50 reform programs for EU's Neighbourhood in the fields of energy, transport, environment, civil society, economic reform and social entrepreneurship, culture, gender equality, research, good governance and participatory decision-making.

Today, Stuzhinskaya delivers expertise to EU institutions and agencies, NGOs, business companies and international organisations empowering different stakeholders in relationship building and communications, public participation, business development strategies, programme design, executive management and leadership.

Iryna TITARENKO

Iryna Titarenko is a communication specialist in the non-profit sector with almost 10 years of experience in state, civil society and international organisations, and is the CEO of Practicum. She is highly experienced in designing and implementing a wide range communication campaigns aimed at strategic promotion of socially important issues (education, culture, state reforms, health care, decentralisation and deinstitutionalisation, social entrepreneurship etc.) for leading Ukrainian and international organizations such as: IREX in Ukraine, UNICEF Ukraine, United Nations Population Fund, WWF Ukraine, Transparency International Ukraine, OSCE Project Co-ordinator in Ukraine, UNDP Ukraine, World Bank, Council of Europe, GIZ etc.

Iryna is an experienced communications trainer and a co-lecturer of online courses, she shares her experience at the National University of Kyiv-Mohyla Academy and the Ukrainian-American Concordia University as well as mentoring groups of young professionals and communication specialists at courses of the Ukrainian Catholic University and the Ukrainian Social Academy. She is a Doctor of Philosophy of Pedagogy, Master of Public Relations, Bachelor of Sociology/Social Work, author of more than 25 scientific and journalistic articles, co-author of the Manual on Effective Communications and co-author of the Manual on Transparency and Social Responsibility of Municipalities.

Oleksii KOVALENKO

Deputy Director of Ukraine's first Public Communication and Information Centre, Head of the 'Civil Society Development Forum', a civil society organisation, and expert of the Reanimation Reform Package for Kyiv. As a national expert, Oleksii participated in the successful implementation of the Council of Europe Pilot Project 'Promoting civil participation in democratic decision-making in Ukraine'. Works on issues of inclusive dialogue between civil organisations and municipal authorities, development and the implementation of guidelines for open consultations with the public, participatory decision-making process in Kyiv, advocacy for new Regulations on the Public Budget, as well as improved efficiency and implementation of new e-democracy tools, such as e-consultations, public budget, e-petitions, e-appeals.

On his initiative and with his input, the model regulations 'On Public Consultations', the engagement and public consultation matrix, the concept of guidelines for conduct of public consultations, and the concept of the e consultation online platform were developed. The All-Ukrainian Public Budget, the Eastern Europe's first national participatory tool, was initiated in collaboration with him and his colleagues, and was supported by the Verkhovna Rada of Ukraine.

Oleksii focuses on expert examination, development, advocacy and implementation of local and national laws, as well as the development of subordinate legislation in accordance with the relevant methodology.

Ivan VERBYTSKYI

Project manager and urban policy analyst at the CEDOS think tank. Works on topics of urban politics, public participation in decision making and local budgeting.

Co-author of the open online course «Urbanism: A Modern City» on the Prometheus platform.

Editor and manager of the Ukrainian urban platform Mistosite, as well as the co-author of the «Non-sleeping district» podcast on Urban Space Radio.

Organizer of two strategic sessions of the Ukrainian urbanists movement and the manager of the Ukrainian Urban Forum – an annual event for networking, informal education and exchange of experience for activists and professionals involved in the urban development in Ukraine.

Natalia CHORNOGUB

Auditor, expert in Compliance and Open Data, with seven years of management experience in the national trading network; Head of NGO "Park Natalka", facilitator trainer.

Specialises in establishing an equal dialogue with local government, non-governmental organizations and socially responsible business. Over the past 3 years, Natalia managed to hold over one hundred events. During this period Natalia has developed and significantly improved my skills of facilitation, moderation, development and implementation of strategies, as well as communication and advocacy plans. Among her achievements Natalia can highlight the following: facilitation, moderation, strategy development, as well as vision and advocacy plans, in particular:

Organization of the strategic development session of the Obolon district in 2016 - 2020 with 150 participants including representatives of public authorities and activists. As of today, 7 out of 15 projects have been successfully implemented.

Participation in the strategic session on the development of several Ukrainian cities - Dykanka (Poltava region), Smila (Cherkasy oblast) for 110 and 60 people respectively, including the city mayors.

Conducting motivational events for representatives of public organizations and activists to create public spaces in and the revitalization of 35 Ukrainian cities: Lviv, Odesa, Ivano-Frankivsk, Poltava, Zhytomyr, Cherkasy, Boryspil, Kostyantynivka, Druzhkivka, Dobropillya, etc.

Olga KOVALENKO

A civic education expert in the field of civil participation in the decision-making process and stretching of civil society space. Olga is engaged in the formation of an institutional and legal environment for the development of civic education in Ukraine, in order to build civil competences and involvement in public and political life. She coordinated the drafting of the Concept of Civic Education Development in Ukraine, approved by the Cabinet of Ministers in October 2018.

Olga has extensive experience in designing non-formal education training programmes on issues of local democracy, citizen engagement, advocacy, registration and operation of civil society and charitable organisations, state policy of civil society development. She has compiled more than 45 awareness-raising products, co-authored the 'Democracy: From theory to practice' civic education manual for students, and edited the 'Civil society and charitable organisations in Ukraine: Registration and operation' manual.

Olga GVOZDIK

A public and political activist, expert in the matters of local self-governance and civil participation tools.

Olga has many successful cases to her name of protecting the community's rights and interests in combating illegal construction, providing advocacy of public projects for restoration of historic buildings, public space revitalisation, and large-scale transportation projects. In the last two years, Olga has been working in the Donbas and Luhansk regions to restore public space, train active citizens in cities to build their expertise in the implementation of projects and initiatives using local democracy tools. Olga also specialises in strengthening the dialogue between the authorities and the community.

Recently, Olga has been working on institutional strengthening of national minorities' civil society organisations.

Maksym LATSYBA

An expert in civil society development legislation. For almost 20 years, he has been working at the Ukrainian Centre for Independent Political Research. He is committed to introducing the best European practices in the field of registration and taxation of civil society and charitable organisations, introduction of mechanisms for citizen involvement in decision-making, and introduction of transparent project competitions for civil society organisations.

He was among the founders of public coalitions such as the New Citizen and the Reanimation Reform Package (the 'RRP'). He is a member of the Coordinating Board for Promoting the Development of Civil Society under the President of Ukraine.

He has considerable experience in planning and conducting advocacy campaigns. He coordinated campaigns for the adoption of the Law 'On Public Associations', the Law 'On Charity and Charitable Organisations', the Decree of the President of Ukraine 'On Promoting the Development of Civil Society in Ukraine', the CMU Resolution No. 976 'On approving the Procedure for facilitating expert examination of executive authorities' operation', the CMU Resolution No. 996 'On ensuring public participation in shaping and implementing state policies', the CMU Resolution No. 1049 'On approving the Procedure for holding a competition to determine programmes (projects, measures) developed by civil society institutions, which are to be provided with financial support for their completion (implementation)', etc.

He has considerable experience of cooperating with local self-government authorities. This cooperation has resulted in the adoption of territorial community charters and local democracy mechanisms in Chernivtsi, Khmelnytskyi, Lviv, Ternopil, Zhytomyr, and other cities.

ACADEMY OF CIVIL PARTICIPATION

Day one
Moderated by: Natalia Chornogub and Olga Stuzhinskaya, Council of Europe consultants

9:00 – 9:30	**Welcome coffee and registration**
9:30 – 10:00	**ACADEMY OF CIVIL PARTICIPATION: STRENGTHENING PARTNERSHIP AND POLICY DIALOGUE BETWEEN KYIV AUTHORITIES AND NGOs**

Welcome words from

Vitalii Klitschko,
Kyiv City Mayor, Head of Kyiv City State Administration

Marten Ehnberg,
Head of the Council of Europe Office in Ukraine

Academy objectives

Volodymyr Kebalo,
Senior Project Officer, Council of Europe

10:00 – 10:45	**INTRODUCTION OF PARTICIPANTS (INTERACTIVE FORMAT)**
10:45 – 12:00	**MAPPING THE POLITICAL DECISION-MAKING PROCESS:** Presentation of the findings of a Mapping Study into Entry Points for Citizens' Engagement in Policy-making at Local Level in Kyiv in the Context of International Practice (including Kyiv and international case studies)

Jeff Lovitt,
New Diplomacy, Council of Europe international consultant

Ivan Verbytskyi,
CEDOS, Council of Europe international consultant

Oleksii Kovalenko,
Deputy Director of the Kyiv Center for Communication and Information

POLICY CYCLES, PRIORITY-SETTING, AND ENTRY POINTS AT LOCAL LEVEL:

- Presentation of Council of Europe standards, in particular, the Code of Good Practice for Civil Participation in the Decision-Making Process (the cycle of policy making and different levels of participation).
- Concept of international best practices, with selected examples (e.g. Warsaw, Prague).
- Policy cycle, priority-setting, and entry points in Kyiv.
- Case studies of citizens' engagement in Kyiv.
- Assessment of differences between Kyiv and international practices, and where reforms could be made in Kyiv.
- Kyiv authorities address case studies in Kyiv, and plan for public consultations in future.
- Q&A.

Expected outputs:

- Strengthened understanding of the policy-making cycle and the Council of Europe standards and international practices.
- The current state of involvement of citizens in the policy making process in Kyiv is analyzed and the difference between international practices assessed, with better understanding of how and when citizens and NGOs can engage more.

12:00 – 12:15	Coffee break

12:15 – 13:30   **IMPROVING OPPORTUNITIES FOR CITIZENS' ENGAGEMENT AND REALISING THOSE OPPORTUNITIES:**

Jeff Lovitt,
New Diplomacy, Council of Europe international consultant

Ivan Verbytskyi,
CEDOS, Council of Europe international consultant

- Interactive session on the assessment of the policy cycle and entry points for a number of ongoing/forthcoming policy decisions in Kyiv (e.g. public communications, infrastructure, creative industries, the environment, transport and urban mobility, public space, social affairs).
- Work in groups on the definition of roles and functions of NGO representatives and Kyiv authorities in the process of consulting (creating conditions for the cooperation of the participants among themselves in order to understand what they should do to ensure that public consultations are held, meaningful, and inclusive, and that the voices of NGOs and citizens concerned (e.g. residents) are heard).

Expected outputs:

- Policy cycle and entry points for selected policy areas/decisions assessed.
- Thematic groups of participants formed (up to 5 groups/policies). Group goals, roles, action plans developed.

13:30 – 14:30   Lunch

14:30 – 16:00   **PUBLIC CONSULTATION: INTERNATIONAL STANDARDS AND GOOD PRACTICES**

Quintin Oliver,
Stratagem International, Council of Europe international consultant

- Public consultations at the international level and global trends (based on international examples).
- Council of Europe and international standards for public consultations and international practices: main conditions and principles for effective consultations, overview of various means and tools of public consultations.
- Challenges and prospects for conducting inclusive public consultations in a global context - how it affects Ukraine .

PUBLIC CONSULTATIONS IN KYIV: LEGISLATION, PRACTICES AND CHALLENGES

Maksym Latsyba,
Ukrainian Center for Independent Political Research, Council of Europe national consultant

- Legislative and practical framework for public consultations in Kyiv.
- Practices and challenges to ensuring effective consultations in Kyiv and Ukraine.
- Opportunities to reform and improve public consultations in Kyiv.

Expected outputs

- Understanding of the fundamental standards and principles for conducting inclusive and effective public consultations - drawing on international standards and practices.
- Reflections on public consultations in Kyiv - recommendations developed (group work) for the draft regulations on public consultations in Kyiv.
- Policies/guidelines/plans developed (group work) for organising and conducting public consultations in partnership between NGO representatives and Kyiv authorities in selected policy areas (tbc): e.g. public communications, infrastructure, creative industries, the environment, transport and urban mobility, public space, social affairs, considering forms of public consultations and target stakeholders to engage, and of mutual co-operation between NGOs and Kyiv authorities to make public consultations work effectively and inclusively.

16:00 – 16:15	Coffee break

16:15 – 17:30	**DAY 1 CONCLUSIONS AND OVERVIEW OF THE DAY 2**

Natalia Chornogub and *Olga Stuzhinskaya,*
Council of Europe consultants

- Presentation by groups of their goals and objectives, action plans.
- Presentation of recommendations to improve the draft regulations on public consultations in Kyiv.
- Overview of Day 2.

Expected outputs:

- Group work consolidated: recommendations to the draft regulations on public consultations in Kyiv; groups objectives and action plans on policy areas, including guidelines for conduction consultations.
- Next steps and tasks for the groups formulated.

Day two

Moderated by: Natalia Chornogub and Olga Stuzhinskaya, Council of Europe consultants

8:30 – 9:00	**Coffee**

9:00 – 11:30	**CIVIL PARTICIPATION TOOLS: COMPARATIVE INTERNATIONAL EXAMPLES**

Quintin Oliver,
Stratagem International, Council of Europe international consultant

- Online platforms for citizens' engagement and consultations
- Comparative overview of international case studies (Australia, UK, Ireland, and Denmark).
- Features and benefits - what to expect, how to commission the right one, how to specify your needs.
- Dialogue Methods:
- How to choose the best mix of tools for engaging stakeholders?
- What information and how to collect data from stakeholders?
- How to measure and evaluate the tools used in public participation, why do you need to do this?
- What gives feedback and how to get it?

Expected outputs:

- Learning international tools of civil participation: offline and online tools.
- Understanding of application of the dialogue methods in the policy development process.
- Reflections on international tools – potential piloting of new tools of civil participation in Kyiv in the national legislative framework and context.

11:30 – 11:45	**Coffee break**

11:45 – 13:30 **DEMOCRATIC INNOVATION AND CIVIL PARTICIPATION: ENHANCING OPENNESS, TRANSPARENCY AND CITIZEN ENGAGEMENT THROUGH DIGITAL TECHNOLOGIES**

Dr. Andrew Williamson,
Democratise & Independent Consultant, Council of Europe international consultant

- Impact of digital engagement on improving relations and strengthening partnerships between citizens and local authorities.
- Impact of online campaigning and communication in the decision-making process: how can it work in Kyiv, how does digital engagement and communication work in Kyiv?
- Case study: Hearing New Voice, Scottish Government and NHS Lanarkshire.

Expected outputs:
- Understanding changes in organizational culture to think about how participation supports better outcomes.
- Learning how to design online engagement in terms of the context, resources and audience.
- Understanding change in the culture of participation and discussion of inside experience with the process.

13:30 – 14:30 **Lunch**

14:30 – 16:30 **ROLE-PLAYING GAME: SIMULATION OF ORGANIZATION AND CONDUCT OF PUBLIC HEARINGS ON THE ONE OF THE CHOSEN BY PARTICIPANTS TOPIC OF THE POLICY**

Olga Kovalenko,
Ukrainian Center for Independent Political Research, Council of Europe national consultant

Quintin Oliver,
Stratagem International, Council of Europe international consultant

In the role-playing format participants will organise public hearings on one topic of their policy decisions in Kyiv (e.g. public communications, infrastructure, creative industries, the environment, transport and urban mobility, public space, social affairs). Participants will distribute between the roles of authorities, SCO`s representatives, stakeholders, media, citizens and opposite and everyone will try a new role for themselves. NGOs representatives and public officials will open new experience how they can be useful for each other in decision-making process and citizens engagement.

Expected outputs:
- Building relations and mutual trust between NGOs and public officials.
- Recognition among public officials that the participatory approach strengthens ownership, quality of policies and effective implementation with positive outcomes.
- Reflections and recommendations to improving public hearings in Kyiv.

16:30 – 16:45 Coffee break

16:45 – 18:00 **PRESENTATIONS AND CONCLUSIONS - RIGHT CHOOSE TOOLS OF PARTICIPATION FOR ACTION PLANS JOINT ACTIVITIES**

Maksym Latsyba,
Ukrainian Center for Independent Political Research, Council of Europe national consultant

Olga Kovalenko,
Ukrainian Center for Independent Political Research, Council of Europe national consultant

Expected outputs:
- Reflections on the new pilot experience of participation – can it work in Ukraine?
- Recommendations developed for improving public hearings in Kyiv.
- Analysing problem area of the tools of participation and how they can work better.

Day three

Moderated by: Natalia Chornogub and Olga Stuzhinskaya, Council of Europe consultants

8:30 – 9:00	**Coffee**

9:00 – 11:15	**ENHANCING CITIZEN ENGAGEMENT THROUGH EFFECTIVE COMMUNICATION. COMPARATIVE PERSPECTIVE**

Irina Titarenko,
Practicum, Council of Europe national consultant

Jeff Lovitt,
New Diplomacy, Council of Europe international consultant

Oleksii Kovalenko,
Deputy Director of the Kyiv Center for Communication and Information

- Basic principles of effective communication between public servants and NGOs in policy making so that everyone's opinion is heard.
- Introduction to the purpose and tasks of the Kiev Center of Communication and Information
- Components of the communication strategy.
- Target audiences: core and audience image, CA segmentation, stakeholder - how to communicate in the early stages of policy making.
- Key approaches to developing key messages.

Expected outputs:
- Strengthening understanding of how to apply the principles of effective communication in the early stages of policy making in a way that willl foster confidence building and constructive dialogue between them.
- Strengthening understanding of the target audience and the principles of the formulation and dissemination of messages.
- Understanding how to effectively communicate messages to various social groups and beneficiaries of policies, including feedback mechanisms and policies to citizens' and NGOs' proposals.
- Developing a map of stakeholders.

11:15 – 11:30	**Coffee break**

11:30 – 13:00	**STRENGTHENING AND ENHANCING COMMUNICATIONS BETWEEN KYIV AUTHORITY AND NGOs**

Irina Titarenko,
Practicum, Council of Europe national consultant

Jeff Lovitt,
New Diplomacy, Council of Europe international consultant

Oleksii Kovalenko,
Deputy Director of the Kyiv Center for Communication and Information

Representatives, NGOs and Kyiv NGO Platform
- Interactive session for developing joint communication plans for civil servants and NGOs representatives.
- Basis for mutual communications and co-operation between NGOs and Kyiv Center of Communication.

Expected outputs:
- Draft communication plans in the policy making process developed, contributing to the formation of initial ideas and solutions for further joint communication efforts.
- A model of relations between the Kyiv Center for Communication and Information and NGOs developed in order to make this resource more efficient and to make Kyiv authorities more open and transparent.

13:00 – 14:00	**Lunch**

14:00 – 15:00	**PART 1. FURTHER PREPARATION AND FINALISATION OF ACTION PLANS FOR JOINT ACTIVITIES (NGOs AND PUBLIC AUTHORITIES)** *Olga Kovalenko,* Ukrainian Center for Independent Political Research, national consultant Council of Europe Council of Europe consultants, representatives of Kyiv authorities, Secretariat of the Cabinet of Ministers of Ukraine Consolidating the Academy outputs and group work, participants finalise joint policy action plans developed according to the CoE matrix of civil participation and action plan templates.
15:00 – 16:30	**PART 2. PRESENTATION OF ACTION PLANS FOR JOINT ACTIVITIES BY THE PARTICIPANTS (NGOs AND PUBLIC AUTHORITIES)** *Olga Kovalenko,* Ukrainian Center for Independent Political Research, national consultant Council of Europe Council of Europe consultants, representatives of Kyiv authorities, Secretariat of the Cabinet of Ministers of Ukraine Participants present their plans to a jury composed of CoE consultants and public officials (national and municipal levels). Recommendations and suggestions to implementation and cooperation.
16:30 – 16:45	Coffee break
16:45 – 17:30	**POST-TRAINING ASSESSMENT AND CONSULTATIONS WITH A VIEW TO EXPERT FOLLOW-UP MENTORING AND GUIDANCE ON ACTION PLANS CLOSING STATEMENTS AND NEXT STEPS** *Volodymyr Kebalo,* Senior Project Officer, Council of Europe Reflection and feedback on the Academy's first module. Introducing the participants to options of expert support in implementing joint action plans, joining the Kyiv NGO platform and further modules of the Academy.
17:30 – 18:30	Family photo and refreshments

3 COUNCIL OF EUROPE STANDARDS ON CIVIL PARTICIPATION IN DECISION-MAKING

COUNCIL OF EUROPE STANDARDS IN THE FIELD OF CIVIL PARTICIPATION

By enabling social dialogue on key issues, civil participation in the decision-making processes is fundamental for functioning and development of a true democratic society. Citizens are more perceptive of solutions and trust their representatives more often when they feel that they are able to speak on important issues and decisions during political discussions.

Non-governmental organisations and civil society contribute significantly to the development and realisation of democracy and human rights. The definition of non-governmental organisations given by the Council of Europe is contained in the Recommendation CM/Rec(2007)14 of the Committee of Ministers[1]. It states that 'non-governmental organisations are voluntary self-governing bodies or organisations established to pursue the essentially non-profit-making objectives of their founders or members.'

In relation to the Code of Good Practice for Civil Participation[2] the term 'non-governmental organisation' is taken to refer to organised civil society, including voluntary groups, non-profit organisations, associations, foundations, charities, as well as geographic or interest-based community and advocacy groups. The core activities of non-governmental organisations are focused on values of social justice, human rights, democracy and the rule of law. The purpose of non-governmental organisations is to promote these causes and improve the lives of people.

Every one has the right to freedom of association with others, including the right to form NGOs and to join them for the protection of his/her interests[3]. Standards of the Council of Europe and other international organisations are intended to ensure the development of legislation and the enabling of an environment for civil society development, the promotion of the establishment and activities of associations, and the formation of adequate conditions for their operation and further activities with the aim of achieving their objectives. The importance of the NGO participation in decision-making processes at all levels was also recognised by the 2015 Joint

Guidelines of the Venice Commission and the OSCE/ODIHR on Freedom of Association[4].

One of the democratic principles common to all member states of the Council of Europe is the right of citizens to speak and have influence on the adoption and implementation of important decisions that affect them or on the choice of ways for community development. It is therefore vital that citizens and non-governmental organisations (the 'NGOs') participate in public affairs management. To help member States in ensuring the effective participation of citizens and NGOs in public affairs management, the Council of Europe has developed relevant standards. In particular, the Committee of Ministers adopted in 2017 the Guidelines for civil participation in political decision making, and in 2018 - the Recommendations CM/Rec(2018)4 on the participation of citizens in local public life, and CM/Rec(2018)11 on the need to strengthen the protection and promotion of civil society space in Europe.

The Code of Good Practice for Civil Participation in the Decision-Making Process (revised by the Conference of International NGOs of the Council of Europe in 2009) defines the general principles, recommendations, tools and mechanisms for active participation of citizens and NGOs in the process of decision-making, based on the experience of NGOs from all over Europe, and also illustrates the matrix of civil participation, which provides for 4 levels of participation (information, consultation, dialogue, partnership), various participation formats and tools, as well as stages in the process of making and implementing decisions.

The Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority (CETS No. 207)5 are providing an international legal guarantee of the right to participate in the affairs of a local authority. The right to participate in the affairs of a local authority denotes the right to seek to determine or to influence the exercise of a local authority's powers and responsibilities. The Protocol also requires measures be taken which are necessary to ensure that the ethical integrity and transparency of the exercise of local authorities' powers and responsibilities are not jeopardised by the exercise of the right to participate.[5]

Dedicated standards address non-discrimination and equal opportunities to participate in the decision-making process and the local public life for different categories of individuals,

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1 Recommendation CM/Rec(2007)14 of the Committee of Ministers to member states on the legal status of non-governmental organisations in Europe, available at https://zakon.rada.gov.ua/laws/show/994_937

2 Code of Good Practice for Civil Participation, available at https://rm.coe.int/16802eeddb

3 Convention for the Protection of Human Rights and Fundamental Freedoms, available at https://www.echr.coe.int/documents/convention_ukr.pdf

4 Guidelines of the Venice Commission and the OSCE/ODIHR on Freedom of Association, available at https://www.osce.org/uk/odihr/233076?download=true

5 Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority (CETS No. 207).

including women, youth, foreigners, persons with disabilities, and members of minority groups[6].

In European countries, numerous formats and tools of civil participation are available. There are no universal models or formats of participation, although common features and trends exist that have been adapted by countries at different levels of governance. Good practices in European countries are associated with initiatives, experiments and innovations that come from local governments themselves; promotion and support for civil participation through flexible methods and mechanisms, avoiding excessive regulation that impedes active engagement.

6   The Council of Europe Gender Equality Strategy 2018–2023
    The Council of Europe. Declaration on Equality of Women and Men as a Fundamental Criterion of Democracy
    The Council of Europe. European Convention on the Participation of Foreigners in Public Life at Local Level
    Framework Convention for the Protection of National Minorities, and the European Charter for Regional or Minority Languages
    Recommendation CM/Rec(2011)14 of the Committee of Ministers to member states on the participation of persons with disabilities in political and public life
    Recommendation CM/Rec(97)3 of the Committee of Ministers to member states on youth participation and the future of civil society.
    Recommendation CM/Rec(2012)2 of the Committee of Ministers to member states on the participation of children and young people under the age of 18.
    Recommendation CM/Rec(2015)3 on the access of young people from disadvantaged neighbourhoods to social rights.
    Recommendation Rec(2004)13 of the Committee of Ministers to member states on the participation of young people in local and regional life.
    Recommendation Rec(2006)1 of the Committee of Ministers to member states on the role of national youth councils in youth policy development
    Other documents.

The standards and documents of the Council of Europe emphasise the need to ensure the basic principles and conditions on which civil participation and good democratic governance should be based:

- different phases of the decision-making process being undertaken by the public authority, including the earliest stage in the decision or policy development, should be open to civil participation;
- local self-government authorities should raise awareness of belonging to the community and encourage citizens to take responsibility for contributing to the lives of their communities;
- promote balanced representation of women and men in local politics and local public life;
- equal participation of all groups including those with particular interests and needs, such as young people, the elderly, people with disabilities or minorities;
- mutual respect;
- openness, transparency and accountability;
- innovation and openness to changes;
- responsiveness and feedback;
- sustainable financial management;
- human rights, cultural diversity and social cohesion;
- non-discrimination and inclusiveness, so that all voices, including those of the less privileged and most vulnerable, can be heard and taken into account.

3.1.   GUIDELINES FOR CIVIL PARTICIPATION IN POLITICAL DECISION MAKING

(Adopted by the Committee of Ministers on 27 September 2017at the 1295th meeting of the Ministers' Deputies)

The Committee of Ministers,

Considering that the participation of citizens is at the very heart of the idea of democracy;

Considering that representative democracy, based on the right of citizens to freely elect their representatives at reasonable intervals, is part of the common heritage of member States;

Considering that direct democracy, based on the right to take part in elections and to launch and sign popular initiatives and requests for referendums, is a long-standing tradition in certain member States;

Considering that participatory democracy, based on the right to seek to determine or to influence the exercise of a public authority's powers and responsibilities, contributes to representative and direct democracy and that the right to civil participation in political decision-making should be secured to individuals, non-governmental organisations (NGOs) and civil society at large;

Emphasising that responsibility and accountability for taking decisions ultimately rests with the public authority that has the democratic legitimacy to do so;

Having regard to texts of the Council of Europe that contribute to creating an environment for civil participation, such as:

- the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5) and its additional protocols;
- the Council of Europe Convention on Access to Official Documents (CETS No. 205);
- Recommendation Rec(2003)3 of the Committee of Ministers to member states on balanced participation of women and men in political and public decision-making;
- Recommendation CM/Rec(2007)14 of the Committee of Ministers to member states on the legal status of non-governmental organisations in Europe;
- the 2009 Code of Good Practice for Civil Participation in the Decision-Making Process;

Having regard also to texts that define the right to participate:

- the Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority (CETS No. 207);

- Recommendation Rec(2001)19 of the Committee of Ministers to member States on the participation of citizens in local public life;

Aware of the need to further strengthen the trust in and credibility of our democratic institutions and confident that widening the opportunities for civil participation in decision-making processes is one of the ways to achieve that aim;

Encouraging member States to draw on the views, information and expertise provided through participation and to develop a culture of effective participation based on respect for human rights, democracy and the rule of law,

Adopts the following guidelines and invites member States to make the widest possible use of them and to ensure their dissemination, in particular among all authorities responsible for or otherwise involved with civil participation in political decision making.

I.   PURPOSE

1.   The purpose of these guidelines is to strengthen and facilitate participation by individuals, NGOs and civil society at large in political decision making.

II.   DEFINITIONS

2.   For the purpose of these guidelines, the following definitions are used:

a. "civil participation": the engagement of individuals, NGOs and civil society at large in decision-making processes by public authorities. Civil participation in political decision-making is distinct from political activities in terms of direct engagement with political parties and from lobbying in relation to business interests;

b. "decision-making process": the development, adoption, implementation, evaluation and reformulation of a policy document, a strategy, a law or a regulation at national, regional or local level, or any process where a decision is made that affects the public, or a segment thereof, by a public authority invested with the power to do so;

c. "non-governmental organisations" (NGOs): voluntary self-governing bodies or organisations established to pursue the essentially non-profit-making objectives of their founders or members as set out in Recommendation CM/Rec(2007)14 of the Committee of Ministers to member states on the legal status of non-governmental organisations in Europe. They may include, for example, voluntary groups, non-profit organisations, associations, foundations, charities or geographic or interest-based community and advocacy groups;

d.   "civil society at large": the ensemble of individuals and organised, less organised and informal groups through which they contribute to society or express their views and opinions, including when raising issues regarding human rights violations, corruption and other misconduct or expressing critical comments. Such organised or less organised groups may include professional and grass-roots organisations, universities and research centres, religious and non-denominational organisations and human rights defenders;

e. "public authority": any executive, legislative or administrative body at national, regional or local level, including individuals, exercising executive power or administrative functions.

III.   CONDITIONS AND PRINCIPLES

Conditions enabling civil participation

3.   Participation requires all involved to honestly and sincerely exchange viewpoints to ensure that the positions of civil society are effectively taken into consideration by public authorities with decision-making powers. Conditions for effective civil participation therefore include:

a. respect for human rights and fundamental freedoms, the rule of law, adherence to fundamental democratic principles, political commitment, clear procedures, shared spaces for dialogue and good conditions overall for a vital, pluralistic and sustainable civil society;

b. creation and maintenance of an enabling environment by member States, comprising a political framework, a legal framework (where appropriate), and a practical framework, guaranteeing individuals, NGOs and civil society at large effective rights of freedom of association, freedom of assembly, freedom of expression and freedom of information;

c. recognition and protection of and support for the role of civil society in a pluralist democracy, its functions in terms of advocacy and monitoring of public affairs and its contribution to building a diverse and vibrant society.

Principles

3.   Civil participation should be promoted and enabled by the following principles, which apply to all actors involved in civil participation in political decision-making:

a. mutual respect between all actors as the basis for honest interaction and mutual trust;

b. respect for the independence of NGOs whether their opinions are consistent with those of the public authorities or not;

c. respect for the position of public authorities with whom responsibility and accountability for decision making lies;

d. openness, transparency and accountability;

e. responsiveness, with all actors providing appropriate feedback;

g. non-discrimination and inclusiveness so that all voices, including those of the less privileged and most vulnerable, can be heard and taken into account;

h. gender equality and equal participation of all groups including those with particular interests and needs, such as young people, the elderly, people with disabilities or minorities;

f. accessibility through the use of clear language and appropriate means of participation, offline or online, and on any device.

IV. FUNDAMENTALS OF CIVIL PARTICIPATION IN POLITICAL DECISION-MAKING

5. Civil participation should seek to provide, collect and channel views of individuals, directly or via NGOs and/or representatives of civil society, providing a substantive exchange of information and opinions which inform the decision-making process so that public needs are met.

6. Civil participation should be guaranteed by appropriate, structured and transparent means including, where necessary, legal or regulatory measures which could include provisions for handling requests for recourse or redress in the event of non-compliance. Any limitations or restrictions to participation should be clearly defined in this framework and be in accordance with the Convention for the Protection of Human Rights and Fundamental Freedoms and the relevant case law of the European Court of Human Rights.

7. Different phases of the decision-making process being undertaken by the public authority invested with the necessary power should be open to civil participation.

8. Information should be easily accessible, transparent and available to the public except where classified for reasons clearly specified by law or restricted for reasons of data protection in line with the relevant Council of Europe conventions and other international obligations.

9. Adequate information should be provided in a timely manner allowing for substantive input while decisions are still reversible.

10. Public authorities should plan and manage civil participation and clearly define the objectives, actors, process and timeline, as well as the methods used.

11. Public authorities should provide up-to-date, comprehensive information about the decision-making process and procedures for participation.

12. Public authorities should seek to avoid unduly burdening individuals, NGOs and civil society at large in the course of civil participation and may take appropriate action to facilitate participation.

13. Where public authorities provide some support to individuals, NGOs or civil society at large in the course of civil participation, they should do so in a manner which avoids influencing the outcome of the participation exercise in any way.

14. Where necessary, co-ordinating bodies should be established or developed with a view to setting up and managing civil participation processes, subject to their roles being clearly defined, emphasised and supported.

15. Public authorities and NGOs may wish to conclude framework agreements for co-operation to support civil participation.

16. The timeline allocated should provide, other than in exceptional and well-defined circumstances, sufficient opportunity to properly prepare and submit constructive contributions. Similarly, recourse to restricted procedures and/or procedures involving a limited number of actors should be made only in exceptional circumstances and for which reasons are given.

17. The scope and method of civil participation should be commensurate with the issue at stake. Public authorities should solicit the widest possible range of contributions, including from marginalised, disadvantaged and vulnerable groups of people.

18. Public authorities should not make a final decision until the end of the civil participation process which they have launched, unless exceptional circumstances so require and subject to clear justifications being given.

V. TYPES OF CIVIL PARTICIPATION

19. Civil participation in decision making can take different forms, including: provision of information, consultation, dialogue and active involvement[1].

Provision of information

20. At all stages of decision making, all appropriate information should be presented in clear and easily understandable language and in an appropriate and accessible format, without undue administrative obstacles and, in principle, free of charge, in accordance with open data principles[2].

21. Public authorities should provide the widest possible access, both offline and online, to key documents and information without restrictions on analysis and re-use of such information.

Consultation

22. Consultation allows public authorities to collect the views of individuals, NGOs and civil society at large on a specific policy or topic as part of an official procedure.

23. Consultation may be carried out through various means and tools, such as meetings, public hearings, focus groups, surveys, questionnaires and digital tools.

24. Public authorities should provide publicly available feedback on the outcome of consultations, particularly information giving reasons for any decisions finally taken.

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1 As defined in the Code of Good Practice for Civil Participation in the Decision-Making Process.
2 Data should be complete, primary, timely, accessible, machine processable, non-discriminatory, non-proprietary and license-free, and compliance should be reviewable.

Dialogue

25.   Dialogue is a structured, long-lasting and results-oriented process which is based on mutual interest in the exchange of opinions between public authorities, individuals, NGOs and civil society at large.

26.   Public authorities, NGOs and civil society at large may consider establishing different platforms as a permanent space for dialogue and participation. Such platforms may include regular public hearings, public forums, advisory councils or similar structures.

Active involvement

27.   Active involvement refers to opportunities for civil participation in decision-making processes provided by public authorities to individuals, NGOs and civil society at large that extend beyond the provision of information, consultation or dialogue. It may include working groups or committees for the co-development of documents as well as of policies and laws ultimately requiring a decision by the appropriate public authority.

28.   Where joint working groups or committees exist, public authorities should adopt transparent criteria and processes for the representation of individuals, NGOs and civil society at large.

29.   Various types of partnerships involving public authorities, NGOs and representatives of civil society may be suitable at different stages of the decision-making process and may include partnerships relating to the implementation of decisions.

VI.   IMPLEMENTING MEASURES

30.   To enable civil participation, member States should make the widest possible use of these guidelines and ensure their dissemination to enable public authorities to take awareness-raising measures and widely disseminate the guidelines themselves, where necessary, in their official language(s). This may include user-friendly guides, brochures or other tools, both offline and online, training for civil servants and support for training measures for members of civil society.

31.   Where appropriate, member States should adopt or adapt any rules and measures to enable public authorities to make use of these guidelines.

32.   Member States may wish to consider inviting civil society to:
- communicate and disseminate information about opportunities for participation and to help facilitate input by broad segments of civil society concerned;
- contribute to assessing the implementation of civil participation laws and regulations.

33.   In order to evaluate member States' experience in the practical application of these guidelines, the Committee of Minister may ask the European Committee on Democracy and Governance (CDDG), together with the Conference of International Non-Governmental Organisations (INGOs) of the Council of Europe to ensure regular follow-up and provide feedback to the Committee of Ministers.

34.   The Committee of Ministers may transmit these guidelines to the Parliamentary Assembly, the Commissioner for Human Rights, the Congress of Local and Regional Authorities, the Conference of INGOs of the Council of Europe and the European Commission for Democracy through Law (the "Venice Commission"), and invite them to disseminate and make the widest possible use of the guidelines in their own work.

3.2.   CODE OF BEST PRACTICES FOR CIVIL PARTICIPATION IN THE DECISION-MAKING PROCESS (POLICY-MAKING PROCESS AND VARIOUS PARTICIPATION LEVELS)

CIVIL PARTICIPATION: WHY IS IT IMPORTANT?
HOW DOES IT WORK?
HOW CAN WE IMPROVE IT?

One of the major concerns of modern democracies is the alienation of citizens from the political processes. In this context civil society constitutes an important element providing citizens with an alternative way, alongside elections, of making their voice heard and working for the community.

WHAT IS THE CODE OF GOOD PRACTICE?

Drafted by the Conference of INGOs of the Council of Europe and adopted in October 2009, the Code of Good Practice for Civil Participation in the Decision-Making Process aims at facilitating NGO participation in the political decision-making process at local, regional and national level.

The Code, drawing upon practical experiences and tried-and-tested methods from various countries in Europe, defines a set of general principles, guidelines, tools and mechanisms for civil participation.

Elaborated using a multi-stakeholder approach, the Code has the support of the Council of Europe:

- the Committee of Ministers gives its support in a Declaration in which it "recognises the importance of the Code of Good Practice as a reference document for the Council of Europe, and as a basis for the empowerment of citizens to be involved in conducting public affairs in European countries";

- the Parliamentary Assembly underlines "the clear need for guidelines and good practices in this field";

- the Congress of Local and Regional Authorities is "ready to contribute to the promotion of this reference tool".

WHAT IS THE OBJECTIVE OF THE CODE?

NGOs have become a vital part of society and the benefits they bring to society and improved governance are generally accepted. NGOs bring knowledge and expertise to the process of decision-making which has led governments to draw on the experience of NGOs to assist them in policy development and implementation.

The Code of Good Practice aims to provide a framework and guidelines for improving this participation, to learn from each other through sharing good practices and bringing them to the attention of NGOs and public authorities alike.

WHO CAN USE IT?

The Code is addressed to public authorities and civil society. It can be used by NGOs from local to national and international level in their dialogue and co-operation with parliament, government and public administration. In relation to the Code of Good Practice the term NGO is taken to refer to organised civil society including voluntary groups, non-profit organisations, associations, foundations, charities, as well as geographic or interest-based community and advocacy groups.

THE FOUR PRINCIPLES REQUIRED TO FOSTER A CONSTRUCTIVE RELATIONSHIP:

PARTICIPATION
NGOs collect and channel views of the citizens. This is a valuable input to the political decision-making process, enhancing the quality, understanding and longer term applicability of the policy initiative.

TRUST
An open and democratic society is based on honest interaction between actors and sectors. Although NGOs and public authorities have different roles to play, the shared goal of improving the lives of people can only be satisfactorily reached if based on trust, implying transparency, respect and mutual reliability.

ACCOUNTABILITY AND TRANSPARENCY
Acting in the public interest requires openness, responsibility, clarity and accountability from both the NGOs and public authorities, with transparency at all stages.

INDEPENDENCE
NGOs must be recognised as free and independent bodies in respect to their aims, decisions and activities. They have the right to act independently and advocate positions different from the authorities with whom they may otherwise cooperate.

THE CONDITIONS REQUIRED TO CREATE AN ENABLING ENVIRONMENT:

- the rule of law
- adherence to fundamental democratic principles
- political will
- favourable legislation
- clear and precise procedures
- long-term support and resources for a sustainable civil society
- shared spaces for dialogue and cooperation

If these conditions are met, a constructive relationship between NGOs and public authorities can built on reciprocal trust and mutual understanding.

HOW TO ENGAGE: HOW CIVIL SOCIETY MAY PARTICIPATE IN THE DECISION –MAKING PROCESS

THE DIFFERENT LEVELS OF PARTICIPATION
The involvement of NGOs in the different steps of the political decision-making process varies based on the intensity of participation. There are four levels of participation sorted from least to most participative.

INFORMATION
A relatively low level of participation which usually consists of a one-way provision of information from the public authorities and no interaction or involvement with NGOs is required or expected.

INFORMATION → CONSULTATION → DIALOGUE Broad Collaborative → PARTNERSHIP

LOW — LEVEL OF PARTICIPATION — HIGH
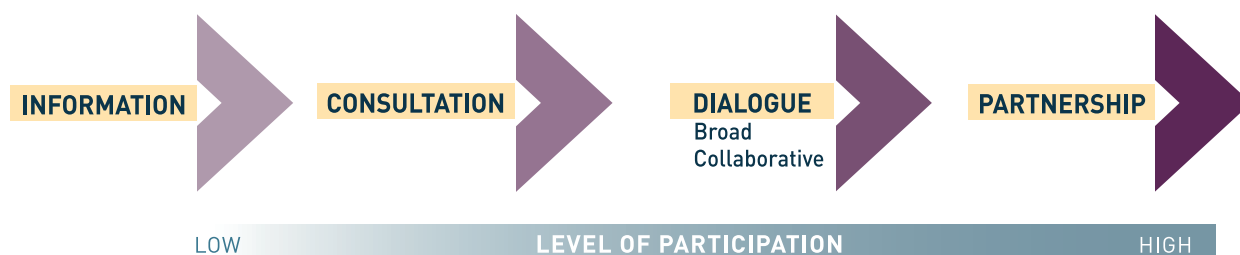
CONSULTATION

Public authorities may ask NGOs for their opinion on a specific policy topic or development. The initiative and themes originate with the public authorities, not with the NGOs.

DIALOGUE

The initiative for dialogue can be taken by either party and can be either broad or collaborative.

- Broad dialogue is a two-way communication built on mutual interests and potentially shared objectives to ensure a regular exchange of views. It ranges from open public hearings to specialised meetings between NGOs and public authorities.
- Collaborative dialogue is built on mutual interests for a specific policy development. Collaborative dialogue is more empowered than the broad dialogue as it consists of joint, often frequent and regular, meetings to develop core policy strategies and often leads to agreed outcomes such as a joint recommendation or legislation.

PARTNERSHIP

The highest level of participation where NGOs and the public authorities co-operate closely together while ensuring that the NGOs continue to be independent and have the right to campaign and act irrespective of a partnership situation. Partnership can include activities such as provision of services, participatory forums and the establishment of co-decision-making bodies.

HOW TO ENGAGE:
HOW CIVIL SOCIETY AND PUBLIC AUTHORITIES MAY INTERACT IN THE CYCLE OF THE POLITICAL DECISION- MAKING PROCESS

There are six steps in the cycle of the decision-making process and NGOs and public authorities can interact at each of these.

AGENDA SETTING

The political agenda is agreed by the parliament and government and processes vary by country. At this step NGOs often shape the agenda through campaigns and lobbying for issues, needs and concerns on behalf of a collective interest and act in a way that is complementary to political debate.

DRAFTING

Usually well-established processes for policy drafting exist. Here NGOs are often involved in identifying problems, proposing solutions and providing evidence for their preferred proposal. Facilitating opportunities for consultation should be a key element in this step to collect input from key stakeholders.

DECISION

Even if the forms of political decision-taking vary based on national context and legislation, common characteristics are the establishment of a government policy directive by a ministry; or legislation, such as passing a law by parliamentary vote; or public referendum. Draft laws and motions should
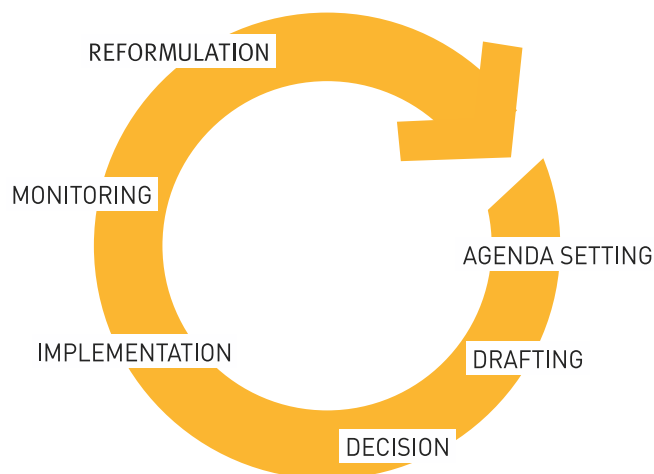
be open to input and participation of NGOs so the public authorities can evaluate different views and opinions before the decision is taken.

IMPLEMENTATION

This is the step at which many NGOs are most active, for example in service delivery and project execution. This phase is especially important to ensure that the intended outcome will be fulfilled. Access to clear and transparent information on expectations and opportunities is important at this step, as well as active partnerships.

MONITORING

At this stage NGOs monitor and assess the outcomes of the implemented policy. It is important to have in place an effective and transparent monitoring system that ensures the policy/programme achieves the intended purpose.

REFORMULATION

The knowledge gained from assessing the policy implementation, coupled with evolving needs in society, often require a reformulation of policy. This must be based on access to information and opportunities for dialogue to identify needs and initiatives.

HOW TO ENGAGE:
THE TOOLS AND MECHANISMS WHICH ENABLE CIVIL PARTICIPATION

Civil participation throughout the whole decision-making process can be greatly helped by the provision of practical tools.
- E-PARTICIPATION
- CAPACITY-BUILDING such as training courses, exchange programmes
- STRUCTURES such as co-ordinating bodies created by governments
- FRAMEWORK DOCUMENTS such as bilateral agreements which lay out the basis for the relationship between public authorities and NGOs.

HOW TO USE THE CODE

WHAT CAN NGOs DO?
The Code can be used by NGOs in various ways: in their internal work when planning activities and finding ways on how to engage; in their discussions with public authorities on how to start co-operation or take stock of existing co-operation and identify areas for improvement. They can also use it to build awareness to their work, to promote the key principles for a good working relationship with authorities and to develop mechanisms for engagement.

WHAT CAN PUBLIC AUTHORITIES DO?
By referring to the Code and the different possibilities of participation and interaction that exist, public authorities can take stock of their existing procedures in their relations with NGOs, see where there is room for improvement and take the necessary steps to modify their practices to encourage increased NGO participation in the decision-making process.

USING THE MATRIX OF PARTICIPATION: MAPPING THE PROCESS

In order to illustrate and clarify the relationship, the matrix visualises the steps of the political decision-making process and their connection with levels of participation. At each stage in the decision-making process (from left to right) there are different levels of NGO participation (from bottom to top). It is envisaged that the steps in the political decision-making process can be applied to any context in Europe, local to national.

This matrix may be used in a wide variety of ways, such as mapping the levels of engagement of civil society in any given policy process; assessing NGO participation at any particular point of a process; or as a practical resource for NGO planning of policy activities. It can identify ways to enhance participation by moving up a level of participation or interaction in the cycle of the decision-making process.

MATRIX OF CIVIL PARTICIPATION

Levels of participation	AGENDA SETTING	DRAFTING	DECISION	IMPLEMENTATION	MONITORING	REFORMULATION
PARTNERSHIP	• Working group or committee	• Co-drafting	• Joint decision-making • Co-decision making	• Strategic partnerships	• Working groups or committee	• Working groups or committee
DIALOGUE	• Hearings and public forums • Citizens' forums and future councils • Key government contact	• Hearings and Q&A panels • Expert seminars • Multi-stakeholder committees and advisory bodies	• Open plenary or committee sessions	• Capacity-building seminars • Training seminars	• Working groups or committee	• Seminars and deliberative forums
CONSULTATION	• Petitioning • Consultation online or other techniques	• Hearings and Q&A panels • Expert seminars • Multi-stakeholder committees and advisory bodies	• Open plenary or committee sessions	• Events • Conferences • Forums • Seminars	• Feedback mechanisms	• Conferences or meetings • Online consultation
INFORMATION	• Easy and open information access • Research • Campaigning and lobbying • Website for key documents	• Open and free access to policy documents • Website for key documents • Campaigns and lobbying • Web casts • Research input	• Campaigning and lobbying	• Open access to information • Website for information access • E-mail alerts • FAQ • Public tendering • Procedures	• Open access to information • Evidence gathering • Evaluations • Research studies	• Open access to information
Steps in the political decision making process	AGENDA SETTING	DRAFTING	DECISION	IMPLEMENTATION	MONITORING	REFORMULATION

3.3. RECOMMENDATION CM/REC(2018)4 OF THE COMMITTEE OF MINISTERS TO MEMBER STATES ON THE PARTICIPATION OF CITIZENS IN LOCAL PUBLIC LIFE

(Adopted by the Committee of Ministers on 21 March 2018 at the 1311th meeting of the Ministers' Deputies)

The Committee of Ministers, under the terms of Article 15.b of the Statute of the Council of Europe,

Considering that the aim of the Council of Europe is to achieve greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage and to foster their economic and social progress;

Considering that the participation of citizens is at the very heart of the idea of democracy and that citizens who are committed to democratic values, mindful of their civic duties and active in public life, are the lifeblood of any democratic system;

Reaffirming its belief that representative democracy is part of the common heritage of member States and is the basis of the participation of citizens in public life at national, regional and local level;

Recalling the practices of direct democracy in some member States;

Considering that participatory democracy, which respects and recognises the role of all actors, can contribute to and complement representative and direct democracy, rendering democratic institutions more responsive, hence contributing to inclusive and stable societies;

Convinced that local democracy is one of the cornerstones of democracy in European countries and that its reinforcement is a factor of stability;

Noting that local democracy nowadays operates in a challenging context which is continuously evolving as a result not only of structural and functional changes in local government organisation, but also of political, economic, cultural and social developments in Europe;

Aware that public expectations continue to evolve, that local politics continue to change form with citizens seeking and practising new ways to engage and to express themselves, and that this requires, even more than in the past, more direct and flexible methods of participation;

Considering that there continues to be a need for local public institutions to reelec-engage with and respond to citizens in new ways in order to maintain the legitimacy of decision-making processes, particularly given that, so often today, the level of trust citizens have in their elected institutions is declining;

Recognising that a wide variety of measures which are readily adaptable to local circumstances is available to promote the participation of citizens;

Considering that the right of citizens to have their say in major decisions entailing long-term commitments or choices which are difficult to reverse and which concern them, is one of the democratic principles common to all member States of the Council of Europe;

Considering that this right can be most directly exercised at local level and that, accordingly, steps should be taken to involve citizens more directly in the management of local affairs, while safeguarding the effectiveness and efficiency of such management;

Considering that dialogue between citizens and local authorities and elected representatives is essential for local democracy, as it strengthens the legitimacy of local democratic institutions and the effectiveness of their action;

Considering that, in keeping with the principle of subsidiarity, local authorities have, and must assume, a leading role in promoting the participation of citizens, and that their commitment is critical to the success of any local democratic participation policy;

Having regard to the need to update Recommendation Rec(2001)19 of the Committee of Ministers to member States on the participation of citizens in local public life, and considering that the changes that have taken place since its adoption justify that it be replaced by the present recommendation;

Having regard to:

- the Additional Protocol to the Charter of Local Self-Government on the right to participate in the affairs of a local authority (CETS No. 207);

- Recommendation CM/Rec(2009)2 of the Committee of Ministers to member states on the evaluation, auditing and monitoring of participation and participation policies at local and regional level, and the CLEAR tool appended thereto;

- the 12 Principles of Good Democratic Governance; and

- the Guidelines for civil participation in political decision making (CM(2017)83-final);

Recommends that the governments of member States undertake the tasks set out in paragraphs 1 to 5 below, or entrust these tasks to the competent public authorities, taking into account their respective constitutional or legislative arrangements.

1. Frame a policy, involving local and - where applicable - regional authorities, designed to promote the participation of citizens in local public life, drawing on:

- the principles of the European Charter of Local Self-Government (ETS No. 122);

- the Additional Protocol to the European Charter of Local Self-Government on the right to participate in the affairs of a local authority (CETS No. 207);

- the Guidelines for civil participation in political decision making (CM(2017)83-final); and

- the principles set out in Section A of the appendix to this recommendation;

2. Adopt measures within their power, having regard to the abovementioned policy and to Section B of the appendix to this recommendation, in particular with a view to improving the legal framework for participation and ensuring that national legislation and regulations enable local and regional authorities to employ a wide range of participation instruments;

3. Invite, in an appropriate way, local and regional authorities:

- to subscribe to the principles contained in Section A of the appendix to this recommendation and to undertake the effective implementation of the policy of promoting the participation of citizens in local public life;

- to improve local and regional regulations concerning the participation of citizens in local public life together with practical arrangements for such participation, and to take any other measures within their power to promote citizens' participation, with due regard to the measures listed in Section B of the appendix to this recommendation;

4. Review periodically the policies adopted concerning the participation of citizens to ensure that they remain as effective and up-to-date policies;

5. Ensure that this recommendation is translated into the official language(s) of their respective countries and, in a way they consider appropriate, is published and brought to the attention of local and regional authorities;

Decides that this recommendation replaces Recommendation Rec(2001)19 of the Committee of Ministers to member States on the participation of citizens in local public life.

APPENDIX TO RECOMMENDATION CM/REC(2018)4

For the purposes of this recommendation:

- "local public life" shall mean all matters, services and decisions and in particular the management and administration of the affairs relating to or concerning a local community;

- "citizen" shall mean any person (including, where appropriate, foreign residents[1]) belonging to a local community. Belonging to a local community involves the

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[1] In accordance with the Convention on the Participation of Foreigners in Public Life at Local Level (ETS No. 144 – cf. Article 2), the term "foreign residents" means persons who are not nationals of the State and who are lawfully resident on its territory.

existence of a stable link between the individual and that community.

Definitions of further terms used in the present recommendation are provided in the explanatory memorandum hereto (CM(2018)13-final).

A. BASIC PRINCIPLES OF A LOCAL DEMOCRATIC PARTICIPATION POLICY

Member States should:

1. comply with the principles for providing information set out in the Council of Europe Convention on Access to Official Documents (CETS No. 205) in relation to the various matters of concern to a local community in order to enable their citizens to have a say in decisions which affect their community or affect them individually and to allow for transparency in local authorities' decision making, thereby enhancing the accountability of decision makers;

2. seek new ways to enhance civic-mindedness and to promote a culture of democratic participation shared by communities and local authorities;

3. develop the awareness of belonging to a community and encourage citizens to accept their responsibility to contribute to the life of their communities;

4. give major importance to communication between public authorities and citizens and encourage local authorities to give emphasis to the participation of citizens and give careful consideration to their demands and expectations, so as to provide an appropriate response to the needs they express;

5. adopt a comprehensive approach to the participation of citizens, having regard both to the processes of representative democracy and to the forms of direct participation in decision making and the management of local affairs;

6. avoid overly rigid solutions and allow for experimentation, giving priority to the empowerment of citizens; consequently, member States should provide for a wide range of participation instruments, and the possibility of combining them and adapting the way they are used, depending on the circumstances;

7. start with an in-depth assessment of the situation as regards local participation, establish appropriate benchmarks and introduce a monitoring system to track any changes therein, in order to identify the causes of any positive or negative trends in the participation of citizens and gauge the impact of the mechanisms adopted;

8.   enable the exchange of information between and within countries on best practices in the participation of citizens, support local authorities' learning about the effectiveness of various participation methods and ensure that the public is fully informed about the whole range of opportunities available, taking into account Recommendation CM/Rec(2009)2 of the Committee of Ministers to member States on the evaluation, auditing and monitoring of participation and participation policies at local and regional level and the CLEAR tool appended thereto;

9.   pay particular attention to citizens who have greater difficulty becoming actively involved or who, de facto, remain on the sidelines of local public life;

10.   promote the balanced participation of women and men in local politics and local public life;

11.   recognise the potential that children and young people represent for the sustainable development of local communities and emphasise the role they can play;

12.   recognise and enhance the role played by associations and groups of citizens as key partners in developing and sustaining a culture of participation and as a driving force in the practical application of democratic participation;

13.   recognise how culturally diverse and inclusive societies can facilitate the participation of everyone in the public life of their communities;

14.   encourage and make use of the joint efforts of the authorities at all levels of governance, with each authority being responsible for taking appropriate action within its competence, according to the principle of subsidiarity.

B.   STEPS AND MEASURES TO ENCOURAGE AND REINFORCE THE PARTICIPATION OF CITIZENS IN LOCAL PUBLIC LIFE

I.   GENERAL STEPS AND MEASURES

Member States should:

1.   ascertain whether, in a complex and globalised society, the relevance of local action and decision making is made clear to the public by identifying core roles for local authorities in a changing environment;

2.   give proper emphasis to these roles and ascertain, if necessary, whether the balance of powers exercised at national, regional and local levels ensures that local authorities and elected representatives have sufficient competences and capacity for local action to provide the necessary stimulus and motivation for the involvement of citizens. In this context, member States should make use of every opportunity for functional decentralisation, extending the responsibilities of local authorities;

3.   give local authorities the possibility to introduce, at neighbourhood level, participatory structures that offer citizens opportunities to influence their immediate environments;

4.   improve citizenship education and incorporate into school curricula and training syllabuses the objective of promoting awareness of the responsibilities that are incumbent on each individual in a democratic society, in particular within their local communities, whether as elected representatives, local administrators, public servants or ordinary citizens, in line with the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education (Recommendation CM/Rec(2010)7 of the Committee of Ministers);

5.   encourage local elected representatives and local authorities by any suitable means, including the drafting and publishing of codes of conduct, to behave in a manner which is in compliance with the highest standards of ethical conduct and inspires the trust of citizens, taking into account:

•   Congress of Local and Regional Authorities of the Council of Europe Resolution 401 (2016) on "Preventing corruption and promoting public ethics at local and regional levels";

•   the European Code of conduct for the political integrity of local and regional elected representatives; and

•   the 2006 Abridged Handbook on Public Ethics at Local Level;

6.   introduce greater transparency into the way local institutions and authorities operate, and in particular:

i.   ensure the public nature of local decision-making processes (for example by publishing the agendas of local council and local executive meetings; making meetings of the local council and its committees open to the public; holding question and answer sessions or publishing the minutes of meetings and decisions);

ii.   ensure and facilitate access by any citizen to information concerning local affairs (for example by setting up information offices, documentation centres and public databases; making use of information and communication technologies; simplifying administrative procedures and reducing the cost of obtaining copies of documents), respecting legislation on privacy and security;

iii. provide adequate information on administrative bodies and their organisational structure, and inform citizens who are directly affected by any ongoing proceedings of the progress of these proceedings;

7.   implement a full-fledged communication policy in order to afford citizens the opportunity to better understand the main issues of concern to the community and the implications of the major political decisions which its bodies are called upon to make, and to inform citizens about the opportunities for participation in local public life and the forms this may take.

II.   STEPS AND MEASURES CONCERNING PARTICIPATION IN LOCAL ELECTIONS AND THE SYSTEM OF REPRESENTATIVE DEMOCRACY

Member States should:

1.   review the functioning of local electoral systems in order to ascertain whether there are any fundamental flaws or voting arrangements that might discourage particular sections of the population from voting and consider the possibility of correcting those flaws or arrangements in accordance with the Code of Good Practice in Electoral Matters adopted by the European Commission for Democracy through Law (Venice Commission) (CDL-AD(2002)023rev-E);

2.   endeavour to promote participation in elections, in accordance with national legislation on voting rights. Where necessary, member States should conduct information campaigns to explain how to vote and to encourage people to register to vote and to use their vote. Information campaigns targeted at particular sections of the population may also be an appropriate option;

3.   examine voter registration and electoral turnout in order to identify any change in general patterns or any problems involving particular categories or groups of citizens who are entitled to vote but show little interest in doing so;

4.   consider measures to make voting more convenient, given the complexity and demands of modern lifestyles, for example by:

i.   reviewing the way in which polling stations operate (number, accessibility, opening hours, etc.);

ii.   introducing new voting options, corresponding more closely to the aspirations of the citizens of each member State (early voting, postal voting, post office voting[2], electronic voting, etc.);

iii.   introducing specific forms of assistance (for example for persons with disabilities or illiterate people) or other special voting arrangements for particular categories of voters (voting by proxy, home voting, hospital voting, voting in barracks, voting in prisons, etc.);

2   Having regard to Recommendation CM/Rec(2017)5 of the Committee of Ministers to member States on standards for e-voting.

5.   where necessary, in order to better gauge the impact of any measures envisaged, conduct (or allow) pilot schemes to test new voting arrangements;

6.   examine the basis on which candidates who are entitled to stand for local elective office can actually do so and consider, for example:

iv.   whether voters should be involved in the process of selecting candidates, for instance by introducing the possibility of presenting independent lists or individual candidatures, or by introducing preferential voting;

v.   whether voters should be given a stronger influence in the election or appointment of the (heads of the) local executives or mayors;

7.   examine the issues relating to plurality of elective office, so as to adopt measures designed to prevent simultaneous office-holding where it would hinder the proper performance of the relevant duties or would lead to conflicts of interest;

8.   examine the conditions governing the exercise of elective office in order to determine whether particular aspects of the status of local elected representatives or the practical arrangements for exercising office might hinder involvement in politics. Where appropriate, member States should consider measures designed to remove these obstacles and, in particular, enable elected representatives to devote the appropriate time to their duties and to relieve them of certain economic constraints.

III.   STEPS AND MEASURES TO ENCOURAGE PARTICIPATION OF CITIZENS IN LOCAL DECISION-MAKING AND IN THE MANAGEMENT OF LOCAL AFFAIRS

Member States should:

1.   promote dialogue between citizens and local elected representatives and make local authorities aware of the various techniques for communicating with the public, and the wide range of ways in which citizens can play a direct part in decision making. Such awareness could be developed by publishing guidelines (for example in the form of a charter on the participation of citizens at local level), holding conferences and seminars or establishing digital repositories and interfaces making it possible to post and access examples of good practice;

2.   develop, through surveys and discussions, an understanding of the strengths and weaknesses of the various instruments for citizen participation in decision making and encourage innovation and experimentation in local

authorities' efforts to communicate with citizens and involve them more closely in decision-making processes;

3. make full use, in particular, of:

vi. new information and communication technologies, and take steps to ensure that local authorities and other public bodies use (in addition to traditional and still valuable methods such as formal public notices or official leaflets) the full range of communication facilities available, consulting, for example, Recommendation CM/Rec(2009)1 of the Committee of Ministers to member States on electronic democracy (e-democracy) and Recommendation Rec(2004)15 of the Committee of Ministers to member States on electronic governance ("e-governance");

vii. more deliberative forms of decision making, that is, involving the exchange of information and opinions (for example public meetings, citizens' assemblies and juries or various types of citizens' forums, groups, panels and public committees whose function is to advise or make proposals, or round tables, opinion polls and user surveys);

4. introduce or, where necessary, improve legislation or regulations which enable:

viii. petitions, motions, proposals and complaints filed by citizens with the local council or local administration;

ix. popular initiatives calling on elected bodies to deal with specific matters in order to provide citizens with a response or to initiate a referendum procedure;

x. consultative or decision-making referendums on matters of local concern, called by local authorities on their own initiative or at the request of the local community, taking into account the Code of Good Practice on Referendums adopted by the European Commission for Democracy through Law (Venice Commission) (CDL-AD(2007)008rev);

xi. mechanisms for co-opting citizens to decision-making bodies, including representative bodies;

xii. mechanisms for involving citizens in management (user committees, partnership boards, direct management of services by citizens, participatory budgeting, etc.);

5. give citizens more influence over local planning and, in a general manner, over strategic and long-term decisions; more specifically:

xiii. give citizens the opportunity to participate in different phases of the decision-making process concerning such decisions. These phases can be: preparation, adoption, implementation, evaluation and reformulation of local policies;

xiv. illustrate each phase of the process by means of lucid, intelligible material that is readily accessible to the public, using, if possible, in addition to the traditional methods (maps, scale models, audiovisual material) other means available through new technologies;

6. develop systematic feedback mechanisms to involve citizens in the evaluation and improvement of management of local affairs and service delivery, such as user surveys, user panels, performance indicators, or in the choice between different service providers, in order to enhance the quality of decisions and services and increase accountability;

7. ensure that the participation of citizens has a real impact on decision-making processes, that citizens are well informed about the impact of their participation and that they see tangible results. However, local authorities should be honest with the public about the limitations of the forms of participation on offer and avoid raising exaggerated expectations about the possibility of accommodating the various interests involved, particularly when decisions are made between conflicting interests or about rationing resources;

8. encourage and duly recognise the spirit of volunteering that exists in many local communities, for example through grant schemes or other forms of support and encouragement for non-profit, voluntary and community organisations, citizens' action groups, etc., or through the forging of contracts or agreements between these organisations and local authorities concerning the respective rights, roles and expectations of these parties in their dealings with one another;

9. develop neighbourhood participatory structures that allow citizens to influence decisions regarding public investments, zoning or service delivery, or take on responsibilities for the management of local spaces, facilities, etc., for example through neighbourhood councils and forums, participatory budgeting or voluntary groups.

IV. SPECIFIC STEPS AND MEASURES TO ENCOURAGE CATEGORIES OF CITIZENS WHO, FOR VARIOUS REASONS, HAVE GREATER DIFFICULTY IN PARTICIPATING

Member States should:

1. collect, on a regular basis, information on the participation of the various categories of citizens and ascertain whether certain groups, are under-represented in elected bodies and/or play little or no part in electoral or direct forms of participation, having regard to the increasingly diverse composition of European societies and to the importance of inclusive societies;

2. set targets for achieving certain levels of representation and/or participation of the groups of citizens concerned and devise packages of specific measures to increase the opportunities for their participation, for example by:

xv. introducing, for the groups of citizens concerned, an active communication and information policy including, where appropriate, specific media campaigns to encourage them to participate (consideration may be given to adopting a particular language, media and campaign style geared to the needs of each group);

xvi. introducing specific institutional forms of participation, designed, where possible, in consultation with the group or groups of citizens whose involvement is being encouraged;

xvii. appointing officials specifically responsible for dealing with matters of concern to those groups who have greater difficulty in participating, passing on their requests for change to the relevant decision-making bodies and reporting back to them on progress made and the response (positive or negative) given to their requests;

3. as regards women in particular:

xviii. emphasise the importance of a balanced participation of women and men in decision-making bodies and consider any arrangements which may facilitate reconciling active political involvement with family and working life;

xix. consider, if legally possible, the introduction of compulsory or recommended quota systems for the minimum number of same-sex candidates who can appear on an electoral list and/or a quota of seats reserved for women on local councils, local executive bodies and the various committees and boards formed by local bodies, taking into consideration Recommendation Rec(2003)3 of the Committee of Ministers to member States on balanced participation of women and men in political and public decision making;

4. as regards children and young people in particular:

xx. develop school as an important common arena for young people's participation and the democratic learning process;

xxi. promote "children's council" and "youth council" type initiatives at municipal level as genuinely useful means of education in local citizenship, in addition to opportunities for dialogue with the youngest members of society;

xxii. encourage youth associations and support, in particular, the development of flexible forms of and structures for community involvement, such as youth centres, making full use of young people's capacity to design projects themselves and to implement them;

xxiii. consider lowering the age of voting in or standing for local elections and for participating in local referendums, consultations and popular initiatives;

xxiv. consider the various other types of initiatives suggested by Recommendation Rec(2004)13 of the Committee of Ministers to member States on the participation of young people in local and regional life, Recommendation CM/Rec(2012)2 of the Committee of Ministers to member States on the participation of children and young people under the age of 18, and Recommendation 1864 (2009) of the Parliamentary Assembly on "Promoting the participation by children in decisions affecting them";

5. as regards older persons in particular:

xxv. create and promote possibilities for older persons to fully participate in all aspects of local public life and encourage them to do so irrespective of their age;

xxvi. develop and promote flexible forms and structures for involving older persons such as appropriate advisory boards, taking into account Recommendation CM/Rec(2014)2 of the Committee of Ministers to member States on the promotion of human rights of older persons;

6. as regards persons with disabilities:

xxvii. create and promote possibilities for persons with disabilities to fully participate in all aspects of local public life, and take the necessary measures to allow and encourage them to do so;

xxviii. develop and promote suitable forms of and structures for participation, removing obstacles and providing appropriate assistance as required, to involve persons with disabilities, such as advisory boards, taking into account Recommendation CM/Rec(2011)14 of the Committee of Ministers to member States on the participation of persons with disabilities in political and public life;

7. as regards foreign residents[3] in particular, encourage their active participation in the life of the local community on a non-discriminatory basis, by complying with the provisions contained in the 1992 Convention on the Participation of Foreigners in Public Life at Local Level (ETS No. 144) or, at least, by drawing inspiration from the mechanisms referred to in this convention even if it has not been ratified by the member State.

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3 In accordance with the Convention on the Participation of Foreigners in Public Life at Local Level (ETS No. 144 - cf. Article 2), the term "foreign residents" means persons who are not nationals of the State and who are lawfully resident on its territory.

4 MAPPING THE POLITICAL DECISION-MAKING PROCESS

Jeff Lovitt

THE POLITICAL DECISION-MAKING PROCESS

The focus here is the policy-making cycle, but not the full policy cycle.

The full policy cycle may include at the municipal level:
- a multi-year strategic plan
- multi-year capital expenditure, and also:
- implementation,
- evaluation and monitoring of implementation, then
- review (e.g. is the policy still needed, or has it achieved its objective, and can now be discontinued, or does it need to be amended to continue to be effective?).

The policy-making process can be adversarial (arguably healthy in testing arguments and evidence), but it can also be emotional, irrational, and the decisions sub-optimal, as political parties push particular views and interests. Public opinion can also favour "irrational" choices.

Despite the "emotional" arguments flying around, a local official can find it very productive and effective to listen to, and respect, the viewpoints of the various stakeholders. Effective moderation and facilitation of consultations is crucial in these circumstances.

Inclusion is also important to prevent the monopolisation by "elite" interest groups. In other words, both the Kyiv authorities and NGOs should always emphasise the need to consider less vocal stakeholders, which could be women or the perspective of women, but also ethnic minorities, disadvantaged groups, refugees, LBTI, and groups suffering discrimination.

Getting the timing right is crucial - to ensure the policy decision is included in budgeting and strategy planning - but it is also hard to predict. A decision might require major spending decisions, but cannot wait for the usual capital spending decision-making cycle.

POLICY DEVELOPMENT:

THE MAIN EVENT AT LOCAL GOVERNMENT LEVEL

Budgets and capital expenditure plans

The decision on the municipal budget is arguably the principle setting for policy-making decisions because:
- a policy without a budget allocation will struggle to get started (even the formulation of the policy needs a human resources budget);
- the budget also affects other decisions and priorities, e.g. service delivery, that might be crucial to the policy proposal;
- prioritisation is key to policy-making, and strong arguments must be in place to include a proposed policy/ course of action in the budget and capital spending plans;
- even a relatively low-cost policy decision might result in long-term costs (e.g. the development of a park and children's playground will have ongoing running costs to ensure safety, cleanliness, access etc) – and these need to be included in long-term financial projections.

GROUP EXERCISE/QUIZ:

Which city should you be mayor of?

Discover your ideal city to govern.

MODELS FOR THE POLICY-MAKING CYCLE
AND ENTRY POINTS FOR CITIZENS' ENGAGEMENT

MODEL POLICY CYCLE - KEY STEPS IN PARTICIPATORY DECISION-MAKING PROCESS			
First draft of policy concept/ex-ante policy options and scenarios, setting out problem to be addressed/initiative to be launched, and policy options to tackle the question or subject matter			
1 Identification of key stakeholders (experts, interested parties likely to be affected by the policies under consideration, other stakeholders)	**2** Dissemination of first draft of concept/ex-ante policy options and scenarios (equivalent of Green Paper)	**3** Consultations (expert roundtables, public discussions, online consultations, drafting taskforces)	**4** Feedback on consultations (which recommendations adopted - from whom, and why? which recommendations not adopted- from whom, and why?)

Publication of Revised Concept/Policy Options & Scenarios		
1 Dissemination of revised Concept/Policy Options and Scenarios	**2** Consultations (expert roundtables, public discussions, online consultations)	**3** Feedback on consultations (which recommendations adopted - from whom, and why? which recommendations not adopted – from whom, and why?

Drafting and Publication of Measure/Decision (with participation of experts)	
1 Consultations by responsible public authority around Draft Decision (expert roundtables, public discussions, online consultations, drafting taskforces)	**2** Feedback on consultations (which recommendations adopted - from whom, and why? which recommendations not adopted- from whom, and why?)

Drafting and Publication of Revised Measure/Decision (with participation of experts) and Submission for Approval by Elected Authority	
1 Consultations by Mayor/Elected Community representatives around Revised Draft Measure (expert roundtables, Community committee hearings, online consultations)	**2** Feedback on consultations (which recommendations adopted - from whom, and why? which recommendations not adopted- from whom, and why?)

Publication of Finalised Measure/Decision (ready for final approval by Elected Authority)	
1 Consultations by Mayor/ Elected Community representatives around finalised Measure (expert roundtables, Community committee hearings, online consultations)	**2** Feedback on consultations (which recommendations adopted - from whom, and why? which recommendations not adopted- from whom, and why?)

Measure passed, subject to judicial review

4.1.   SIX POLICY DEVELOPMENT STAGES: FROM AGENDA-SETTING AND ISSUE IDENTIFICATION TO FINAL APPROVAL

The policy development process is not a straight line, and urgent issues emerge, or political events (such as elections) intervene. As a result, some of the phases will either be shortened, will not even take place or will happen simultaneously in parallel due to time constraints.

Nevertheless, the following six stages provide a sense of how a policy development process should look at the local government level, both for individual policy initiatives and for multi-year strategic planning:

1. Issue Identification and Policy Scoping

(on a strategic planning level, often preceded by Agenda-Setting)

At national or local level, the starting point is what is the policy issue to be addressed, e.g. an urgent problem, a long-term need, a challenge, an opportunity, a need to respond to changing circumstances, e.g. environmental change, or to make use of new technologies?

The solution: a new policy or adjustments to existing rules/ policies?

If a new policy is required, the following should be set out:
- the issue/needs to be addressed;
- objectives;
- target audiences, including beneficiaries and other impacted stakeholders;
- options and scenarios developed and tested (even if initiators favour one scenario, for legitimacy and stakeholder engagement, it is advisable to consider other scenarios too);
- baseline data (status quo) and cost-benefit analysis of proposed changes;
- risk assessment (decisions may have unintended consequences, or simply fail to achieve their goals, and it is essential to consider if and how a course of action may fail);
- budget requirements and implementation stages/ implications;
- materials needed (e.g. justification, budget, impact assessment).

ENTRY POINTS FOR NGOs IN 1. ISSUE IDENTIFICATION AND POLICY SCOPING:

- Ensure you are among the target audiences for policy decisions that fall under your area of interest or expertise (by ensuring you are included in the relevant council policy department/rajon/district contact list of stakeholders).
- Monitor news/bulletins from council/district.
- Hold face-to-face meetings with key figures in the council/Kyiv authority so that you know what is being planned in advance or at as early a stage as possible.
- Agenda-setting. Put the issue on the agenda in the first place, or proactively suggest policy scenarios. If possible, provide data and evidence, and budget information (or work with experts/think-tanks who can do this) to make your proposed option/scenario credible and convincing.

2. Policy Actors

- Who/which department should lead the policy development, and which other actors/departments must be involved? What is the decision-making process and timetable?
- What interlinkages/cross-cutting factors exist in relation to other policies or plans for policies, e.g. in other council departments, and vis- à -vis the overall council strategy?
- Which external stakeholders must be consulted, e.g. business, schools, residents' associations?
- Who has the authority to launch the policy process and make the final decisions, e.g. mayor, full council?

ENTRY POINTS FOR NGOs IN 2. POLICY ACTORS:

- Engage with the different departments to ensure your arguments are heard.
- Engage with elected officials (e.g. councillors, Mayor) to make your case and present your arguments.
- If possible, make your organisation identifiable as one of the external stakeholders to be consulted, or alternatively engage with those external stakeholders to either establish common ground and mutually strengthen your argumentation, or to make them aware of counterarguments if they have interests that are contrary to your organisation's perspective.

3. First Round of Consultations

- Internal consultations (inter-departmental) are necessary to determine decision-making needed and to secure a budget for policy analysis (including, e.g. cost-benefit analysis, stakeholder engagement, and impact assessments as needed) and for public consultations.
- Answer question: Is interdepartment approval/Council/ Mayor's office approval needed before proceeding to public consultations?
- Communicate to potential stakeholders the objectives of the proposed policy/decision, and provide materials setting out initial argumentation for different scenarios.

- Publish and disseminate to the public summaries of policy question to be addressed and different options/ scenarios under consideration, and invite comments/ proposals/ recommendations.
- Communicate what sort of consultation process will take place, whom will be consulted, and questions to be addressed.
- Hold well-facilitated, inclusive stakeholder consultations, e.g. roundtables, expert working groups, community events, public hearings, surveys, citizens' juries, online consultations.

ENTRY POINTS FOR NGOs IN 3. FIRST ROUND OF CONSULTATIONS:

- Engage (again if you did so in the previous phase) with the different departments to ensure your arguments are heard.
- Ensure you are among the target audiences consulted (if not by prior inclusion on lists of interested stakeholders to be invited, then by face to face contact to maximise chances that you will be invited).
- Hold face-to-face meetings with key figures in the council/Kyiv authority so that your perspectives are heard, and your messages are reinforced.
- Proactively make the case for your favoured policy scenario, or for the amendments you want to be implemented. If possible, provide data and evidence, and budget information (or work with experts/think-tanks who can do this) to make your proposed option/scenario credible and convincing.
- Engage with other stakeholders, so that your messages are either co-ordinated, or you adapt your position to reflect and address their counterarguments. Where others are invited to consultations where you are not invited, form alliances and form common positions.
- Engage with the media to present your case/give the issue more prominence.

4. Further development of the policy

- The initiators/interdepartmental team collect the comments/proposals/recommendations, make adjustments based on these inputs, confirm the option to be selected, then further develop the draft policy .
- Submit the revised draft policy for internal/ interdepartmental review.

- Revise draft policy based on internal/interdepartmental review.
- Submit for legal/regulatory impact assessment review.
- Council/mayor review.
- Revised draft policy based on council/mayor review.

ENTRY POINTS FOR NGOs iN 4. FURTHER DEVELOPMENT OF POLICY:

- Engage (again) with the different departments to ensure your arguments are heard, and to establish their response to your proposals/recommendations.
- Engage (again, if done before) with elected officials (e.g. councillors, Mayor) to make your case and present your arguments.
- Make your case in the media, or enlist opinion-formers to support your case.

5. Final round of public consultations

- Communicate to potential stakeholders the proposed policy/decision, provide feedback on which comments/ proposals/recommendations have been incorporated, and from whom, and summary of other proposals, and why not adopted, and provide materials setting out argumentation for selected scenario, and invite further comments/proposals/ recommendations.

- Communicate what sort of consultation process will take place, whom will be consulted, and questions to be addressed.
- Hold well-facilitated, inclusive stakeholder consultations, e.g. roundtables, expert working groups, community events, public hearings, citizens' juries, online consultations.

ENTRY POINTS FOR NGOs IN 5. FINAL ROUND OF CONSULTATIONS:

- Ensure you are among the target audiences consulted.
- Engage (again if you did so in the previous phase) with the different departments to ensure your arguments are heard, and to push again for the proposals/recommendations you have submitted.
- Hold face-to-face meetings with key figures in the council/Kyiv authority so that your messages are reinforced.
- Proactively make the case for your favoured policy scenario, or for the amendments you want to be implemented. Updated in line with the new version of the draft policy, provide data and evidence, and budget information (or work with experts/think-tanks who can do this) to make your proposals credible and convincing.
- Engage with other stakeholders, so that your messages are either co-ordinated, or you adapt your position to reflect and address their counterarguments. Where others are invited to consultations where you are not invited, form alliances and form common positions with those will attend.
- Engage with the media to present your case/give the issue more prominence.

6. Final approvals

- The initiators/interdepartmental team collect the comments/proposal/s recommendations, make adjustments based on inputs, then further develop the draft policy.
- Submit the revised draft policy for internal/interdepartmental review.
- Revise draft policy based on internal/interdepartmental review.
- Submit for legal/regulatory impact assessment review if changes require it.

- Communicate to stakeholders the resultant proposed policy/decision, provide feedback on which comments/proposals/recommendations have been incorporated, and from whom, and summary of other proposals, and why not adopted.
- Council/mayor final vote/approval (there may be several rounds, depending on existing policy-approval process/legislation) combined with budget and plan for implementation (adjusted during policy development process).

ENTRY POINTS FOR NGOs IN 6. FINAL APPROVALS:

- Engage (again) with the different departments to ensure your final arguments are heard, and your proposals/recommendations considered.
- Engage (again, if done before) with elected officials (e.g. councillors, Mayor) to make your case and present your arguments.
- Make your case in the media, or enlist opinion-formers to support your case.

EXERCISE:

ASSESSMENT OF DIFFERENCES BETWEEN KYIV AND INTERNATIONAL PRACTICE

- Formulation of proposals for NGO actors on how they can proactively engage in the policy-making process.
- Formulation of recommendations for reforms that could be made in Kyiv (in the process, so recommendations to Kyiv authorities).

4.2.   IMPROVING OPPORTUNITIES FOR CITIZENS' ENGAGEMENT AND REALISING THOSE OPPORTUNITIES. EXAMPLES OF INTERNATIONAL INNOVATION

BETTER REYKJAVIK: OPEN MUNICIPAL POLICY-MAKING

Better Reykjavik, an online, open-source platform, is used by more than half of the population of Iceland's capital city. Initial suggestions are shortlisted by council members before being published for a public vote.
- Policies including more trips for schoolchildren and better support for the homeless have since become law.
- Better Reykjavik has been involved in allocating over $17.5m on close to 600 projects.
- Specific sections are created to deal with longer-term projects – e.g. education policy.

https://betrireykjavik.is/domain/1

PRISTINA: 3D MINECRAFT MODEL OF COMMUNITY-DESIGNED PUBLIC SPACE

Kosovo's cities have experienced rapid growth in recent years, and there is a growing need for well-designed public spaces that can be enjoyed by everyone.

The Municipality of Pristina was selected by UN-Habitat to test the Block by Block Methodology for upgrading public space. In September 2015, more than 70 Pristina residents participated in a Block by Block Workshop to redesign the former Sunny Hill neighbourhood marketplace.

After initial discussions on urban design and public space, the participants divided into teams to model different solutions. The participants then co-created the final design on a multiplayer Minecraft server, based on the ideas generated by the teams. The designs were presented to a wide audience of urban professionals, including the mayor of Pristina. The final concept addressed the needs of various groups, including gardens, a playground, and Kosovo's first skatepark. The 17 team proposals and the final concept were used as the basis for detailed architectural designs, which are now being built.

"This will have an extraordinary impact. We can continue to use this model to develop other places throughout Pristina. We can make sure that every willing citizen has a chance to make a difference in this city."

— Liburn Aliu, Director of Ducep Municipality

https://www.facebook.com/BllokpasBlloku/

EXERCISE:

DESIGNING POLICY-MAKING CYCLE FOR KYIV

Present concept of how to review, predict, and plan participation in the policy cycle for a number of ongoing policies and decisions in Kyiv, e.g.
- public consultations as a whole;
- infrastructure projects;
- culture;
- environment;
- transport;
- public spaces;

Draw up a matrix here and fill this in for the above in groups:
- who formulates policy, who else is consulted, and when?
- When should NGOs engage, and how (with recommendations, with requests for information about plans – proposals, budgets, timing, with requests for inclusion in consultations/decision-making meetings/working groups)?
- Who monitors implementation, and how and when can NGOs engage, or find information on either inhouse or independent monitoring carried out?
- How, and when, can NGOs engage proactively to initiate policy decisions and their formulation – even in an agenda-setting way when no policy or policy changes are planned in a given policy area?

Groups then each present their conclusions to the whole group, which questions, challenges, recommends changes/improvements.

Conclusions on mentoring/follow-up support needed to develop further/act on these conclusions.

EXERCISE:

NGO ENGAGEMENT WITH KYIV AUTHORITIES

Present framework on how NGOs can assign roles and functions/tasks to engage with Kyiv authorities, and corresponding functions/tasks of representatives of Kyiv authorities in engaging with NGOs and ensuring public consultations take place.

Exercise in groups:
- • What are the roles/tasks on the side of NGOs?
- • What are the roles/tasks on the side of Kyiv authorities? Which officials in which functions?

Groups then each present their conclusions to the whole group, which questions, challenges, recommends changes/improvements.

Conclusions on mentoring/follow-up support needed to develop further/act on these conclusions.

5 LEGAL FRAMEWORK AND MECHANISMS (PROCEDURES) AT THE NATIONAL AND LOCAL LEVELS

GENERAL LEGAL FRAMEWORK FOR CIVIL PARTICIPATION (INCLUDING PUBLIC CONSULTATIONS) AND DISADVANTAGES

Under the Constitution of Ukraine, the State shall be accountable to the individual for its activities, while affirming and ensuring human rights and freedoms shall be the main duty of the State. Article 140 stipulates that a territorial community shall be entitled to local self-governance and may exercise this right both directly and through local self-government authorities. This Article also entitles community members to the establishment of public self-organisation bodies.

Article 143 sets out the right of territorial communities, either directly or through local self-government authorities, to manage the property held by them; plan their development; approve local budget and monitor its execution; hold local referenda and address other local issues.

The Law of Ukraine 'On Local Self-Government in Ukraine' clarifies and provides more details regarding the above-described constitutional norms. It is precisely this law that defines a number of important rules for the principles and mechanisms of citizen participation in managing the community:

Mechanisms of citizen participation in managing the community under the Law of Ukraine 'On Local Self-Government in Ukraine'

Mechanisms of citizen participation	Basic principles	Law Article
Local referendum	A local referendum is a form in which matters of local significance are addressed by territorial communities through direct expression of will.	Article 7
General meeting of citizens at their place of residence	A general meeting of citizens at the place of residence constitutes a form of their direct participation in addressing the issues of local importance. Decisions approved by a general meeting of citizens shall be taken into account by local authorities in their activities.	Article 8
Local initiatives	Members of a territorial community shall be entitled to initiate consideration by a council (by way of local initiative) of any matter assigned to the competence of local self-government. The local initiative submitted - in the prescribed manner - for consideration by a council shall be subject to mandatory consideration at an open sitting of such council attended by members of the initiative group for matters of local initiative.	Article 9
Public hearings	A territorial community shall be entitled to hold public hearings, i.e., to meet the respective councillors and local self-government officials, during which territorial community members may hear them, voice their concerns or submit proposals on issues of local importance belonging to the competence of local self-government. Proposals submitted following public hearings shall be subject to mandatory consideration by local authorities and officials.	Article 13

However, citizens, in fact, are reluctant to use these mechanisms. This may be attributed to their low political activity.

Certain matters of civil participation, as well as some mechanisms of participatory democracy and direct democracy, are regulated by other laws. The most significant of them include the following:
- **The Law of Ukraine 'On Public Self-Organisation Bodies'.**
- **The Law of Ukraine 'On Principles of State Regulatory Policy in the Sphere of Economic Activity'.**

- **The Law of Ukraine 'On Regulation of Urban Planning Activities'.**
- **The Law of Ukraine 'On the Status of Local Councillors'.**
- **The Law of Ukraine 'On Access to Public Information'.**

Among the mechanisms of citizen participation in the executive authorities' decision-making (at the national level), the Public Expert Examination, Public Consultations, and Public Councils should be noted.

The Public Expert Examination of executive authorities' operation is stipulated by the Procedure for facilitating expert examination of executive authorities' operation, adopted by the Resolution No. 976 of the Cabinet of Ministers of Ukraine on 5 November 2008. The same document provides a detailed procedure for the conduct of such an examination. This mechanism enables the auditing of the operation of a particular executive authority by public associations. Among its disadvantages is the fact that, in order to conduct expert examination, an organisation may require time resources and competences, potentially making this mechanism inaccessible to certain social groups, especially the vulnerable ones. At the same time, the mechanism of public expert examination is not focused on taking into consideration the interests of minorities, finding social consensus, trust and understanding, or the involvement of all stakeholders.

Public consultations in the format of public discussions and e-consultations are stipulated in the Procedure for Holding Public Consultations on Matters of State Policy Development and Implementation, approved by Resolution No. 996 of the Cabinet of Ministers of Ukraine dated 03/11/2010. Holding such consultations is mandatory for executive authorities, such as ministries, other central executive authorities, and local state administrations, including the Kyiv City State Administration. Public consultations are held on issues concerning socio-economic development of the state, the exercise and protection of citizen rights and freedoms, and meeting political, economic, social, cultural and other interests of the public. This Procedure sets out the manner in which such consultations are to be held. However, no detailed procedure for public discussions is given. At the same time, this mechanism is optional for local self-government authorities, since other mechanisms are available for them to gauge public opinion (including general meetings, local initiatives, public hearings). Some local authorities (for example, in Mukachevo, Vinnytsia, Kramatorsk), meanwhile, make active use of this mechanism, based on their own local procedures for holding public consultations, which are modelled after the national one. Potential disadvantages of this mechanism include: the instances when any specific formats of consultations to be used are undefined, resulting in the predominant use of e consultations; while using only e-consultations impedes participation of certain social groups, including vulnerable ones.

Public councils are envisaged by the Resolution of the Cabinet of Ministers of Ukraine No. 996 of 3 November 2010, which also approves the Model Regulations on the Public Council. Public councils are established at the ministries, other central executive authorities, and local state administrations. Establishment of public councils under executive authorities is mandatory. Currently, no instances of a non-functioning public council under an executive authority are known. Among the disadvantages, the unwillingness should be noted among certain civil society organisations to engage in the 'self-regulatory' process or to delegate to the public council those representatives who would represent public interests in the most professional manner. The advantages of this mechanism include the fact that decisions of the public council are of an advisory nature and are mandatory for consideration by the relevant authority.

In February 2019, the Ministry of Regional Development prepared the guidelines[1] for local self-government authorities on the drafting of territorial community charters. The Ministry of Regional Development recommends that the procedures for introducing local initiatives, holding general meetings, public hearings, public consultations, for submitting and considering e-petitions be included in territorial community charters. These recommendations contain general provisions for such procedures.

OBSTACLES TO THE IMPLEMENTATION OF PROCEDURES

A local referendum means a form of adoption, by direct vote, of decisions by a territorial community on the matters within the local self-government competence. Local referenda are stipulated by the Law of Ukraine 'On Local Self-Government in Ukraine'. Under this Law, the procedure for holding them must be established by a special law. Since 1991, the Law of Ukraine 'On All-Ukrainian and Local Referenda' had been in force. In 2012, the Law of Ukraine 'On the All-Ukrainian Referendum'[2] was adopted to replace it. Since then, holding local referenda has not been regulated at the national level.

The Law of Ukraine 'On Access to Public Information' establishes important rules for informing citizens about the public authorities' activities. In particular, it contains rules on the local authorities' obligation to publish their draft decisions promptly. However, these rules do not apply to draft decisions of executive authorities, including those of local state administrations (such as the Kyiv City State Administration). Moreover, in certain instances, the time allocated by the Law of Ukraine 'On Access to Public Information' for the publication of draft decisions cannot be complied with, given the deadlines for decision-making defined by other laws. For example, the deadline for adopting decisions on privatisation of communal property under the Law of Ukraine 'On Privatisation of State and Communal Property' is much closer than the one established by the Law of Ukraine 'On Access to Public Information' for promulgating the relevant draft decisions. In order to comply with the rules of special laws, local authorities thus are forced to violate, in certain instances, the rights of citizens to familiarise themselves with draft decisions.

RULES AND PROCEDURES FOR CITIZEN ENGAGEMENT AT THE LOCAL LEVEL: BASICS, PRACTICES AND DISADVANTAGES

In practice, the most widely used mechanisms of civil participation in decision-making include meetings of citizens at the place of residence, public self-organisation bodies, public hearings, public hearings on urban planning documentation, local initiatives, public expert examination, public consultations, public councils, citizens' appeals,

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1   The website of the Ministry of Regional Development. http://www.minregion.gov.ua/napryamki-diyalnosti/regional-dev/rozvytok-mistsevoho-samovryaduvannya/dobrovil-ne/metodychni-rekomendatsiyi/metodichni-rekomendatsiyi-shhodo-rozroblennya-statutu-teritorialnoyi-gromadi/

2   Under the Decision No. 4-r/2018 of the Constitutional Court dated 26/04/2018, the Law was found unconstitutional

e-petitions, Contact Centres (for example, Contact Centre 1515 in Kyiv), personal reception of citizens, citizens' reception halls, requests for public information, consultative and advisory bodies, public budgetary practices, public control in the field of communal improvements, competition of projects and programmes for the development of local self-governance, and participation in tender commissions and committees.

The procedure for the implementation of participatory mechanisms is regulated either through dedicated provisions or in the territorial community's principal document - the Charter. A territorial community charter is defined by Article 19 of the Law of Ukraine 'On Local Self-Government in Ukraine' as a document adopted by a local council in view of historical, ethnic, cultural, socio-economic and other specifics in the exercise of local self-governance. However, the Law states that the Charter 'may be adopted', i.e., the legislator has not made it mandatory for a community to have its Charter. The Law also says nothing about the Charter structure or contents.

General meetings of citizens at the place of residence are stipulated by the Law of Ukraine 'On Local Self-Government in Ukraine'. The procedure for holding meetings is prescribed by the Regulation on the general meeting of citizens at the place of residence, adopted by the Verkhovna Rada's Resolution No. 3748-12 dated 17 December 1993. Typically, the key requirements on the procedure for holding meetings are listed in a territorial community charter.

Public self-organisation bodies (the PSOBs) are stipulated by the Constitution of Ukraine and the Law of Ukraine 'On Local Self-Government in Ukraine'. A dedicated Law 'On Public Self-Organisation Bodies' also exists, defining the main powers of the PSOBs and the procedures for their establishment and operation. Detailed procedures for the establishment and operation of PSOBs are prescribed by dedicated local regulations or territorial community charters (for example, the Kyiv City Council Decision No. 10/170 on public self-organisation bodies in Kyiv, dated 26 September 2002).

Public hearings are stipulated by the Law of Ukraine 'On Local Self-Government in Ukraine'. A detailed procedure and the necessary sample documents are usually provided in the dedicated local regulations or territorial community charters.

Public hearings on urban planning documentation (or, in full, the Public Hearings on taking into consideration public interests in the development of draft urban planning documentation at the local level) are stipulated by the Law of Ukraine 'On the Regulation of Urban Planning Activities'. The manner of holding them is set out in the Procedure for holding public hearings on taking into consideration public interests in the development of draft urban planning documentation at the local level, adopted by the Resolution No. 555 of the Cabinet of Ministers of Ukraine dated 25 May 2011.

Local initiatives are stipulated by the Law of Ukraine 'On Local Self-Government in Ukraine'. A detailed procedure and the necessary sample documents are usually provided in the dedicated local regulations or territorial community charters.

Citizens' appeals are stipulated by the Law of Ukraine 'On Appeals by Citizens'.

E-petitions are a specific form of citizens' appeals, stipulated by the Law of Ukraine 'On Appeals by Citizens'. A detailed procedure for their submission is determined by dedicated local regulations. This tool is becoming more widespread with the development of information technologies. However, the fact that only the electronic format of participation in this mechanism is available makes it inaccessible to certain social groups that do not have access to the Internet; furthermore, risks of forged signatures in support of petitions exist.

A contact centre provides 24/7 reception of telephone calls, prompt processing of appeals and their referral to the relevant organisations via information and communication systems. Its operation is governed by dedicated local regulations. For example, in Vinnytsia, the '24/7 Guard' operates, supporting the reception, handling of citizens' appeals and promptly taking appropriate measures in response to them.

A request for public information is stipulated by the Law of Ukraine 'On Access to Public Information'. This tool allows citizens to contact authorities and receive information of a public nature from them. Various forms for submission of requests are provided: verbally, in writing, by mail, fax, e-mail, telephone, etc. A relevant authority is required to respond or to give its reasoned refusal within 5 days.

Public budget (participatory budgeting) takes place under a detailed procedure established by local regulations. This tool allows urban residents to participate directly in the local budget allocations.

Public control in the field of communal improvements is stipulated by the Law of Ukraine 'On Communal Improvements in Inhabited Localities'. Procedures for exercising this control are defined in the Regulations on public control in the field of communal improvements in inhabited localities, approved by the Order No. 220/13487 of the Ministry of Construction, Architecture and Housing and Communal Services dated 13 March 2007.

OBSTACLES TO THE IMPLEMENTATION OF PROCEDURES

1. Paternalism/Inertia; Most citizens expect the authorities to find solutions to all their problems.

2. Public distrust towards authorities.

3. Limited access to mechanisms (information about the meetings to be held; no Internet to use electronic tools, etc.).

4. Use of administrative resources, including employees of communal institutions, organisations, or enterprises during decision-making.

5. Minorities' interests are sometimes ignored during implementation of certain decisions.

6. Where electronic tools of citizen participation are used, risks exist of unauthorised interference in the results, lack of personal identification mechanisms.

SPECIFICS OF LOCAL SELF-GOVERNMENT IN KYIV (ORGANISATION OF GOVERNANCE, DIVISION OF COMPETENCIES)

The specifics of exercising executive powers and of local self-government in Kyiv are stipulated by the Law of Ukraine 'On Capital of Ukraine - Hero City Kyiv'. The system of local self-government in the city of Kyiv comprises the city's territorial community; the mayor; the city council; the city council's executive body; district councils (where established); executive bodies of city-district councils; public self-organisation bodies.

The Kyiv City Council is a representative body of local self-government, which acts within the powers established by the Law of Ukraine 'On Local Self-Government in Ukraine'. The Kyiv City Council's executive body is the Kyiv City State Administration (the KSCA) that concurrently performs functions of a state executive authority, which is a specific feature of the exercise of executive power in the city of Kyiv. This body operates within the powers assigned to executive bodies of city councils, as established by the Law of Ukraine 'On Local Self-Government in Ukraine', and the powers of executive authorities, as established by the Law of Ukraine 'On Local State Administrations'. The KCSA Head is appointed by the President of Ukraine. In 2014, the Mayor of Kyiv was appointed the Head of the Kyiv City State Administration and has been occupying this position ever since. However, there were instances in Kyiv's recent history when other persons than the mayor were appointed by the President to the position of the KCSA Head (for example, between 2010 and 2014).

Kyiv is divided into 10 districts. Under the Law of Ukraine 'On Capital of Ukraine - Hero City Kyiv', a local self-government authority of a district council type (where established) may operate in each district of the city. Since 2010, the operation of these councils has been discontinued. At the same time, executive authorities, i.e., Kyiv city-district state administrations operate in Kyiv's districts. This body reports and is accountable to the Kyiv City Council's executive body (the KCSA) in the matters of the exercise of executive power, and to the Kyiv City Council - as regards delegated powers. These administrations operate within the Law of Ukraine 'On Local State Administrations'.

At present, there are 8 bills pending before the Parliament, which concern amendments to the system of governance in Kyiv or powers of executive authorities and local self-government authorities (Nos. 2189a, 2189a-1, 2189a-2, 2529, 4913, 8420, 8420-1, 9031). However, it is unlikely that the current convocation of the Verkhovna Rada of Ukraine would adopt them.

Within Kyiv, the entire range of mechanisms for civil participation in decision-making, as referred to in paragraphs 2.1 and 3.1 of this study, is functioning. Use is made of the mechanisms inherent both in executive authorities (e.g., public council, public consultations, public expert examination) and in local self-government (e.g., general meeting of citizens, local initiatives, public hearings, etc.). This is due to the specifics of local self-governance and of executive authorities in Kyiv, as the executive body of the Kyiv City Council is simultaneously the Kyiv City State Administration.

The Kyiv City Territorial Community Charter was approved by the Decision No. 371/1805 of the Kyiv City Council dated 28 March 2002. The Charter contains key requirements on holding general meetings and public hearings; the prerequisites for consideration by the Kyiv City Council, as well as by the relevant district councils in Kyiv, of the issues raised by citizens (by way of a local initiative); and the conditions for the establishment of public self-organisation bodies. More detailed procedures for implementing citizen participation in decision-making are listed in the special KCC or KCSA regulations.

In December 2017, the Kyiv City Council approved the Concept of a New Revision of the Kyiv City Charter. The Concept provides for the integration of certain new aspects into the updated Charter. Among other things, it is suggested that the concept of 'Public Space' be regulated by a separate chapter, be legally defined and enshrined in the Charter as an instrument in the city's development and creation of its positive image. The Concept also proposes to set out the system of municipal governance. This includes four options for a multilevel system, from public self-organisation bodies in microdistricts and district councils to the Kyiv City Council and the Mayor of Kyiv.

MODERN CIVIL PARTICIPATION PRACTICES AT THE LOCAL LEVEL

One of the top priorities for local self-government authorities is the implementation of modern e-democracy tools at the local self-government level. The 'Open City'[3] communication platform, connecting 60 cities in Ukraine, provides interactive handling of urgent problems faced by communities, especially in the field of communal improvements, housing and communal services. In many communities, including Odesa, Lviv, Ivano-Frankivsk, Sumy, Kryvyi Rih, Uzhgorod and others, dedicated web services operate successfully, offering an opportunity to contact local self-government authorities and check the progress of responding to appeals from citizens[4]. Local e-petitions are an important indicator of the problems in the development of territorial communities. In 2018, more than 140 communities joined the unified system of local petitions. Bringing back into communal ownership land under the Nebesnoyi Sotni public garden, and the Kyiv City Council's decision about the city's withdrawal from the services delivered by the 'Kyivenergo' company are prime examples of the effectiveness of petitions in defending the interests of the Kyiv community[5].

Over the last few years, the approach to addressing local issues known as public (participatory) budget has been gaining ground successfully at the local level in Ukraine. This means in essence that a fixed amount is allocated from a territorial community budget (and sometimes also from an oblast budget) to be

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3   http://www.opencity.in.ua/#r=UA

4   E-democracy tools in Ukrainian cities: An information and analysis handbook / A. Yemelyanova, M. Dovbenko, P. Zavadska [et al]; edited by S. Loboyko, M. Nakhod, D. Khutkyi. – Kyiv, 2017. – 29 p.

5   Successful petitions (summary table) [electronic resource] / the Kyiv City Council - available at https://docs.google.com/spreadsheets/d/1YzaJSjPZa8BdLsTgeoc8hSt9Q8lf kHpzBmTHlO6igOc/edit?usp=drive_web

channelled on implementation of projects or performance of certain work. For example, UAH99.5mn (0.3 per cent of the entire municipal budget, not including official transfers)[6] were earmarked in the 2018 Kyiv budget to implement winning projects of the Public (Participatory) Budget competition. Projects are prepared by residents of the respective community and are selected according to the votes cast by the residents from the same community. In 2018, participatory budgeting was

actively applied in more than 45 cities of Ukraine[7]. The presence of mandatory parameters of participatory budgeting such as the project cost estimates and the scheduled stages of its implementation during the year facilitate evolution of relations between the public and local authorities into partnerships.

NGO representatives and public servants thus have a wide range of tools for liaison and opportunities for engagement[8]:

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6 The Decision No. 1043/4050 of the Kyiv City Council 'On the 2018 Kyiv Budget' dated 21/122017, available at http://kmr.ligazakon.ua/SITE2/l_docki2.nsf/alldocWWW/263C0627F8B52614C2258211006E0299

7 Participatory budget in the cities of Ukraine: A regional dimension [electronic resource]. - available at https://gurt.org.ua/news/informator/42964/

8 Tools of citizen influence on local authorities - available at http://bit.ly/2quSZfa

#	Mechanism	Legal basis
1.	Review the local council's draft and adopted decisions	The Law of Ukraine 'On Local Self-Government in Ukraine' The Law of Ukraine 'On Access to Public Information' Local council Regulations
2.	Attend plenary sessions of the local council and meetings of its standing deputies' committees	The Law of Ukraine 'On Local Self-Government in Ukraine' The Law of Ukraine 'On Access to Public Information' Local council Regulations
3.	Follow the decision-making procedure	The Law of Ukraine 'On Local Self-Government in Ukraine' The Law of Ukraine 'On Access to Public Information' Local council Regulations
4.	Demand reporting from the local council deputies and the Mayor	The Law of Ukraine 'On Local Self-Government in Ukraine' The Law of Ukraine 'On the Status of Local Council Deputies'
5.	Give instructions from voters	The Law of Ukraine 'On the Status of Local Council Deputies'
6.	Submit local initiatives	The Law of Ukraine 'On Local Self-Government in Ukraine' Territorial community charter Local council Regulations
7.	Hold public hearings	The Law of Ukraine 'On Local Self-Government in Ukraine' Territorial community charter Local council Regulations
8.	Initiate consideration of e-petitions	The Law of Ukraine 'On Appeals by Citizens' Territorial community charter
9.	Set up consultative and advisory bodies	Territorial community charter Local council decision
10.	Set up public self-organisation bodies	The Law of Ukraine 'On Public Self-Organisation Bodies'
11.	Join public associations	The Law of Ukraine 'On Public Associations'
12.	Submit projects to obtain funding from the participatory budget	Territorial community charter Local council's decision
13.	Hold a local referendum	The Constitution of Ukraine The Law of Ukraine 'On Local Self-Government in Ukraine' Laws on local referendum
14.	Submit appeals from citizens	The Law of Ukraine 'On Appeals by Citizens'
15.	Demand public hearings on the matters concerning urban planning documentation	The Law of Ukraine 'On Regulation of Urban Planning Activities' The CMU Resolution 'On approving the Procedure for holding public hearings on taking into consideration public interests in the development of draft urban planning documentation at the local level'
16.	Submit requests for public information	The Law of Ukraine 'On Access to Public Information'
17.	Hold peaceful assemblies	The Economic Code of Ukraine The Law of Ukraine 'On Information' The Law of Ukraine 'On Local Self-Government in Ukraine'

6 SUBORDINATION OF AND LIAISON BETWEEN KYIV CITY STATE ADMINISTRATION STRUCTURAL SUBDIVISIONS IN THE PROCESS OF POLICY MAKING: WHO IS RESPONSIBLE FOR WHAT

Oleksii Kovalenko

The structure of the Kyiv City State Administration https://kyivcity.gov.ua/

The Mayor of Kyiv - the key official in the system of legislative and executive authorities of the city of Kyiv, the capital of Ukraine: *https://kyivcity.gov.ua/kyiv_ta_miska_vlada/kyivskyi_miskyi_holova/*

The Mayor of Kyiv is elected by the city territorial community on the basis of universal, equal and direct suffrage, by secret ballot in the manner prescribed by law, and exercises his/her powers on a permanent basis. The powers of the Mayor of Kyiv are determined by the Law of Ukraine 'On Local Self-Government in Ukraine' and the Law of Ukraine 'On Capital of Ukraine - Hero City Kyiv'. *https://zakon.rada.gov.ua/cgi-bin/laws/main.cgi?nreg=401-14*

The Mayor of Kyiv is also the ex officio head of the Kyiv City Council's executive body - the Kyiv City State Administration. He/she is appointed to the position of the Head of the Kyiv City State Administration by the President of Ukraine in the manner prescribed by the Constitution and laws of Ukraine.

The Kyiv City State Administration thus concurrently performs functions of a state executive authority, which is a specific feature of the exercise of executive power in the city of Kyiv.

The Mayor is also a member of the Presidium of the Kyiv City Council that includes his/her Deputies in the Council, Heads of the Council's standing commissions, authorised representatives of local councillors' groups and factions.

The full list of powers held by the Mayor of Kyiv and the Head of the Kyiv City State Administration is determined by Articles 13 and 17 of the Law of Ukraine 'On Capital of Ukraine - Hero City Kyiv'.

The Kyiv City State Administration has a well-defined structure and the management comprising the First Deputy Head and 8 relevant Deputy Heads.

The First Deputy and Deputy Heads of the Kyiv City State Administration, whose powers are related to the executive field, are appointed and dismissed by the Mayor of Kyiv with the consent of the President of Ukraine and the Cabinet of Ministers of Ukraine, respectively. The Mayor of Kyiv must obtain the consent of the Kyiv City Council to appoint or dismiss Deputy Heads of the Kyiv City State Administration who are responsible for the exercise of the powers of local self-government.

The First Deputy Head and 8 relevant Deputy Heads of the Kyiv City State Administration monitor and coordinate the operation of the respective departments and the Kyiv city-district state administrations.

The entire operation of the Kyiv City State Administration is supported by its Office comprising 20 directorates and sections.

Departments and directorates of the Kyiv City State Administration, headed by their directors, are in charge of the entire city within their relevant activities, such as urban planning and architecture, communal improvements, transport infrastructure, environment, etc. There is a total of 28 of them, each one having its own directorates and sections focused on more specific areas of operation.

According to the local self-government system, Kyiv has a single urban territorial community, numbering 2.9 million residents. The greater city territory is divided into 10 districts. To support full-fledged living environment for Kyiv's residents, Kyiv city-district state administrations, headed by Heads, have been established in each district. They report to the Kyiv City State Administration. A Head of the Kyiv city-district state administration is appointed and dismissed from office by the President of Ukraine according to the Constitution of Ukraine.
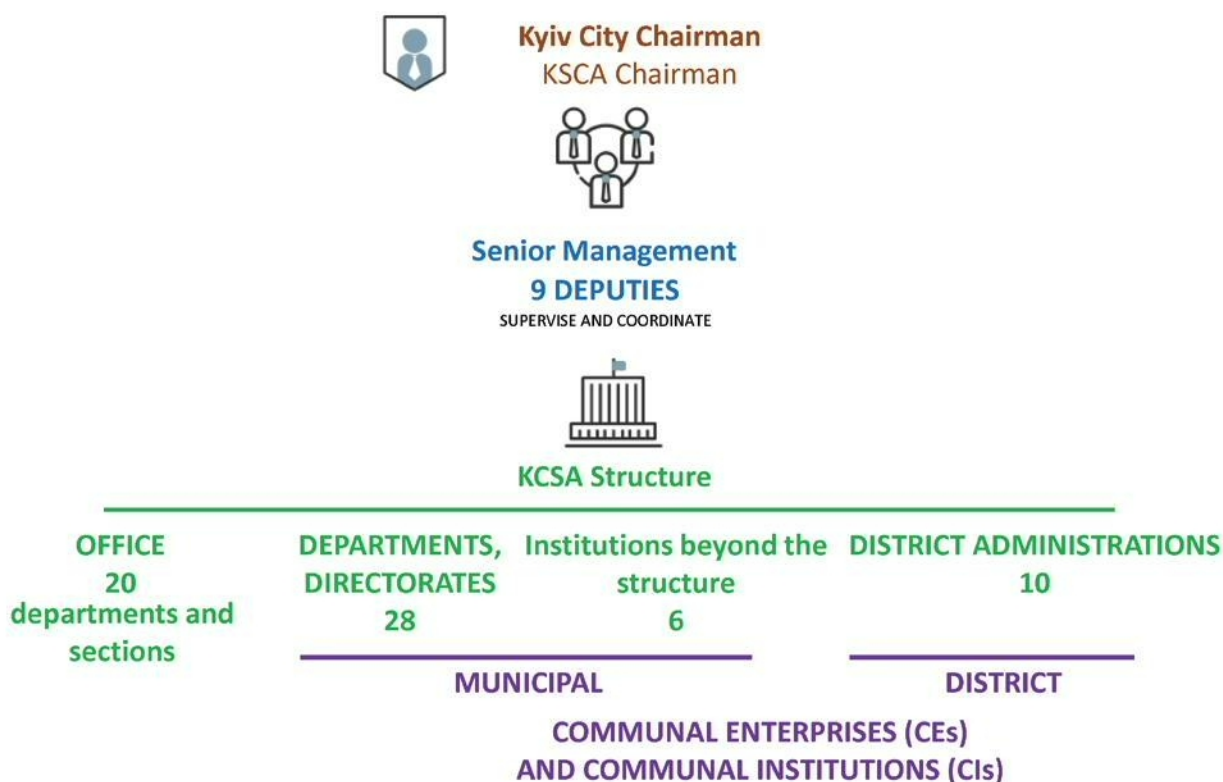
This is another specific feature of the exercise of executive power in the city of Kyiv.

Kyiv city-district state administrations provide relevant management of affairs within their respective districts (each administration has experts in the matters of communal improvements, construction, education, culture, etc.).

Communal enterprises and institutions comprise the group that performs work directly in the streets of Kyiv (paving with asphalt, cleaning streets, planting trees, etc.). Where their activities cover the entire city, these municipal communal enterprises, such as Kyiv Metro or Kyivpastrans CEs, are directly managed by the relevant municipal Departments. District administrations also supervise the operation of their subordinate communal enterprises, such as Podil-Blagoustriy CE. Some enterprises have dual subordination, for example, the system of Kyivzelenbud Communal Association comprises communal enterprises in charge of maintaining green spaces in each of the ten districts.

A communal institution is only different from a communal enterprise that it is subsidised. Whereas a communal enterprise, according to its statutory activities, must make a profit and generate revenues to fund its activities, other than those planned within the budget established by municipal special-purpose programmes, a communal institution only operates to perform its key functions within the allocated municipal budget and is not-for-profit.

The structure of the Kyiv City State Administration would be more understandable if shown on a specific example. The Kyiv Zoo Communal Institution is a municipal one, subordinated to the Department of Culture that, in turn, is monitored and coordinated by V. M. Mondryivskyi, the relevant Deputy Head, and directly - by the KCSA Head.

Kyiv City Chairman
KSCA Chairman

Senior Management
9 DEPUTIES
SUPERVISE AND COORDINATE

KCSA Structure

OFFICE 20 departments and sections	DEPARTMENTS, DIRECTORATES 28	Institutions beyond the structure 6	DISTRICT ADMINISTRATIONS 10
	MUNICIPAL		DISTRICT

COMMUNAL ENTERPRISES (CEs) AND COMMUNAL INSTITUTIONS (CIs)

The amount of information and persons responsible for communication[1]

The structural subdivisions of the Kyiv City State Administration (1,700 orders issued in 2017) and the Kyiv City Council (1,9000 decisions approved in 2017, and more than 3,300 draft decisions registered; 19,000 letters to the Standing Committees received) process a large amount of regulations that, under applicable laws, are promulgated in various ways, including posting on numerous official websites.

As of February 2018, more than 48 regulations and 64 issues were in the process of public discussions, according to the National Strategy of the Civil Society Development.

The Mayor issues 40,000 orders annually to structural subdivisions of the Kyiv City State Administration.

During the entire period of operation, 6,357 decisions were taken; 15,255 KCSA orders, and 7,997 orders of the Mayor were issued.

The entire amount of information flow thus can be divided into external and internal. Dedicated management bodies were set up and communication resources were allocated to ensure its efficient processing, follow-up and decision-making.

The KCSA communication resources mean a total of human, content-related, financial, and technical resources at the disposal of the city authorities and their structural subdivisions, which can be used to support the 'authorities - public' dialogue.

All employees in charge of communication will hereafter be referred to as 'COMMUNICATORS'. They may belong to one of the three categories*:
• civil servants - employees of the city administration's or district state administrations' structural subdivisions;

1   According to publicly available data

- employees of communal enterprises (CEs) who are not civil servants;
- third-party advisors or press secretaries who work as volunteers or are paid by donors.

According to the latest data[2] 51 employees from relevant departments in the Kyiv City State Administration and 22 employees from the internal affairs and public relations sections within the state district administrations are involved in communication. The ASKOD electronic workflow system has been deployed to coordinate all incoming queries.

Between 1 and 5 persons are engaged in the communication process in each structural subdivision:
- each subdivision has a person responsible for media relations;
- in practice, sometimes only the head of such structural subdivision acts as a communicator;
- press secretaries mostly work part-time.

The division of functions between communication management bodies has been approved to ensure efficient external communication.

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2   https://dsk.kievcity.gov.ua/content/kontakty-vidpovidalnyh-za-vzaiemodiyu-zi-zmi.html

Division of functions between communications management bodies

Mayor's press service	KCSA Public Communications Department	KCSA Directorate for Information Support and Public Information Access
Advisory body	The Department of the Kyiv City Council's executive body (the Kyiv City State Administration)	Office of the Kyiv City Council's executive body (the Kyiv City State Administration)
• Covering the Mayor's activities • Media monitoring	• Information and analysis support — monitoring • Supporting dialogue with the public and liaison with civil society • Media relations and coordination of municipal media operation • Public opinion research	• Information support for the KCSA activities — dissemination of information in the media • Holding info events — briefings, press-conferences, round tables • Ensuring access to public information, including liaison with media

In January 2019, the Kyiv City Council formed a dedicated communal enterprise - the Centre for Public Communication and Information - designed to establish internal and external communication at a new, systemic level according to the best European practices. The enterprise is intended to:

establish the systemic 'authorities - public' dialogue in accordance with standards, procedures and regulations for liaison between local self-government authorities, local executive authorities, the public and mass media, consideration of public opinion in the processes of decision-making, development and implementation of urban policies, expansion of cooperation with non-governmental organisations, and efficient completion of inter-agency projects;

raise the level of openness and transparency in the municipal authorities' operation by covering the activities of the Mayor of Kyiv, deputies of the Kyiv City Council, the executive body of the Kyiv City Council (the Kyiv City State Administration), Kyiv city-district state administrations, clarifying the essence of their decisions, programmes, regulations, as well as priority areas in urban policies, their objectives and expected outcomes, informing about the risks and emergency situations in the capital.

Analysis of the current decision-making system, areas of activities and engagement[3]

As of May 2017, the number of registered NGOs working at the level of Kyiv and for the benefit of its residents was 9,601 (or 64 per cent of all the 14,909 NGOs registered in Kyiv according to the State Statistics Service of Ukraine). Of these, 581 (or 6%) organisations confirmed their contact information, and only 175 (or 30 per cent of the NGOs) filled in the questionnaires[4].

At the level of the Kyiv City State Administration, there are more than 70 advisory bodies in the form of communities, task groups, committees, etc[5]. Advisory bodies have also been formed at the level of ten Kyiv city-district state administrations.

As of 19/03/2018, 158 public self-organisation bodies officially operate in Kyiv[6]. As of January 2018, 1,214 block-of-flats co-owners associations (BCAs) and 854 building societies operated in Kyiv[7].

The key actors in the decision-making process are socially responsible businesses. More than 140 leading companies

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3   A study by CCC Research NGO, 2017
4   A study by CCC Research NGO, 2017
5   https://www.kievcity.gov.ua/files/2017/8/1/doradchi_organy.pdf
6   https://old.kyivcity.gov.ua/content/osn.html
7   https://dzki.kievcity.gov.ua/content/adresni-pereliky-osbb-ta-zhbk-mista.html)

- CSR (Corporate Social Responsibility) participants - have representative offices in Kyiv[8].

The same applies to international organisations, whose Ukraine offices (more than 24) are located in Kyiv. In 2017 – 2018, municipal authorities had initiated a series of projects with some of them, which generated interest in expanding further cooperation (the respective letters of support under the Council of Europe Pilot Project 'Promoting civil participation in democratic decision-making in Ukraine').

The most common types of activities among the respondents include protection of rights and representation, chosen by 41

per cent of the NGOs surveyed; 31 per cent of organisations are engaged in dissemination of information, and 29 per cent of the respondents selected educational and charitable activities.

Among the groups representing the NGO clientele, the most significant include members of the organisation (35 %), youth (34 % of the respondents), children (29 %), the entire population (28 %), and the disabled persons (27 %). Next in popularity are the following categories: the NGOs (18 %), pensioners (16 %), professional groups (15 %), college and university students (14 %), and women (13.7 %). Diagram 2.3.5 shows the distribution of the NGOs that take care of various clientele.

The overall situation with appeals is shown in Slide 3.

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8 Formation of socially responsible businesses in modern information society. A study by the 'Lviv Polytechnic' National University. M. V. Ruda, P. M. Sukhorolskyi, T. O. Bodnar

THE OVERALL SITUATION WITH APPEALS
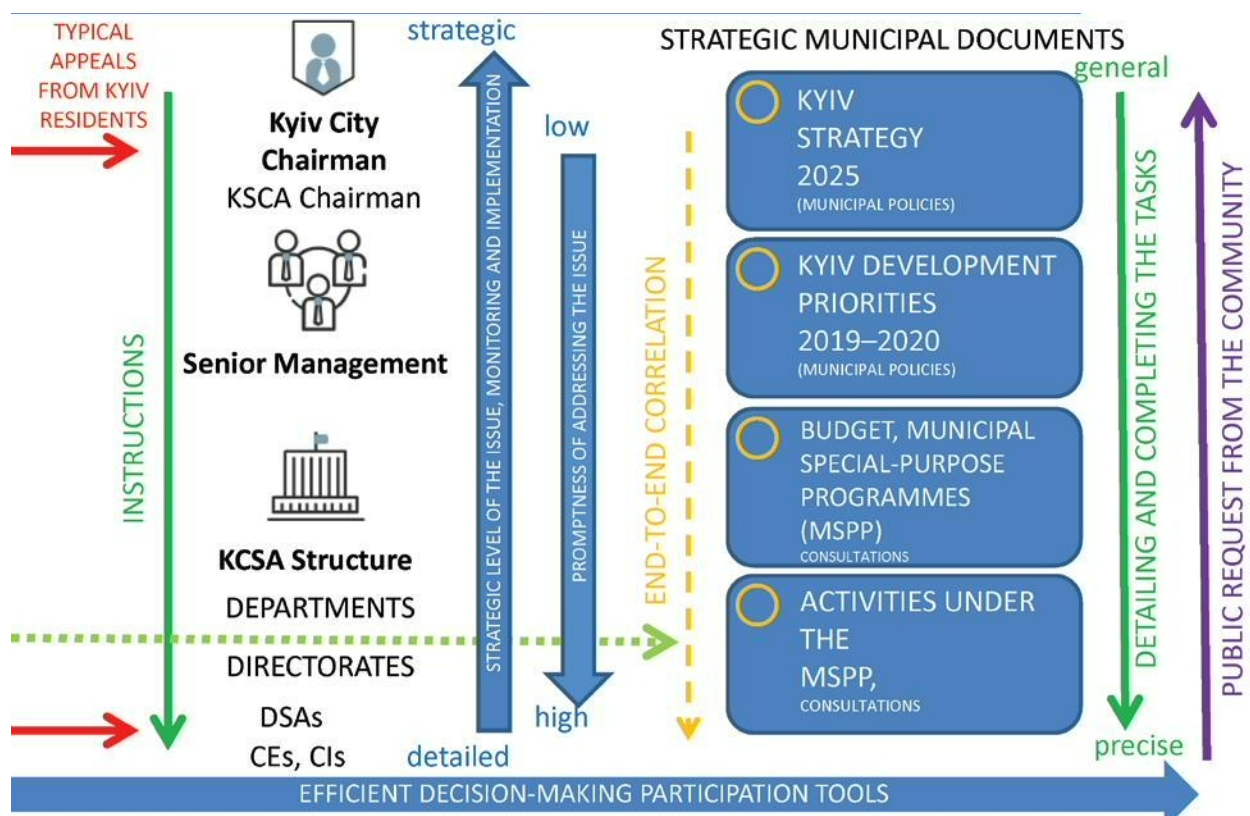
In order to address certain issues or problems or to implement ideas and proposals, all the above-mentioned stakeholders usually forward letters to the KCSA Head (a red arrow marked 'typical appeals from Kyiv residents').

Using this path of applying would trigger the instructions from the Head, first communicated, according to the chain of subordination, to the relevant deputies, then - to the director of the relevant department, and, finally, - to those officials in the field who are directly responsible for their implementation. It is a long path; however, in this case the addressee would get the guarantee that his/her appeal will be specifically monitored at each stage. Will it be necessary to go that long way in order, for example, to plant bushes or pave a road with asphalt?

Probably not. After all, if a particular issue is raised before a relevant official in charge, it will be addressed much faster, given that it is within his/her competence and is aligned with urban programmes.

As indicated in the picture, certain appeals (green dotted arrow), which are received by the relevant department or enterprise and align with the urban special-purpose programme, are resolved much faster and more efficiently.

Therefore, the question is, who should be contacted and with what. It is very simple. Kyiv has a list of basic strategic documents, such as the Kyiv Urban Development Strategy Until 2025, which reflects urban policies, sets out objectives and measures that allow for target indicators to be achieved

within a clear-cut time-frame. In other words, by reading this document, one can form an impression of Kyiv in 2025.

If there is a desire to make suggestions concerning this systemic document, an appeal addressed to the KCSA Head must definitely be prepared. This appeal, however, should contain very meaningful analytical calculations, clear achievable objectives, measures and tasks. The person drafting this letter must be fully aware of all the intricacies of Kyiv's functioning and life.

Certain priorities are periodically selected from the urban strategy, on the achievement of which all the KCSA resources are concentrated. For an initiative to be implemented quickly and to be included in the budget for its scheduled implementation, it must fit the Kyiv Development Strategy and the selected priorities in the scheduling year.

Thus, if you intend to implement, for example, a new, innovative training course, you should examine the time-frame during which the respective area will be a priority for the city, before proceeding with the development of guidelines. This will offer you an opportunity to elaborate the proposal more efficiently, to find partners and to draft a properly developed proposal.

The municipal budget and special-purpose programmes must be necessarily aligned with urban priorities and strategies. The relevant departments are in charge of completing special-purpose programmes, while their implementation is monitored by the relevant Deputy Heads and the First Head.

Communal enterprises and institutions perform the respective tasks locally.

Therefore, if you want to raise a specific issue, the awareness of a respective municipal special-purpose programme will enable you to contact the relevant department or communal enterprise. The issue thus could be resolved faster and more efficiently. If you have already developed the goal, objectives and activities of your innovative educational course, there is a high chance for your course to be included in the budget, following an appeal to the relevant department. But only if it is aligned with the respective section of the municipal special-purpose programme, budget, priorities, and strategy of Kyiv.

More than 20 participation tools have been created in Kyiv, making the process of promoting your initiative or addressing your problem more simple, efficient and successful. Using them (appeals, petitions, urban initiative, a community meeting at the place of residence, public budget, public expert examination, etc.) you will be able to get results quickly. The important thing is to know which of them should be used and in what situation. The most popular participation tools already have their electronic counterparts. They can be found under the 'For the Public' heading of the unified Official Kyiv Portal at https://kyivcity.gov.ua/

Using them, you will easily navigate all the approval stages for your proposals.

THE MAIN STAGES OF DECISION-MAKING AND COORDINATION OF THE KSCA STRUCTURE
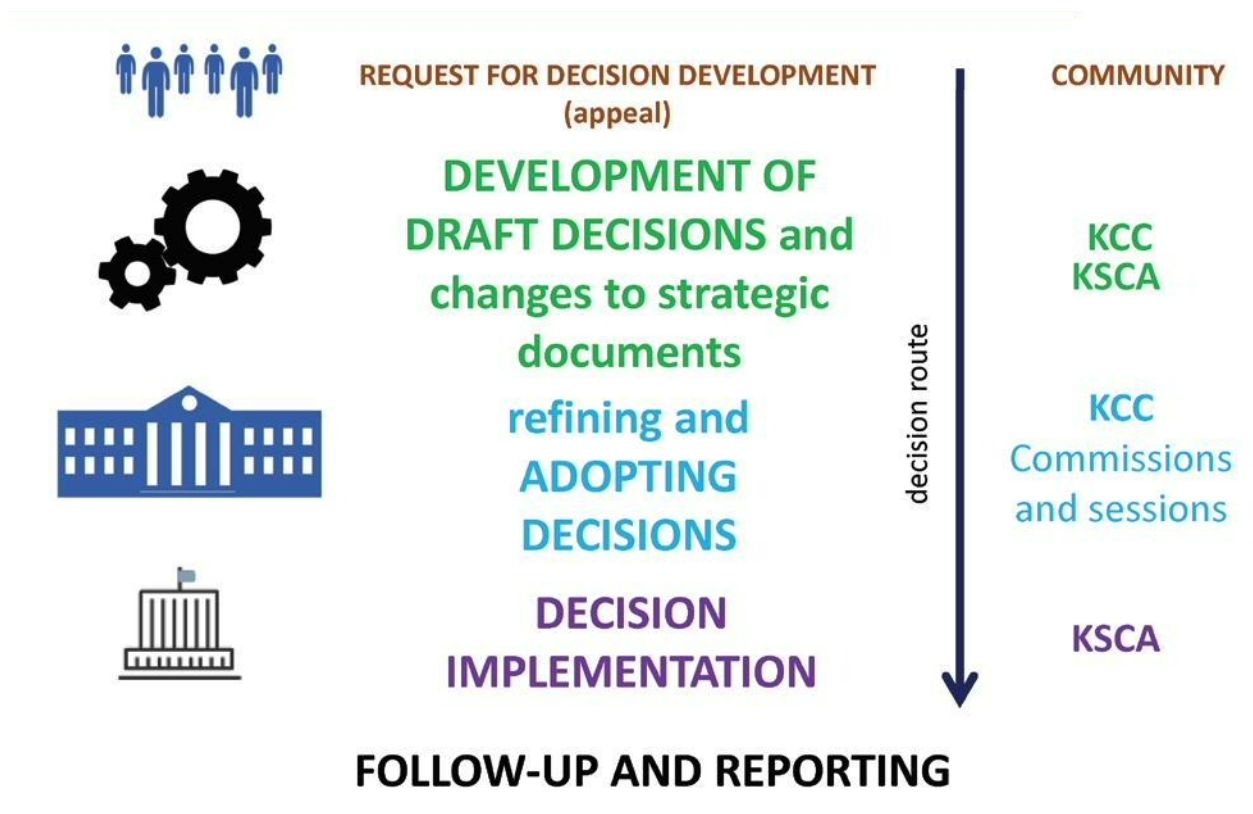
LAWS AND REGULATIONS THAT DEFINE THE AREA OF ACTIVITIES OF THE PUBLIC COMMUNICATIONS DEPARTMENT OF THE KYIV CITY COUNCIL'S EXECUTIVE BODY (THE KYIV CITY STATE ADMINISTRATION)

#	Title of the act	Web link
	The Public Communications Department of the Kyiv City Council's executive body (the Kyiv City State Administration) has been charged with the implementation of the 'Promoting the development of civil society in Kyiv in 2017 – 2019' municipal special-purpose programme approved by the Decision No. 536/1540 of the Kyiv City Council dated 08/12/2016	
PROMOTING THE DEVELOPMENT OF CIVIL SOCIETY		
1	The Decree of the President of Ukraine No. 68/2016 'On Promoting the Development of Civil Society in Ukraine' dated 26/02/2016	http://zakon2.rada.gov.ua/laws/show/68/2016
2	The KCSA Order No. 503 dated 05/07/2016 'On establishing the Coordinating Board for Promoting the Development of Civil Society under the Kyiv City Council's executive body (the Kyiv City State Administration)'	http://kievcity.gov.ua/done_img/f/%D0%A0%D0%9A%D0%9C%D0%94%D0%90-503-05072016.pdf
3	The Action Plan to implement in Kyiv in 2016–2017 of the National Strategy for Promoting the Development of Civil Society in Ukraine	http://kievcity.gov.ua/files/2016/11/2/PlanZakhodiv.pdf
COOPERATION WITH PUBLIC COORDINATING BOARDS, ADVISORY SERVICES, COMMITTEES, UNIONS, ETC.		
4	70 coordinating boards, advisory services, committees, unions, etc., in various areas of activities were established, now operating under the Kyiv City Council's executive body (the Kyiv City State Administration) and its structural subdivisions	http://kievcity.gov.ua/files/2017/8/1/doradchi_organy.pdf
5	Model Regulations on a consultative, advisory and other auxiliary body of the Kyiv City Council's executive body (the Kyiv City State Administration), approved by the Order No. 70 dated 11/02/2016 of the Kyiv City Council's executive body (the Kyiv City State Administration)	http://kievcity.gov.ua/news/33643.html
COOPERATION WITH THE PUBLIC COUNCIL AT THE KCSA		
6	Model Regulations on a given public council held at: a ministry, another central executive authority, the Council of Ministers of the Autonomous Republic of Crimea, oblast, Kyiv and Sevastopol city, district, city-district in the cities of Kyiv and Sevastopol administrations, approved by the Resolution No. 996 of the Cabinet of Ministers of Ukraine dated 03/11/2010	http://zakon2.rada.gov.ua/laws/show/996-2010-%D0%BF
7	The Order No. 900 of the Kyiv City Council's executive body (the Kyiv City State Administration) 'On approving the membership of the Public Council at the Kyiv City Council's executive body (the Kyiv City State Administration)' dated 26/07/2017	http://kievcity.gov.ua/done_img/f/%D0%A0%D0%9A%D0%9C%D0%94%D0%90-900-26072017.PDF

#	Title of the act	Web link
8	The Order No. 1107 of the Kyiv City Council's executive body (the Kyiv City State Administration) 'On approving the Regulations on the Public Council at the Kyiv City Council's executive body (the Kyiv City State Administration)' dated 12/11/2015	http://kievcity.gov.ua/done_img/f/%D0%A0%D0%9A%D0%9C%D0%94%D0%90-1107-12112015.pdf

CONSULTATIONS WITH THE PUBLIC

#	Title of the act	Web link
9	The Procedure for holding public consultations on the matters of State policy development and implementation, approved by the Resolution No. 996 of the Cabinet of Ministers of Ukraine dated 03/11/2010	http://zakon2.rada.gov.ua/laws/show/996-2010-%D0%BF
10	Recommendations on liaison between the KCSA structural subdivisions when holding public consultations	http://kievcity.gov.ua/content/rekomendacii-shchodo-vzaiemodii-strukturnyh-pidrozdiliv-kmda-pid-chas-organizacii-konsultaciy-z-gromadskistyu.html
11	The Procedure for holding public discussions on the matters of naming legal entities and property held by them, or property held by individuals, after individuals (or their aliases), anniversaries or holidays, titles or dates of historical events, approved by the Resolution No. 989 of the Cabinet of Ministers of Ukraine dated 24/10/2012	http://zakon3.rada.gov.ua/laws/show/989-2012-%D0%BF
12	The Procedure for holding public discussions in Kyiv on the matters of naming legal entities and property after individuals (or their aliases), anniversaries or holidays, titles or dates of historical events, approved by the Order No. 175 of the Mayor of Kyiv dated 19/08/2014	http://kievcity.gov.ua/done_img/f/%D0%A0%D0%9A%D0%9C%D0%93-175-19082014.pdf

FACILITATING THE CONDUCT OF PUBLIC EXPERT EXAMINATION

#	Title of the act	Web link
13	The Resolution No. 976 of the Cabinet of Ministers of Ukraine 'On approving the Procedure for facilitating the conduct of public expert examination of executive authorities' operation' dated 05/11/2008.	http://zakon1.rada.gov.ua/laws/show/976-2008-%D0%BF
14	Action mechanism of the Kyiv City Council's executive body (the Kyiv City State Administration) in facilitating the conduct of public expert examination of the Kyiv City Council's executive body (the Kyiv City State Administration) activities by civil society institutions	http://kievcity.gov.ua/content/mehanizm-diy-kmda-u-spryyanni-instytutam-gromadyanskogo-suspilstva-v-provedenni-gromadskoi-ekspertyzy-diyalnosti-kmda.html

COOPERATION WITH NGOs

#	Title of the act	Web link
15	Draft decision of the Kyiv City Council 'On certain aspects of the municipal project competition "Public perspective: transparent authorities and an open community"	The draft decision was approved at the Kyiv City Council session held on 21/09/2017 and is currently in the process of being registered
16	The Order No. 48 of the Public Communications Department 'On determining best practices of citizen initiative implementation in addressing the matters of local significance' dated 04/09/2017	http://dsk.kievcity.gov.ua/files/2017/9/25/Nakaz-pro-vyznachennya-uspishnyh-praktyk.pdf

#	Title of the act	Web link
HOLDING MASS EVENTS		
17	Article 39 of the Constitution of Ukraine	http://zakon2.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80
18	The Procedure for organising and holding non-state mass public events of a political, religious, cultural, educational, sports, entertainment or other nature in Kyiv, approved by the Decision No. 317/418 of the Kyiv City Council dated 24/06/1999	http://kmr.ligazakon.ua/SITE2/l_docki2.nsf/alldocWWW/988630AC34D6FB2FC22573C0004CA97F?OpenDocument
19	The draft Kyiv City Council Decision 'On approving the Procedure for organising and holding non-state mass public events of a religious, cultural, educational, sports, entertainment or other nature in the city of Kyiv'	The draft decision is currently being developed by the Legal Section of the Public Communications Department
PUBLIC HEARINGS		
20	The Decision No. 120/2023 of the Kyiv City Council 'On approving the Procedure for organising public hearings in the city of Kyiv' dated 08/10/2015	http://kmr.gov.ua/uk/content/poryadok-provedennya-gromadskyh-sluhan
LOCAL INITIATIVES		
21	The Decision No. 545/1549 of the Kyiv City Council 'On approving the Procedure for submitting and considering local initiatives in the city of Kyiv' dated 08/12/2016	http://kmr.gov.ua/uk/content/poryadok-vnesennya-ta-rozglyadu-miscevyh-iniciatyv
E-PETITIONS		
22	The Decision No. 103/2006 of the Kyiv City Council 'On approving the Procedure for submitting and considering electronic petitions' dated 08/10/2015 (as amended by the Kyiv City Council Decisions No. 233/233 dated 17/03/2016 and No. 817/1821 dated 09/02/2017)	http://kmr.gov.ua/uk/content/poryadok-rozglyadu-elektronnyh-petyciy
PUBLIC BUDGET		
23	The Decision No. 787/1791 of the Kyiv City Council 'On approving the Procedure for public budget of the city of Kyiv' dated 22/12/2016	http://kmr.gov.ua/uk/provisions-public-budget
REGULATING THE PSOB ACTIVITIES IN KYIV		
24	Title XI 'Local Government' of the Constitution of Ukraine	http://dneprtest.dp.ua/cms/index.php?option=com_content&view=article&id=48:konstituciya&catid=37:laws&limitstart=10
25	The Law of Ukraine 'On Local Self-Government in Ukraine'	http://zakon5.rada.gov.ua/laws/show/280/97-%D0%B2%D1%80
26	The Law of Ukraine 'On Capital of Ukraine Hero City Kyiv'	http://zakon5.rada.gov.ua/laws/show/401-14
27	The Law of Ukraine 'On Public Self-Organisation Bodies'	http://zakon5.rada.gov.ua/laws/show/2625-14
28	The Kyiv City Territorial Community Charter	http://kmr.gov.ua/uk/content/statut-terytorialnoyi-gromady-mista-kyyeva

#	Title of the act	Web link
29	The Decision No. 10/170 of the Kyiv City Council 'On public self-organisation bodies in the city of Kyiv' dated 26/09/2002	http://kmr.ligazakon.ua/SITE2/l_docki2.nsf/alldocWWW /61E0D0FD6C975FBCC22573C000532D57?OpenDocu ment
30	The Decision No. 372/372 of the Kyiv City Council 'On approving the Procedure for monitoring by public self-organisation bodies of the quality of repairs performed in residential houses transferred into the administrative domain of Kyiv city-district state administrations' dated 13/11/2014	http://kmr.ligazakon.ua/SITE2/l_docki2.nsf/alldocWW W/4E4040E36A9931AFC2257D9E006DE8FB?OpenDoc ument
31	The Order No. 23 of the Public Communications Department 'On approving the application format for projects and programmes of the municipal competition for local self-government development' dated 03/04/2017	http://dsk.kievcity.gov.ua/content/miskyy-konkurs-proektiv-ta-program-rozvytku-miscevogo-samovryaduvannya2017.html
32	The Order No. 223 of the Kyiv City Council's executive body (the Kyiv City State Administration) 'On holding the municipal competition of local self-government development projects and programmes' dated 27/02/2017	http://dsk.kievcity.gov.ua/content/miskyy-konkurs-proektiv-ta-program-rozvytku-miscevogo-samovryaduvannya2017.html
33	The Order No. 872 of the Kyiv City Council's executive body (the Kyiv City State Administration) 'On certain aspects of the municipal competition of local self-government development projects and programmes' dated 24/07/2017	http://dsk.kievcity.gov.ua/content/miskyy-konkurs-proektiv-ta-program-rozvytku-miscevogo-samovryaduvannya2017.html

7 MAPPING ENTRY POINTS FOR CITIZENS' ENGAGEMENT IN POLICY-MAKING IN KYIV.
Challenges and opportunities for citizen engagement in Kyiv

2019. This study [1] has been carried out by the CEDOS Think Tank as a part of implementing the Council of Europe project Promoting Civil Participation in Democratic Decision Making in Ukraine.

1. METHODOLOGY

The purpose of this study is to discover the opportunities and obstacles for citizen engagement at various stages of decision making by government bodies in Kyiv.

The goals of the study:
- to identify the citizen entry points to the policy-making process at its various stages;
- to identify all the legal requirements for citizen engagement in the decision-making process in Kyiv;
- to assess the decision-making process and its entry points and to explain how the procedures work in practice and whether the legal requirements are fulfilled.

To illustrate the study results, we have reviewed two examples: the decision making about the reconstruction of Kontraktova Square, and the decision making about the Kyiv budget.

Methodologically, the study consisted of two parts: document analysis and a qualitative sociological study. The analyzed documents included laws and other regulations, websites of government bodies, social and traditional media.

The qualitative sociological study involved six in-depth interviews with representatives of public government bodies and the civil society. Two representatives work as directors of different Kyiv City State Administration (KCSA) departments, and two used to work at the KCSA at rank-and-file positions or to consult KCSA officials and are currently involved in KCSA projects on civil grounds. Three of the respondents have organized or participated in the process of citizen engagement in decision making about the reconstruction of Kontraktova Square, and three have participated in decision making about the Kyiv budget.

2. CITIZEN ENTRY POINTS TO THE POLICY-MAKING PROCESS

2.1. The matrix of civil participation

The Code of Good Practice for Civil Participation in the Decision-Making Process, which was adopted at the Conference of International Non-Governmental Organizations of the Council of Europe on October 1, 2009, distinguishes 4 levels of citizen engagement in the decision-making process: information, consultation, dialogue, partnership. The Code also distinguishes six stages of political decision making: agenda setting, drafting, decision, implementation, monitoring, reformulation.

The table below visualizes the mechanisms of different levels of civil participation at different stages of the political decision-making process in Kyiv, as provided by national and local regulations.

2.2. Agenda setting

Information. To realize civil participation in agenda setting at the information level, government bodies ensure that their work is public and that civil society organizations have opportunities to engage in advocacy and spread their ideas.

The KCSA, the majority of its structural departments, and the Kyiv City Council have official websites, as well as social media pages, mostly on Facebook.

Government bodies are obliged to publish information about their organizational structure, mission, functions, responsibilities, key tasks, areas of work and financial resources; the regulative basis of their activities; the list of services provided by these bodies and the conditions for obtaining them; the mechanisms and procedures of civil participation; the address, phone numbers and emails of the government body, its head, deputy heads, as well as the heads of structural departments. In addition, at their websites and the Unified

The table below visualizes the mechanisms of different levels of civil participation at different stages of the political decision-making process in Kyiv, as provided by national and local regulations.

Levels of Partici-pation						
Partnership	- Consultative, advisory and other supplementary bodies	- Consultative, advisory and other supplementary bodies	- Consultative, advisory and other supplementary bodies - Participatory budgeting	- Competitions for non-governmental organizations - Consultative, advisory and other supplementary bodies - Public control in the landscaping and beautification sphere - Population self-organization bodies	- Population self-organization bodies - Consultative, advisory and other supplementary bodies - Public expert analysis	- Consultative, advisory and other supplementary bodies
Dialogue	- Assemblies of residents at their place of residence - Public Council - Consultations with the public	- Public Council - Consultations with the public	- Open plenary meetings	- Consultations with the public	- Public Council - Consultations with the public - Open committee meetings and plenary meetings	- Consultations with the public
Consultation	- Public hearings - Citizen appeals - Electronic petitions - Contact Center 1551 - Personal meetings - Public receptions of Kyiv City Council members - Consultations with the public	- Open committee meetings - Public hearings - Consultations with the public - Population self-organization bodies	- Open plenary meetings	- Consultations with the public	- Public hearings - Citizen appeals - Contact Center 1551 - Consultations with the public - Public reporting	- Consultations with the public

Levels of Partici-pation	Stages of political decision making					
	Agenda setting	Drafting	Decision	Implementation	Monitoring	Reformulation
Information	- Publication of information on official websites and in printed media - Peaceful rallies - Distributing information through mass media	- Publication of information on official websites and in printed media - Peaceful rallies - Distributing information through mass media	- Publication of information on official websites and in printed media - Distributing information through mass media	- Publication of information on official websites and in printed media - Peaceful rallies - Distributing information through mass media	- Requests for public information - Publication of information on official websites and in printed media - Peaceful rallies - Distributing information through mass media	- Publication of information on official websites and in printed media - Peaceful rallies - Distributing information through mass media

Government Web Portal for Open Data, government bodies have to publish the standard set of open data as determined by the Cabinet of Ministers decree.

To actualize certain issues and put them on the agenda, representatives of civil society use their right to publish in mass media, organize peaceful rallies and other public events. To quickly provide answers to these advocacy measures, the KCSA regulations allow for accelerated approval of draft orders which are issued in response to publications in mass media.

Consultation. At the level of consultation, the citizen entry points to agenda setting are public hearings, citizen appeals, electronic petitions, local initiatives, the Contact Center 1551, personal meetings, public receptions of Kyiv City Council members, and consultations with the public.

Public hearings allow citizens to submit certain questions for the consideration of government bodies. They can be initiated either by government bodies or by initiative groups of citizens (provided that they collect 100 to 500 signatures in support, depending on the level at which the public hearing is held). An announcement about a public hearing has to be published at the KCSA website and in the municipal newspaper Khreshchatyk; the Kyiv City Council Secretary is responsible for the announcement. The minutes of a public hearing are published within 10 days. Proposals made at public hearings must be considered by local self-government bodies, and the initiator of each hearing has the right to be present when the proposals from the hearing are being considered by the City Council. The public must be informed about the results of the consideration by publishing the decisions in the Khreshchatyk newspaper and on the Kyiv City Council website; however, the deadline for these publications is not set.

Citizens have the right to appeal to government bodies with comments, complaints, proposals, statements or requests in written or oral form by phone, at personal meetings, by mail or online. In addition, appeals can be submitted through the Contact Center 1551. All the appeals must be considered within a month, and then the person who submitted the appeal must receive a reply.

One of the types of appeals is participation in personal meetings of citizens with KCSA officials. It is mandatory for officials to hold regular meetings. The hours and the phone numbers for appointments are published at the KCSA website. In addition to personal meetings, officials also regularly hold direct phone lines. Kyiv City Council members also meet with citizens by appointments. Each council member has the right to have one public reception whose maintenance is funded from the budget. Both councilors and their assistants can receive citizens there. The information about the work of councilors' receptions is published in the Khreshchatyk newspaper and is available on the Kyiv City Council website.

Electronic petitions are one of the types of citizen appeals. They are submitted to the Kyiv City Council through its website or through third-party websites. If a petition does not collect 10,000 votes within 3 months, it is considered as an ordinary citizen appeal; if it does, then there is a special procedure. A petition is considered by the corresponding structural departments of the KCSA and Kyiv CIty Council

committees; then, within 10 days after a petition collects the required number of votes, the mayor has to give an answer about their support for or justified rejection of the petition. The answer must be published at the Kyiv City Council website within a day. The procedure for the submission and consideration of electronic petitions also involves a special procedure for participation and control by petition authors over the implementation of their petitions.

The local initiative mechanism involves bringing a certain issue to the consideration of the Kyiv City Council. For this, an initiative group of at least 5 people must inform the city council about starting the collection of signatures in support of an initiative. Then they need to collect 1,000 signatures within 30 days. A local initiative may or may not contain a draft of a council decision which is proposed for consideration. The initiative group must be notified about all the stages of the consideration of the initiative in the Council, and its representative has the right to be present and speak at all the meetings where the initiative is considered, including plenary sessions of the City Council. Information about the decision must be published in mass media and on the Kyiv City Council website.

Consultations with the public are conducted both as public discussions and as public opinion studies. Public discussions include conferences, seminars, forums, public hearings, roundtables, assemblies, interviews and other TV and radio broadcasts, online conferences, telephone hotlines, as well as "interactive communication in other contemporary forms." Public opinion studies include sociological surveys, analysis of mass media materials and analysis of citizen appeals. The plan for conducting public consultations is determined at the beginning of the year and published on government websites, as well as in mass media; however, unplanned consultations can also be held if needed. The mandatory elements of public discussions include publishing information about conducting a discussion, ensuring the representation of social population groups, taking into account the results of discussions in decision making, and publishing the results of discussions, the decisions made, their justification and the information about taking into account the submitted proposals in mass media and on government websites. The period of conducting a public discussion must be at least one month. All the submitted proposals or comments have to be recorded, studied and analyzed, and then the generalized suggestions and comments are submitted for the consideration of a government body.

Dialogue. At the level of dialogue, the forms of public participation in agenda setting are the general assembly of residents by their place of residence, the public council, and certain forms of public consultations which involve two-way dialogue, such as conferences, seminars, forums, roundtables, discussions, dialogues.

The general assembly of residents at their place of residence can be initiated either by government bodies or by civil initiative groups. Any decision of the general assembly signed by over 100 participants is mandatory for the Kyiv City Council's consideration.

The Public Council of the KCSA is a permanent body whose members are representatives of various civil society organizations. The Public Council's decisions are of recommendatory nature for the KCSA, while the consideration of its proposals is mandatory. Any KCSA decision made as a result of considering Public Council proposals must be communicated to the Public Council and announced on the KCSA website within 10 days. The registration for participation in the constituent assembly where the composition of the Public Council is formed is open for various NGOs which function in Kyiv. Of all the participants of the constituent assembly, the assembly elects up to 35 members of the Public Council. The time and location of the assembly, as well as the procedure for registering to participate in it, are published 45 days in advance on the KCSA website. The sessions of the Public Council are open, and announcements about them are published on the KCSA website.

Partnership. At the level of partnership, citizens can participate in agenda setting through consultative, advisory and other supplementary bodies of the KCSA. These bodies include commissions, coordination councils, councils, interdepartmental work groups, work groups and organizational committees. These bodies are created by KCSA decrees, and some of their members can, by agreement, be representatives of various institutions and organizations, including civil society organizations.

2.3.   Drafting

Information. At the level of information, the mechanisms of civil participation in drafting are the same as at the stage of agenda setting. However, at this stage, the requirements from government bodies specifying the types of information that must be public are different.

According to the regulations, all draft regulatory orders of the KCSA must be published on its website no later than 20 days before the order is issued. The person who drafted the order is responsible for its publishing. Similarly, the draft regulatory decisions of the Kyiv City Council, prepared by KCSA departments, must be published at its website no later than 20 days before the decision is considered at a plenary session. When an order about issues related to people with disabilities is being prepared, its draft must be sent to city organizations and unions of people with disabilities.

According to the Kyiv City Council regulations, the information about the time and location of its plenary sessions, their agendas, and scanned copies of the decisions and the accompanying materials must be published at the Council's website at least seven days, and in exceptional cases at least one day before the session.

Consultation. Similarly to the information level, on the consultation level, at the drafting stage, the same civil participation mechanisms are used as at the stage of agenda setting, namely public hearings and consultations with the public. However, in this case they are about a specific concept or draft decision rather than about general problems.

At the drafting stage, another special format of public hearings is used - public hearings about taking into account the public interests in drafting city planning documents at the local level. As a part of this procedure, in addition to the public hearing itself, there is a public discussion for at least a month, when suggestions for the published draft of city planning documents are collected.

At the drafting stage, consultations with the public about renaming streets or other toponyms, as well as about draft regulatory acts are mandatory. These consultations are conducted in the span of a month by voting and submitting suggestions via a special page on the KCSA website. According to the procedural regulations, other questions which concern the city population's interests or have important socio-economic significance for city development, including questions about construction, can also be put up for public discussion by a decision of the KCSA head.

During the preparation of drafts to be considered by the Kyiv City Council, they are reviewed by its commissions. Representatives of the media and citizens have the right to be present and speak at the meetings of these commissions. The information about commission meetings is published on the City Council website no later than two days in advance. The meetings are also broadcast live on the same website, and within seven days after the meetings their minutes are also published there.

Population self-organization bodies have the right to submit proposals to the local budget draft and the development programs.

Dialogue. At the level of dialogue, civil participation at the drafting stage can be carried out through the same mechanisms as at the stage of agenda setting: the Public Council and consultations with the public.

According to the KCSA regulations, scientists, other professionals, and representatives of citizen unions can be involved in drafting orders.

Partnership. At the level of partnership, citizens can participate in drafting by working as members of consultative, advisory and other supplementary bodies of the KCSA.

2.4. Decision

Information. According to KCSA procedural regulations, regulatory orders must be published in the Khreshchatyk newspaper and uploaded to the Administration's website within 5 days.

According to the Kyiv City Council procedural regulations, access to its meetings is free by registration at the Council website. The first 60 people to register can be present at the meeting. Council meetings are broadcast online at its website. Minutes, transcripts, decisions and voting results with councilors' names are also published at the website, and the decisions are published in the Khreshchatyk newspaper.

Consultation and dialogue. At the decision-making stage, civil participation at the level of consultation and dialogue

is represented by the possibility to be present and vote at plenary sessions of the City Council.

Partnership. At the level of partnership, civil participation in decision making is possible through membership in consultative, advisory and other supplementary bodies of the KCSA, for example, competition commissions during competitions for public service positions or competitions for providing passenger transportation services at general-use bus lines.

Another mechanism for partnership at the stage of decision making is participatory budgeting. With this instrument, people can submit projects, which then undergo expert analysis at corresponding structural departments of the KCSA, and then they are ranked by a public online vote. The projects that win the vote receive funding from the Kyiv budget. The participatory budgeting process is supervised by the participatory budgeting commission, which includes representatives of the civil society elected by public online vote. The Provisions for Participatory Budgeting of the City of Kyiv also provide a special procedure for participation and control by authors of the winning projects over their implementation.

2.5. Implementation

Information. At the stage of policy implementation, the important elements of open information are the online systems Open Budget (visualization of planned and actual budget revenue and spending), Transparent Budget (information about all transactions and the use of budget money), and ProZorro (public procurement).

Consultation and dialogue. At the stage of policy implementation, civil participation at the level of consultation and dialogue involves various formats of consultations with the public, such as conferences, seminars, forums, roundtables, meetings with the public, dialogues, discussions.

Partnership. At the level of partnership, in addition to participation in the work of consultative, advisory and other supplementary bodies, citizens can participate in the process of policy implementation through competitions for NGOs, as well as through public control.

Competitions for NGOs provide financial support from the Kyiv budget to implement projects developed by NGOs as a part of implementing city target programs. Thus, these competitions delegate to NGOs the functions of executive government bodies. Each competition has its own rules of participation. In 2018-19, Kyiv held a competition for projects developed by youth and children's NGOs, a project competition titled "Civil Perspective: Transparent Government and Active Community," a competition for projects and programs in the sphere of local self-government development, a competition for selecting NGOs which were given financial support from the budget as a part of implementing the Social Partnership city target program.

At the stage of policy implementation, government bodies can delegate some of their responsibilities to citizens. An example

of this are public landscaping and beautification inspectors, who can be given the power to inspect and write reports about violations in the beautification of cities, towns and villages. Another example is population self-organization bodies, to whom the local council can delegate some of its powers.

2.6. Monitoring

Information. At the monitoring stage, there are certain requirements for public reporting by government bodies. For example, according to the KCSA regulations, the annual report on the results of its activities is posted on its website and in municipal mass media. The Kyiv City Council website publishes reports by councilors and council factions. In addition, the website also publishes the annual reports about budget implementation and the programs of economic and social development, the quarterly information about budget implementation, reports about tracking the results of regulatory acts. The website can also publish information about the implementation of city target programs, but it is not done for all city target programs.

Another instrument of civil monitoring are requests for public information. Citizens have the right to address government bodies and receive information of public nature from them. Requests can be submitted in different formats: in spoken or written form, by mail, fax, email, phone. The government body is obligated to provide an answer or a justified rejection within 5 days. If needed, the deadline for considering a request can be prolonged to 20 days.

Consultation. At the level of consultation, civil monitoring can be executed through citizen appeals and complaints, as well as through public hearing of reports.

The mechanism of citizen appeals, which is realized, among other ways, via the Contact Center 1551, personal meetings and public receptions of councilors, allows to collect complaints and suggestions which signify about problems in policy implementation and help to fix these faults. Government bodies have to generalize and analyze the information they receive through these channels in order to adjust their activities.

According to the Kyiv City Council's regulations, the mayor has to report about his or her activities in office at an open meeting with citizens at least once a year. Every year, as well as any time according to public demand from self-organization bodies or citizen assemblies, if the minutes of the assembly are signed by at least 100 participants, Kyiv City Council members have to provide reports about their work. The information about the time and location of reporting is published on the Kyiv City Council website no later than seven days before the event.

One of the forms for hearing out reports by government bodies are public hearings. According to the Kyiv Statute, public hearings about the issues within the mayor's and the City Council's competence must be held at least once a year. In addition, the subjects of public hearings may include reports by local government officials, as well as municipally owned companies, institutions and organizations.

Dialogue. The monitoring at the dialogue level is carried out by participating in Kyiv City Council commission meetings and the plenary sessions of the Council itself, where city officials report about their work. For example, if a commission demands it, but at least once a year, the heads of KCSA structural departments have to report about their work. In addition, the Kyiv City Council's budget commission reviews the information about the course of implementation of the budget and the program of economic and social development every quarter. In turn, the City Council approves a report about the implementation of the budget and the program annually.

The Public Council also has powers in the area of monitoring. In particular, it carries out the public control over whether the KCSA takes into account the suggestions and comments from the public, whether it ensures the transparency and openness of its activities.

Partnership. At the level of partnership, in addition to participation in consultative, advisory and other supplementary bodies of the KCSA, public monitoring can be carried out through public expert analysis. This mechanism gives civil unions the opportunity to audit the activities of an executive government body. An organization needs to apply to do the expert analysis, and then, within 7 days, the government body has to issue an order to carry out the expert analysis and provide all the documents that are requested. In addition, the organization that carries out the expert analysis has the right to participate in the corresponding body's consideration of its results. The provided suggestions have to be taken into account in decision making, and for this purpose the government body must develop a corresponding plan of measures. The results of the expert analysis, as well as of the consideration of its suggestions, have to be published on the website of the involved government body.

In addition, Kyiv has the procedure for the participation of population self-government bodies in carrying out the quality control of renovations in residential buildings. First, they have the right to give suggestions and approve the renovation plans. Second, these bodies have the right to inform the procurers of a renovation about violations during its implementation, which is the basis for reevaluating the quality of the completed work and returning the money for improper execution.

2.7. Reformulation

At the stage of reformulation, there are the same citizen entry points to policy making process as at the previous stages. At the level of information, these are public information, interaction with the media and other advocacy instruments used by civil society organizations. At the level of consultation and dialogue, there are various procedures for appeals and formats of meetings, as well as consultations with the public. At the level of partnership, as at the other stages, there is a possibility for civil participation in the work of consultative, advisory and other supplementary bodies of the KCSA.

3. EVALUATION OF THE PROCESS OF POLICY MAKING AND CITIZEN ENTRY POINTS

3.1. Policy-making process

The main document that determines the orientation of Kyiv's development is its strategy. The city strategy can serve as the basis for developing sectoral strategies or concepts, for example, the general plan, the concept for communal sector management, the concept for the development of cycling infrastructure. The next level concerns the city target programs, which determine the funding for certain projects and structural departments of the KCSA. If citizens are informed about the hierarchy of plans, then specific decisions by government bodies as a part of implementation of these plans will not be unexpected for them.

According to KCSA officials who are responsible for the development and implementation of the strategy, the strategy, the city target programs and the budget are coordinated. However, the representatives of other structural departments and the civil society do not see the connection between them or say that it works poorly. There are cases when actions by government bodies contradict the principles written in the city strategy. One of the respondents gave the example that even despite the existence of a corresponding city target program, government bodies have problems with understanding the action plan whose realization will lead to the realization of the goals written in the strategy.

According to one of the respondents, to fully implement all the city target programs, the government needs 8-9 times more funding than is actually available. The reason is that the sectoral planning, strategizing and prioritization are not of sufficient quality. As a result, the decisions about funding for projects are "intuitively" made by the top management of the city.

According to one of the KCSA officials, the majority of departments do not fulfill their main function - to form government policies in the corresponding sector. If a department formulates policies, it is an exception rather than the rule. The reasons for this that were mentioned include insufficient resources, competencies, proposals from citizens. The outcome is that city management is unsystematic, tactical rather than strategic.

According to the respondents, the problem is the insufficient level of coordination between the work of different KCSA departments. Draft orders linger at the stage of approval by different stakeholder departments for too long. A representative of the civil society said that sometimes she learned about certain actions by a communal company more quickly than the department which formally supervised the company. An effective way to resolve this problem, according to the respondents, is to organize regular meetings involving the actual implementers of each project.

3.2. Citizen entry points

The citizen entry points exist at all stages and levels of decision making. Most entry points are at the first stage, the agenda setting. There is a range of methods which citizens can use to appeal to government bodies or to submit a certain issue or proposal for consideration.

At the drafting stage, citizen engagement is mostly provided at late phases, when the draft has already been made and has undergone the approval by interested structural departments within the KCSA. This considerably complicates the civil society's options to affect the draft systematically rather than just in individual aspects.

Sometimes there are cases when government bodies formally carry out their obligations to engage citizens in the approval of decisions which have de facto already been made. For example, in the past several years there have been a few cases which experts characterize as attempts to falsify or artificially complicate access to public hearings. The first case was the public hearing about the construction of the shopping mall above the Heroiv Dnipra subway station; not everyone who wanted to participate in the hearing was allowed to participate at the beginning. The second case was the public hearing about increasing public transportation fees, which was basically held outside the city in the territory of a bus depot that was very hard and took a very long time to reach by public transportation.

One of the factors that reduce the effectiveness of civil engagement in the form of public meetings, working groups and sessions is the low quality of moderation, lack of professional independent facilitation of these events, and lack of understanding of the reasons behind the need for facilitation among some officials.

Representatives of the KCAS say that determining public needs through Kyiv City Council members is a generally effective method. However, according to them, the councilors' work is not always systematic. On the one hand, they defend the interests of their district in order to be re-elected, and they do not always think about the interests of the whole city in complex. On the other hand, not all councilors do the work in the areas where their districts are located, or in the sectors which they deal with as members of their commissions. Given these factors, the corrections they suggest for draft decisions are sometimes unsystematic.

Government bodies mostly fulfil the requirements to publish all the necessary information at their official websites. Some structural departments publish even more information online than is formally required. However, civil society representatives say that this information is not always comprehensible for people who do not have the professional knowledge.

At the sage of policy implementation, citizen engagement is mandatory only at the level of information, so it is carried out only if there is political will on the part of the responsible officials. One of the barriers to civil participation in policy implementation is the lack of transparency at this stage and the lack of clear time management, that is, of fixed deadlines

for carrying out certain actions. The information about the progress in project implementation has to be obtained by public information requests or through personal contacts, which is time-consuming for both sides. It would be useful if the official website had a list of projects which are currently being implemented, with details about the status and deadlines for carrying out different tasks within those projects. In addition, it is also important that working documents are open, both at the drafting stage and by publishing the already approved documents.

According to activists, it is a common occurrence when a civil initiative is fully or partially supported by a government body, but is implemented very slowly. The possible reasons for such actions, according to the respondents, are the lack of motivation on the part of officials to change the existing state of affairs and to implement projects in which they see no opportunities for corruption. According to the respondents, media support campaigns could accelerate the implementation of projects. In turn, implementation lags occur because of the need to go through various bureaucratic procedures, such as preparing all the necessary documents or allocating land plots. Sometimes lags happen due to the lack of coordination between different structural departments of the KCSA or communal companies, when the implementation of a certain project requires the integration of the work which they used to do separately. Civil activists give examples where the administration was pressured to make decisions which were impossible to implement within the determined deadlines.

Such mechanisms of civil participation as public expert analysis, local initiative and public control in the sphere of beautification are relatively rarely used in Kyiv. The most frequently used forms of consultations with the community are those which involve organizing open public events.

The most effective citizen entry point to the policy making process, according to the KCSA officials, are appeals to the relevant structural departments, which are the main handlers of budget funds. In turn, civil society representatives believe that the most effective methods are appeals to councilors and media campaigns. Councilors can bring a certain issue up for the consideration of the corresponding Kyiv City Council commission. Investigations, particularly investigations of corruption, and public rallies are the most widely covered in the media. The best outcome can be achieved if both of these methods, appeals to councilors and media campaigns, are combined.

In general, government bodies meet the formal requirements to use those civil engagement mechanisms which are mandatory. These mechanisms are mostly at the levels of information and consultation. However, at the dialogue and partnership levels, decisions about whether to engage citizens are mostly up to the government bodies themselves, which makes them less systematic. The use of these forms of citizen engagement depends on the personality of the responsible official.

3.3.   Resources

The KCSA structure includes a Department of Social Communication and the Office for Information Support and Access to Public Information, which are responsible for the administration of the official website and social media pages, communication with citizens and mass media, and for providing access to public information. At the same time, a selective analysis of the staffing tables of other structural departments of the KCSA showed that they have no dedicated offices, sectors or other departments officially responsible for public communication and citizen engagement.

The problem is the low salary which does not correspond to the responsibilities that lie on the officials: someone who earns 5,000-8,000 hryvnias a month works with projects involving 5 million to 11 billion hryvnias. In view of this, it is hard to ensure that the personnel are properly qualified.

One of the problems, according to the respondents, is the low "processing capacity" of the Kyiv city council. The number of decisions which can be properly processed by councils, given their limited time resources and lack of compensation for their labor, is low. One of the options for solving this problem is to pay for the work of councilors or to create district councils and delegate a some of the Kyiv City Council's responsibilities to them.

KCSA departments also have limited "processing power," that is, the number of projects that can be managed at the same time. According to the respondents' assessment, the city government bodies do not have an effective project management system. No single person is responsible for a certain project; instead, there is a responsible official at each level of the hierarchy, which negatively affects the efficiency of work. To solve this problem, the administration practices involvement of third-party professionals as civil advisors. These people accompany the city projects in progress in order to accelerate their way through various bureaucratic procedures; they also horizontally coordinate the work of different structural departments at the level of implementers. The advisors say that this work for them is an opportunity realize themselves in the professional and civil field. However, the lack of formal powers and responsibilities can negatively affect the possible development of a conflict of interest.

3.4.   Obstacles

One of the obstacles for the high-quality citizen engagement in the policy-making process, according to the respondents, is low level of awareness. On the one hand, not everyone understands the system of government organization and the distribution of responsibilities. On the other hand, their wishes and suggestions are not always justified. Sometimes suggestions from different people are contradictory and fail to take into account the needs

of different social groups. In turn, the task of government bodies is to make complex decisions which would satisfy the interests of the whole community. These decisions can contradict a certain proposal from an individual or a group of people who are biased and advocate for a decision to be made in their interests. Similarly, NGOs represent themselves and their members rather than society as a whole. In view of this, when government bodies consider any civil proposals, they need to analyze them to find out whether they correspond to the interests of the whole city community. One of the mechanisms that can help to do this is the involvement of experts in a certain field.

According to the respondents, the involvement of residents is the most effective in the form of meetings organized by territory, at the level where residents have shared problems. The respondents recommend to create channels of communication between citizens and city government bodies at the level of neighborhoods or areas within 20-30 minutes from home, because residents are interested in civil participation in the development of territories precisely of this scale.

One of the reasons for low-quality engagement, according to the respondents, is the low level of trust in the society. The increasing distrust is affected by the extrapolation of suspicions of corruption to all officials, as well as conflicts that happen in the city, particularly around illegal construction. This distrust becomes the reason for new conflicts, the presumption of bad intentions and difficulties with establishing a constructive dialogue between the sides.

In order to strengthen citizen participation, the respondents recommend to introduce civil education programs, including in secondary schools, and to improve the systems for informing city residents based on user experiences. In addition, it is important to create a friendly physical environment in administrative buildings, instead of the hostile environment we have today. An example of positive change in this direction is the reconstruction of the first floor of the Kyiv City Council building on 26 Khreshchatyk Street.

3.5.   Gender aspect

The available instruments of citizen engagement in decision making are not gender-sensitive. City government bodies treat city residents as a homogenous category and do not approach the civil participation processes from the perspective of improving the equality of involvement of men and women.

One of the civil society representatives said that she constantly experiences sexism from KCSA officials, as well as biases because of her hair color. She said that officials respond to her proposals differently depending on whether she attributes them to herself or to her male colleague who actually is not an author of the proposals.

4.   THE EXAMPLE OF THE KYIV BUDGET

4.1.   Entry points to the budgeting process

To affect the agenda setting regarding the Kyiv budget, citizens can use all the standard methods for submitting proposals to sectoral departments and other structural divisions of the KCSA. They are the main managers of budget funding and they submit budget requests which serve as a basis for the draft decisions about the budget.

In order to approve the key areas and indicators of the future budget project, the KCSA submits the draft decision about the key areas of the budget policy of the city of Kyiv for the next year by May 15 every year. This draft decision is reviewed by the budget commission and approved by June 30 at a plenary session of the city council.

In addition, the city organizes a participative budget every year, and its results are used to include funding for the winning projects in the draft budget.

In the second half of the year, the KCSA submits the draft decision about the budget and the draft decision about the economic and social development program to the Kyiv City Council. After this, a KCSA representative presents them at a plenary session of the Kyiv City Council and answers the questions from councilors; the drafts are discussed and then accepted for consideration. Then the drafts are reviewed in several rounds by Kyiv City Council commissions and refined at the KCSA. At plenary sessions of the Kyiv City Council, the draft is first adopted as the basis, and then adopted completely. The decisions are published at the official websites of the Kyiv City Council and the KCSA.

The quarterly information about budget implementation is published at the Kyiv City Council website. In addition, the planned and actual revenue and spending is visualized in the Open Budget online system, the information about all transactions that use the budget money is published in the Transparent Budget system, and the information about all the public purchases for budget money is published in the ProZorro system.

The annual report about the implementation of the budget and the economic and social development program are prepared by the KCSA, approved by the Kyiv City council and published at the latter's website.

4.2.   Evaluation of entry points to the budgeting process

According to some representatives of civil society, both the budget itself and the budget process are not completely understandable for them. Although the information is public and available on official websites, it is difficult to understand.

The public budget is an effective method of civil participation in the budget process at the level of partnership; however, this mechanism distributes only a small percentage of the budget funding. In turn, citizen engagement in drafting the decision about the distribution of the rest of the budget is much less effective.

According to one of the KCSA officials, the lack of entry points at the stage of determining the priority of projects which will receive funding is one of the main drawbacks of the existing budget process. The only entry point today is the possibility to propose certain changes to the draft budget through councilors when the draft is reviewed in the Kyiv City Council. However, this only allows to introduce some isolated changes rather than systemic changes. At the same time, sometimes the main managers of the budget funds are able to basically sabotage these decisions at the stage of implementation.

The budget procedure regulations which are now being developed in Kyiv are intended to introduce the publication and public discussion of the budget requests from the main managers of the budget funding. According to the respondents, such engagement is insufficient, because when a budget request is formed, then the decision about the selection of certain projects is basically already made. Instead, citizen engagement would be better introduced at an earlier stage: at the stage of setting the priorities which will serve as the basis for budget requests. Another solution could be to create a register of investment projects. If the list of projects submitted for obtaining budget funding is determined beforehand, it will be predictable and can become the subject of public discussions.

The principles of the prioritization of city projects for obtaining budget funding are currently incomprehensible for representatives of the civil society. According to them, some decisions are not well-founded. They suppose that the criterion of project selection can be the electoral benefit for the top city officials, which does not always match the priority needs in improving the quality of life for city residents. In addition, civil society representatives draw attention to the existence of a number of journalistic investigations which reveal possible conflicts of interest in the implementation of the projects selected by the government bodies.

5. THE EXAMPLE OF THE RECONSTRUCTION OF KONTRAKTOVA SQUARE

5.1. Entry points to the process of decision making about the reconstruction

The Kontraktova Square is one of the main squares in Kyiv and the center of Podil, one of the most well-known historical neighborhoods in the city. The issue of reconstruction of the square first appeared on the agenda in 2009, when the KCSA head, Leonid Chernovetsky, issued the first order about its reconstruction which involved erecting the monument to Petro Mohyla, building the Geste complex and the Magistrate. This decision was criticized in the research and activist circles. To design alternative scenarios for the square's development, the Ukrainian office of the Heinrich Boll Foundation organized a workshop titled "Kontraktova Square: The Scenarios of Development" at the CANactions festival in 2012.

In 2013, the KCSA Department of City Planning and Architecture conducted a public opinion survey about the functional purpose of the Kontraktova Square. As a result of the study, creation of a comfortable pedestrian/cycling space was determined as the priority scenario of development.

Based on this study, as a part of implementing the new Strategy of Development of Kyiv, the KCSA head Oleksandr Popov passed the KCSA order about developing the Concept for the Preservation and Rehabilitation of the Historic Environment "Original Kyiv" in Podil and Dnipro Hills. The concept was developed in the same year, and the reconstruction of the Kontraktova Square was one of the project ideas in it. In late 2013, the order to reconstruct the square and erect a monument to Petro Mohyla, build the Geste complex and the magistrate was cancelled. One of the reasons for this decision was the public criticism of this project against the background of the conflict around the reconstruction of Hostynnyi Dvir, which is located in the Kontraktova Square, and its transformation into a shopping mall.

In January 2015, the Podil District Administration initiated the drafting of the reconstruction project for one of the parks in the Kontraktova Square, which was full of kiosks at the time. This work was actively covered in a specially created Facebook group. It involved local residents, NGOs and the owners of the kiosks located in the park. After several public discussions, a coordination council was created in March, which included representatives of different stakeholders. The council had to develop a detailed architectural plan and approve the legal aspects of the projects.

Meanwhile, in February 2015, the head of the KCSA Vitaliy Klychko signed the order to reconstruct the fountain in a different park on the square. When the park was surrounded with a construction fence, the neighborhood community organized a protest on the same day and knocked the fence down, because the decision about reconstruction was made without civil participation. Within the following week, there were public discussions involving the head of the district administration and a meeting of the main stakeholders with the head of the KCSA; as a result, the idea of reconstruction was abandoned.

In a few days after this, the head of the KCSA issued an order to conduct a closed architectural flash competition to determine the best concept for organizing the public space in the Kontraktova Square. After this, the coordination council which was developing the project to reconstruct one of the parks in the square was terminated.

Third-party experts were involved in developing the competition tasks, and the competition commission included representatives of two NGOs and the University of Kyiv-Mohyla Academy which is located in the square. During the competition, there was a public presentation and an exhibition of the competing projects, where everyone had the opportunity to vote for the project they liked the most. The results of the vote were recommendatory for the jury who determined the winner of the competition.

In 2017, car traffic was closed off in the Kontraktova square, and the park with kiosks was reconstructed according to a project which was designed in coordination with the project that won the competition. The same year, the authors of the winning project started the draft of the preliminary design of the reconstruction. This process involved four public discussions initiated by the collective of authors and supported by the Podil District Administration, which had started earlier to conduct open weekly meetings about the reconstruction process. As a result of the public discussions, the corresponding changes were introduced to the preliminary design, and then the project was submitted for expert analysis.

At the same time, since 2016, the government worked on preparing the project of complex reconstruction of the Kontraktova Square tram line and the tram stop. As a part of the preparation, the KCSA issued and published several orders, but there was no citizen engagement in consultations, dialogue or partnership during the project development. Nevertheless, one of the NGOs that worked in this sector, as well as the authors of the project that won the competition, managed to submit their suggestions for the reconstruction project, which were partially taken into account. In the early 2019, the KCSA issued an order to carry out the reconstruction, whose start is planned for late spring. At the moment of this research, the working project which will be used for the reconstruction has not been published.

5.2. Evaluation of entry points to the process of decision making about the reconstruction

The process of working on the reconstruction of the Kontraktova Square has lasted for 10 years already, but the reconstruction itself has not started yet. In this period, 19 different KCSA orders related to this process were issued. Some of them completely and dramatically changed the direction of the work. Such changes were mostly linked to replacements of the KCSA heads; however, in the early 2015, the Kyiv city government bodies initiated three different unrelated processes without any change in the KCSA leadership.

On the other hand, the process of producing the decision about the reconstruction of the square is an example of successful civil protests and public criticism which led the KCSA to reject the construction of a monument to Petro Mohyla, the Geste complex and the

Magistrate; as well as the reconstruction of the fountain in one of the parks.

The interviewed civil society representatives say that it is unclear to them why the process of implementation of the project that won the competition is taking this long. At the same time, the respondents engaged in this process explain that the reason is that different territories of the Kontraktova Square are managed by different communal companies which find it difficult to arrive at a shared complex decision.

According to one of the respondents, at first more than four public discussions of the preliminary design of the reconstruction were planned. Each of the discussions was dedicated to one of the aspects of the reconstruction project. At first the discussions concerned those aspects which were the responsibility of the authors of the winning project. But when the time came to discuss the issues which are the responsibility of one of the city's communal companies, the discussions had to be cancelled, because no representatives of this communal company came to them.

One of the factors of the success of these public discussions was the involvement of a professional facilitator in the moderation of the events. This allowed to prevent the discussion from sliding into unconstructive directions because of conflicts between the participants.

6. CONCLUSIONS

The study discovered that Kyiv has mechanisms of civil participation at all levels and at all stages of the policy-making process. The use of some of these mechanisms is the duty of government bodies; these mostly include the responsibility to ensure publicity and transparency, and to consider suggestions and appeals from citizens. The use of the rest of the civil participation mechanisms is not mandatory and is up to the officials; these mechanisms, in particular, include the majority of the tools for dialogue and partnership between government bodies and the civil society.

The majority of these civil participation mechanisms actually function in practice. However, the procedures for applying some of them are rather complex. Sometimes there are cases when artificial obstacles to citizen participation are created. One drawback is that at the drafting stage, the majority of entry points involve discussing or submitting suggestions to a project which has already been developed. The transparency of the implementation of the already adopted policies also needs to be improved.

The very process of policy making also needs to be perfected. It can be improved by increasing the motivation and labor compensation of KCSA officials, refining the process of strategizing and planning, and strengthening the coordination and collaboration between different structural departments in the city administration.

8 ADAPTING INTERNATIONAL EXPERIENCE APPLYING BEST PRACTICES IN PUBLIC CONSULTATIONS AND TOOLS OF CITIZEN PARTICIPATION

Quintin OLIVER

8.1. CITIZEN CONSULTATION IN POLITICS: AN INTRODUCTION

Citizen participation in governmental decision-making has been debated since Greek and Roman times.

The essence of the discussion is the age-old question of whether true democracy should entail full citizen engagement in political choices, or whether it is based on recognising that representative democracy is more efficient and streamlined, putting the decision-making in the hands of elected politicians.

The case for both sides is succinctly outlined here:

Lippmann (1922) argued that the public cannot resolve problems because it lacks the competence to obtain the necessary information and the attention needed to make decisions on public issues.

Why?

1. People often rely on secondary information sources, and this tendency creates an opportunity for experts and opinion leaders to guide public opinion (Box 2002).

2. Experts could use their resources to manipulate the public's attention on certain issues.

Therefore, Lippmann (1922) concluded that informed political elites should make decisions, shifting the focus of effective democratic governance from citizens to elites (Jacobs 2014)[1].

Dewey (1927) presents the opposite view, and even from this time, arguing that new technology and media could increase the public's capacity to participate in public deliberation (Box 2002; Malin 2011). Dewey (1927:219) claimed that the public would not be manipulated by the political elites if discussion of public affairs can be generated at the community level.

With this he presented the basic argument for reforming public life to create an environment that fosters informed and engaged citizens[2].

These discussion points provide an interesting entry point to the discussion on citizen engagement, and they carry significant relevance to this day. In the current climate, with the rise of disinformation and 'post-truth' politics, it is arguable that Lippmann's view on manipulation of public opinion is as pertinent as ever. At the same time, Dewey's case for technology as the means to increase citizen engagement also carries more weight than at any point previously, as the internet is a source to (potentially) democratise information and decision-making.

The Code of Good Practice for Civil Participation in the Decision-Making Process, which was adopted at the Conference of International Non-Governmental Organizations of the Council of Europe on October 1, 2009, distinguishes 4 levels of citizen engagement in the decision-making process: information, consultation, dialogue, partnership.

In this handbook, we focus on consultation and dialogue methods of citizen engagement. Traditionally, consultations have been perceived to be an entry point for public engagement, while dialogues would entail greater room for

1   Liu, Helen K. "Exploring Online Engagement in Public Policy Consultation: The Crowd or the Few?" Australian Journal of Public Administration 76, no. 1 (March 1, 2017): 33–47. https://doi.org/10.1111/1467-8500.12209.

2   Liu, Helen K. "Exploring Online Engagement in Public Policy Consultation: The Crowd or the Few?" Australian Journal of Public Administration 76, no. 1 (March 1, 2017): 33–47. https://doi.org/10.1111/1467-8500.12209.

two-way, back-and-forth sharing of ideas. However, nowadays the most effective consultations are based heavily upon dialogue and exchanging views to reach a shared solution, and so we consider consultation and dialogue as reinforcing concepts that will play a role in all the citizen engagement practises we will dissect in this handbook. We will first look at offline processes:

1. Dialogue Methods.
2. Public Hearings.
3. Citizens' Assemblies, Juries and Panels.

We will also look at online methods which have been developed – and are continually evolving - in recent years. These innovative methods are allowing for strong quantitative data collection as well as two-way dialogue, as we will see:

1. eDemocracy (Deliberative polling, E-Panels).
2. Stakeholder engagement practises.

These will be supplemented with international case studies to crystallise how these processes work in reality.

DIALOGUE METHODS

Dialogue methods encapsulate a wide variety of interactions between consultors and consultees. Common examples include conferences, seminars, forums, roundtables, discussions or dialogues. Most people will have some experience and knowledge of these processes, so we will here focus on best practises and key features of (successful) dialogue methods.

Dialogue processes should be characterized by:

1. **Inclusiveness:** This is perhaps the most fundamental principle of dialogue practice. It expresses the underlying assumption that everyone who is part of a problem situation can be involved or represented in a dialogue process; the participants collectively have key pieces of the 'expertise' they need to address their own problems, as opposed to being entirely dependent on others for solutions.

2. **Joint Ownership:** It should embody the 'democratic notion' that everyone is involved and engaged equally—a 'two-way street … not one side dictating to the other'.

3. **Learning:** This is what distinguishes a legitimate dialogue from a 'fake' dialogue, where the communication is all one-way, and from a debate or negotiation, wherein participants focus only on winning as much as possible for their own side. Many people refer to this quality as 'openness' in the sense that participants open themselves to hearing and reflecting upon what others have to say, to what they themselves are saying, and to the new insight and perspective they may gain as a result.

Figure 1.3.1 Decision-making Process [3]
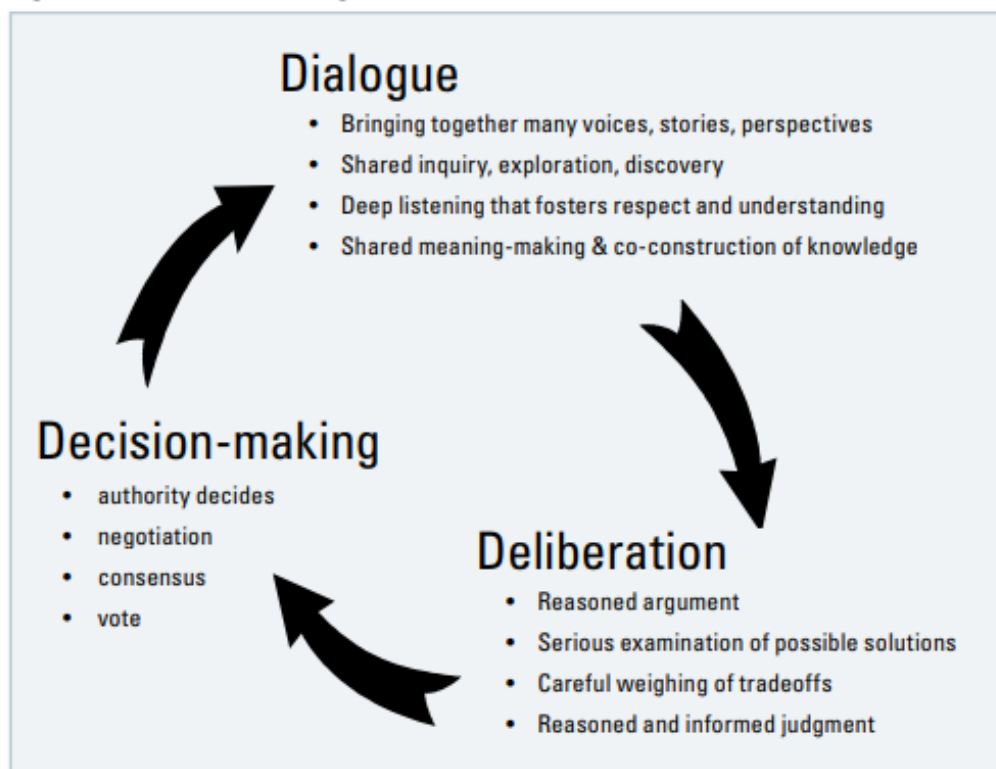
4. **A Long-Term Perspective:** Necessary for sustainable solutions. Practitioners recognize that the various kinds of crises that afflict societies often require swift action— to stop the violence, stabilize the political situation and alleviate the misery. Intrinsic to the nature of dialogue, however, is its focus on the underlying patterns of relationships and behaviour from which the crises emerge. Working at that level is what creates the possibility of sustainable change, and it takes time[3],

The above focuses largely on the essential principles of well conducted dialogue methods. An example of how these principles manifest in reality can be seen in its application by the Warsaw Dialogue for Democracy.

This is an initiative that, from 2012, has brought together civil society activists, academics and government representatives from around the world to discuss ways of promoting democracy. The conference is a platform for exchanging ideas and experiences in the area of consolidating democracy, strengthening democratic institutions, enhancing civil society and upholding human rights. Thus, each year it gives voice to human rights defenders from more than 30 countries and facilitates an exchange of local experiences and know-how.

It is therefore a modern and global method of deliberation. In practical terms, it is conducted through:

- High-level opening session with the representatives of both international governmental and non-governmental organizations, as well as human rights activists and high-level representatives of the Polish MFA;

- Four panel debates will focus on analysis and possible outcomes;

- Each panel will host a Q&A interactive session with the audience;

- On the margin of the conference there will also be workshops for participants which will focus on practical skills.

The focus of the 2018 iteration was on dealing with: "social media, especially in the wake of fake news and wide-spreading disinformation campaigns, as well as free elections in modern times. Furthermore, it serves to explore the even more important role of new tools of civic and public responsibility. This event will also provide a forum for the discussion on innovative approach to conflict prevention."

This programme represents many of the key features of dialogue practises, as it brings together a multitude of stakeholders and allows for two-way dialogue through interactive sessions with the audience and workshops, for example.

This is an exciting case as traditionally deliberative dialogue has taken place to solve community-level issues or conflicts. The case study, however, shows the potential to work towards pre-emptive measures rather than conflict resolution, and for international collaboration to establish exchange of ideas and best practice.

The characteristics of (effective) dialogue methods as outlined above serve as a useful base as we move on to more specific forms of consultations in the following sections, as good consultations should also adhere to the best practises of dialogue methods.

PUBLIC HEARINGS

Traditional approaches to public hearings often elicit frustration amongst stakeholders that decision-makers are dismissive of their views. Consequently, Public Consultation Hearings offer a solution applicable to many public bodies and organisations. Drawing upon the work of the Consultation Institute's (tCI) work on the issue, a number of key insights arise in how such hearings may be adapted to controversial issues.

The two principal factors of this understanding of public hearings are a strong emphasis on evidence-based policy-making and transparency throughout, so as to rebuild trust amongst otherwise sceptical stakeholders that such processes are viable.

A simple low-cost instrument by which to achieve these aims is mandatory video-streaming of public hearings, freely available and open for public viewing, often now with facilities for interaction from those outside the room, in real time.

As a general principle, government and many lower level public sector consultations are not structured to gather evidence – more often they seek to solicit opinions and insights on impact. When it does seek to support itself with evidence, Select Committees (usually of Parliaments) are of particular value; they regularly generate genuine influence upon policy-making, and according to the tCI's report, subsume party partisan factionalism.

The normal procedure is for a Committee to issue a 'Call for Evidence,' accompanied by some questions which it would like to see addressed. It will then often publish the submitted evidence but usually in narrative form, not as an analysis. Working through officials, it will then invite a small number of key stakeholders to appear before the Select Committee in person - invariably it is these events that attract publicity.

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3   Pruitt, Bettye, and Philip Thomas. "Democratic Dialogue: A Handbook for Practitioners | International IDEA," March 26, 2007. https://www.idea.int/publications/catalogue/democratic-dialogue-handbook-practitioners.

EFFICACY OF PUBLIC HEARINGS

The advantages of Public Hearings over other avenues of civic engagement, when conducted correctly, are outlined below:

1. It generates public interest and signals a participative process;

2. It brings parties together, perhaps leading to opportunities for consensus-building;

3. It helps to clarify the subject matter and relevant detail beneath the issue;

4. It is a public demonstration of evidence-gathering, listening and analysis of competing viewpoints;

5. It provides opportunities for direct communication - and subsequent scrutiny - of arguments;

6. It obliges participants to prepare well with supportable arguments;

7. It enables scrutiny, in public, of arguments, and testing of witnesses;

8. It may lead to more mature reflection of the issues in public by both elected members and by the media;

9. Conclusions are more likely to be justified by and from the evidence;

10. Hearings lend themselves to visibility for a wider audience, via online methods and promotion.

There are disadvantages, of course. Time and money has to be spent and, being realistic, many senior decision-makers actively dislike having to hear from those who may disagree with - or campaign against - them.

Overall, however, Public Hearings can be an effective way to handle and manage disputes and to consider evidence.

Choosing appropriate subjects for Public Hearings.

Whilst a broadening of the public hearing process into the online sphere is important, especially for reasons of transparency, this process must be complemented with continued, traditional face-to-face dialogues. With this in mind, a decision must be made about what consultation scenarios are best suited to Public Hearings? Especially when they concern issues not previously dealt with in this manner, or in circumstances not acclimatised to regular Public Hearings, such as Kyiv.

The consensus view drawn from tCI reports, recommends the following criteria:

1. Seek a subject where there is no ambiguity about the decision-makers

Stipulating those involved in the hearings who are actual decision-makers, as opposed to mere influencers or advisors, is crucial to convincing those giving testimony at public hearings to participate in the process. This must be reflected in the membership of the panel, in order to retain its sense of legitimacy and relevance.

2. Select issues which have a range of relevant stakeholders

The success of a Public hearing is contingent upon having a lively range of voices and viewpoints. Having a succession of reiterated viewpoints adds little constructively to the process. The inclusion of alternate viewpoints, and the giving of evidence, should ideally reflect the 'Gunning Four' requirement: conscientious consideration and due regard.

3. Avoid subjects that are too complicated for a public hearing forum

The topics of public hearings should adhere to straightforward, even if controversial, topics ideally suitable to two-three hour sessions involving 10-20 members. Simplicity is conducive, too, to media interest, and by extension, to public awareness. Therefore, these interests can only be included in the process if it is suitably comprehensible to be easily digestible and explicated.

4. Seek cost-saving initiatives and programmes

Popularity of issues explored at public hearings often come down to whether they concern areas of public expenditure. However, these issues should ideally be structured around affected groups, communities, etc. whose voices are seeking to be heard, especially when it concerns resource allocation.

5. Work with genuinely consultation-minded decision-makers

Public Hearings, regardless of their efficacy, are ineffective when the decision-makers involved are unwilling or unable to implement their findings. Public Hearings should be constructed only when a prior desire to hear from affected communities of specific interest, has been voiced and decision-makers have demonstrated willingness to participate. Therefore, meaningful pre-consultation should be a prerequisite to public hearings.

Subsets of Public Hearings - Local Involvement Networks - LINKs

A model of Public Hearing which has gained some acclaim is the LINKs model, in the England and Wales National Health Service (NHS), which prides itself on networking. It seeks to replace small committees of interested stakeholders with wider, albeit looser, groups of persons and organisations around issues of mutually interest.

The view that traditional public sector bodies are too 'vertical', with consultor organisations communicating 'downward' and individuals and interest groups sending their views 'upward'.

As a result public bodies find themselves trapped as interlocutors between competing claims for rival agendas. By contrast, the growing popularity of deliberative events and stakeholder events is that they provide opportunities for 'horizontal' and interactive dialogue. Through this methodology, accommodation and consensus is more easily facilitated, even amongst competing views. LINKs have been deployed in committees discussing health and social policy in the U.K., particularly with regards to the NHS - a traditional area of contested policy and financial alternatives[4].

CITIZENS' ASSEMBLIES, JURIES AND PANELS

CITIZENS' ASSEMBLIES

A citizens' assembly is a group of people who are brought together to discuss an issue with the aim of reaching a joint conclusion about how to move forward in regard to solving the issue. The participants are chosen to reflect the wider population in terms of demographics (e.g. age, gender, ethnicity, disability, urban / rural, social class) and sometimes relevant attitudes (e.g. preferences for a small or large state).

This technique was recently utilised in the UK, where a citizens' assembly was created to discuss the on-going Brexit issue. Those selected to participate were chosen in order to represent 'the diversity of the UK's electorate'. Over two weekends in September 2017, the Assembly listened to a range of experts who argued for either 'leave' or 'remain' before discussing the different options and trade-offs that would come about from leaving the EU[5].

This was partly inspired by Ireland's use of the same mechanism in 2017 in the build up to the country's abortion referendum[6]. Following five weeks of discussions, the Assembly presented their conclusions to the Dáil (Irish Parliament). They called for unrestricted access to abortion. This was subsequently supported by 66 % of voters in the referendum.

Some of the key takeaways from the Irish use of citizens' assemblies include:

1. Deliberation within citizens' assemblies can act as a trusted information proxy to inform the media and parliament, and in turn the public. In the 2018 abortion referendum, the term 'citizens' assembly' was mentioned 640 times during parliamentary debates and 642 times by the media during the referendum. Exit polls found that 68 % of respondents were aware of the Citizens' Assembly's discussions of abortion, and between 60 and 70 % could correctly answer specific questions about the debate.

2. A citizens' assembly can address multiple topics, but a singular focus is better: asking a citizens' assembly to take on multiple topics has contributed to a drop-off in members in both of Ireland's citizens' assemblies, necessitating continual recruitment throughout the period (though this is also partly attributable to the fact that citizens were not paid to attend or reimbursed for childcare costs - a further lesson is that they ought to be).

In addition, unless the exercise is to become very drawn out, it limits the time that can be devoted to each topic. Discussing complex matters for just one weekend has not always proved sufficient to reach well-grounded conclusions; the discussion of abortion was effective in part because it was extended over five sittings.

3. Citizens' assemblies can successfully tackle even the most contested topics, such as abortion: Abortion has long been one of the most contested issues in Ireland. This is evidenced by over twelve thousand (12,000) submissions to the Citizens' Assembly, compared to just eight (8) submissions on another topic on the Assembly's agenda - that of fixed-term parliaments. This shows that it is an effective form of increasing engagement and of giving normal members of the public a voice through making submissions, complemented by exposure to the subsequent debates[7].

CITIZENS' JURY

A Citizens' Jury is a dialogue method whereby a small group of citizens (chosen on a representative basis to reflect the local population) is brought together to consider a particular issue. They receive evidence from expert witnesses and can cross-examine them. A report is then drawn up setting out the views of the jury (including any differences of opinion).

Also called:

Deliberative Councils (US) Consensus Conferences (Denmark/Scandinavia) Planning Cells (Germany)

When should it be used?

Particularly effective on value-laden and controversial questions, where evidence and opinion is contested and there might be important ethical and social repercussions.

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4   Public hearing sources: Jones, Rhion. "Doing It in Public - There Are Sound Reasons Why Consultation Is Often Best Done in Public." The Consultation Institute, March 7, 2013. https://www.consultationinstitute.org/doing-it-in-public-there-are-sound-reasons-why-consultation-is-often-best-done-in-public/; Jones, Rhion. "Picking the Right Subjects for Public Consultation Hearings." The Consultation Institute, August 31, 2018. https://www.consultationinstitute.org/picking-the-right-subjects-for-public-consultation-hearings/; Jones, Rhion. "The Case for Public Consultation Hearings." The Consultation Institute, July 27, 2018. https://www.consultationinstitute.org/the-case-for-public-consultation-hearings/.

5   Citizens' Assembly UK. "About the Citizens' Assembly on Brexit." UK Citizens' Assemblies. Станом на 15 квітня 2019 р. https://citizensassembly.co.uk/brexit/about/.

6   Caldwell, Louise. "I Took Part in a Citizens' Assembly – It Could Help Break the Brexit Deadlock." The Guardian, January 16, 2019, sec. Opinion. https://www.theguardian.com/commentisfree/2019/jan/16/citizens-assembly-ireland-abortion-referendum.

7   Kaufman, Hannah. "Citizens' Assemblies: How Can the UK Learn from Ireland?" The Constitution Unit Blog (blog), October 25, 2018. https://constitution-unit.com/2018/10/25/citizens-assemblies-how-can-the-uk-learn-from-ireland/.

Normally citizens deliberate over clearly framed question(s). They will reach decisions following deliberation on the issue, either by consensus or voting.

To date Citizens' Juries have been used for different issues such as: cuts in public service spending; balancing work and family life; care provision; the wellbeing of young people; mental health service provision policy making; emergent technologies etc[8].

How does it work?

Participants can be divided into four main groups depending on their role:

1. **The randomly selected jurors:** critically engage with witnesses; Question witnesses directly; Scrutinise evidence; Deliberate with each other;

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8   Involve UK. "Citizens' Jury." involve.org.uk, June 27, 2018. https://www.involve.org.uk/resources/methods/citizens-jury.

2. **The Experts/ Witnesses:** Explain issues; Summarise existing evidence; Can provide their viewpoint/experience and advocate a position; Respond to questions;

3. **The facilitator(s):** Support the citizens; Moderate discussions and participation; Ensure fairness; Help frame decisions/recommendations;

4. **The Citizens' Friends:** Can provide a source of evidence and objective expertise to aid understanding of complex issues presented by experts.

The final key stakeholder is The Commissioning Body, which are generally policy makers / institutions. (Theoretically has no involvement in the process but will have driven the research question and the framework; Makes some commitment to responding to the outcomes)[9].

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9   Involve UK. "Citizens' Jury." involve.org.uk, June 27, 2018. https://www.involve.org.uk/resources/methods/citizens-jury.

PROS	CONS
• Can be used to draw members of the community into participative processes where the community is distanced from the decision-making process or a process is not seen as being democratic. • Strives to improve representation in participative processes by engaging a cross section of the community in the jury. • Can be used to moderate divergence and provide a transparent process for decision making. • Provides a transparent participatory process which can be seen to be independent and credible. • Provides a public democracy mechanism. • Provides citizens with an opportunity to develop a deep understanding of the issue. • Involves ordinary citizens. • Pinpoints fatal flaws or gauges public reaction and opinion.	• Jury members need to be representative of the community in consideration. • Setting up involves selecting jurors and experts and planning the timing, as it takes up to four days to run the jury. • Moderators may be required, and would need to be hired. • Everyone involved needs to be clear about the results and how they will be used. Ahead of the event, time needs to be allowed to engage jury, hire facilitator, put together briefing or background papers and contact 'experts'. • Allow up to four days for the jury to consider its 'verdict'. • The commissioning body must follow recommendations or explain why. • Costs can be high e.g. £16,000 - £23,000 for organisers', jurors' and witnesses' time, venue/facility hire and recording deliberations and publishing outcomes* .

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*   Scottish Health Council. "Citizens Juries." Accessed April 15, 2019. http://scottishhealthcouncil.org/patient__public_participation/participation_toolkit/citizens_juries.aspx#.XLRdgjBKgdU.

CITIZENS' PANEL

The Citizens' Panel is another dialogue method whereby a randomly selected, representational number of persons agree to be consulted on a regular basis on a range of local issues and services.

See also Residents' Panel and e-Panels (e.g. YouGov, LucidTalk)

Key features:

• Panel research is an established variant of quantitative survey techniques, and consultors can establish a variety of such panels to improve access to particular groups e.g. the business community, trades unions, young people, senior citizens, etc.

• Many local authorities in the UK have established panels of 1,000 - 2,000 citizens, many of which have provision for systematic retirements and replenishments in order to keep their panel representative and fresh.

When have they been used?

Since November 2016, the Our Voice Citizens' Panel has brought together people across Scotland to inform and influence key decisions about health and social care policy and services.

• 1,300 people from across all 32 local authority areas.

• Panel members were selected at random from the electoral register or recruited to be broadly representative of the Scottish population by gender, age, employment status, housing tenure, ethnic origin and geographic location.

• Panel members share their opinions using *self-complete electronic or postal surveys* or through *telephone interviews*[10].

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10 Scottish Health Council. "Citizens' Panel." Станом на 15 квітня 2019 р. http://scottishhealthcouncil.org/our_voice/citizens_panel.aspx#.XLRzxzBKgdU.

PROS	CONS
• Allows targeting of specific groups if large enough. • Allows surveys or other research to be undertaken at short notice. • Assessing local service needs and identifying priorities. • Can determine appropriateness of developments within the area. • Can track local sentiments over time.	• Needs considerable staff support to establish and maintain. • Can exclude non-native speakers. • Responses to surveys often reduce over time, particularly among young people. • Can exclude certain residents who do not feel comfortable participating in this way - should not be the only form of engagement *. * Involve UK. "Citizens' Panel." involve.org.uk, June 27, 2018. https://www.involve.org.uk/resources/methods/citizens-panel.

8.2. ONLINE ENGAGEMENT

A common and strengthening argument in relation to citizen engagement is that the technical characteristics of the internet create a virtual space that provides unprecedented conditions for deep and effective citizen engagement with democracy[11].

Essentially online tools are used to find, listen-to and mobilise a community around an issue, much in the same way that offline methods aim to do. However, online tools provide (potential) upsides far beyond those that offline practises supply. These include:

• extend community engagement;

• expand suffrage and citizen agency;

• create real time decision making;

• rapidly aggregate opinion data;

• pave the way for a shift from representative to more direct forms of democracy[12].

The most obvious upside is (vastly) increased numbers of participants. However, there are are some innovative online practises which allow for the combination of this enhanced quantitative validity with real-time deliberative engagement, which is usually seen to be the primary function of face-to-face consultations. One example of this is Deliberative Polling. We will explore this, and other online engagement tools, below.

The catch-all term for online processes aimed at improving political engagement is 'eDemocracy' (also known as digital democracy or Internet democracy). This "refers to the use of information and communications technology (ICT) to create

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11 Friess, Dennis, and Christiane Eilders "A Systematic Review of Online Deliberation Research" Policy & Internet 7, no. 3 (2015): 319–39. https://doi.org/10.1002/poi3.95.

12 Richardson, John, and Jed Emerson. "EDemocracy: An Emerging Force for Change (SSIR)," January 25, 2019. https://ssir.org/articles/entry/edemocracy_an_emerging_force_for_change.

channels for public consultation and participation, for example for elections, consultations or referendums[13].

One prominent example of eDemocracy in action is the EU's European Citizen's initiative, launched in 2012. It enables people for the first time to ask for EU legislation on specific issues provided they gather one million signatures in support.

This gives an idea of eDemocracy and its potential usages. More specific forms of eDemocracy are:

1. Deliberative polling.
2. E-Panels.

DELIBERATIVE POLLING

This is an innovative approach which was formulated by Professor James Fishkin of Stanford University in 1988. The process combines quantitative data collection with traditional deliberative techniques based on discussion and collaboration. The potential for this is even greater today due to the increasing accessibility of large datasets through the internet. This makes up the first stage of Fishkin's methodology, outlined below [14]:

13 European Parliament. "E-Democracy: Opportunities and Risks | News |," March 15, 2017. http://www.europarl.europa.eu/news/en/headlines/society/20170224STO63943/e-democracy-opportunities-and-risks.

14 Stanford University. "Deliberative Polling® 1-Pager." CDD (blog). Станом на 15 квітня 2019 р. https://cdd.stanford.edu/2015/deliberative-polling-1-pager/.

Some examples of Deliberative Polling being used include:

- In August 2011, South Korean citizens discussed various aspects of the Korean unification issue: the conditions, timing, and potential consequences. The entire process was broadcast as a one-hour program on KBS, the public broadcasting network in South Korea;

- In November 2009 there was a Deliberative Poll about what should be done with the Bułgarska St. Stadium after Euro Cup 2012;

- A scientific sample of citizens from all 27 countries in the European Union came together in June of 2009 to deliberate in 21 languages about the upcoming elections for European parliament[15].

These examples show that Deliberative Polling can be applied at both local and international level.

E-PANELS

E-Panels are focused on the quantitative applications and insights of deliberative democracy. They are a means for councils or other organisations to carry out regular online consultations with a known group of citizens, and the panel can be tailored to target certain audiences, depending upon the purpose of the

15 Stanford University. "What Is Deliberative Polling®?" CDD (blog). Станом на 15 квітня 2019 р. https://cdd.stanford.edu/what-is-deliberative-polling/.
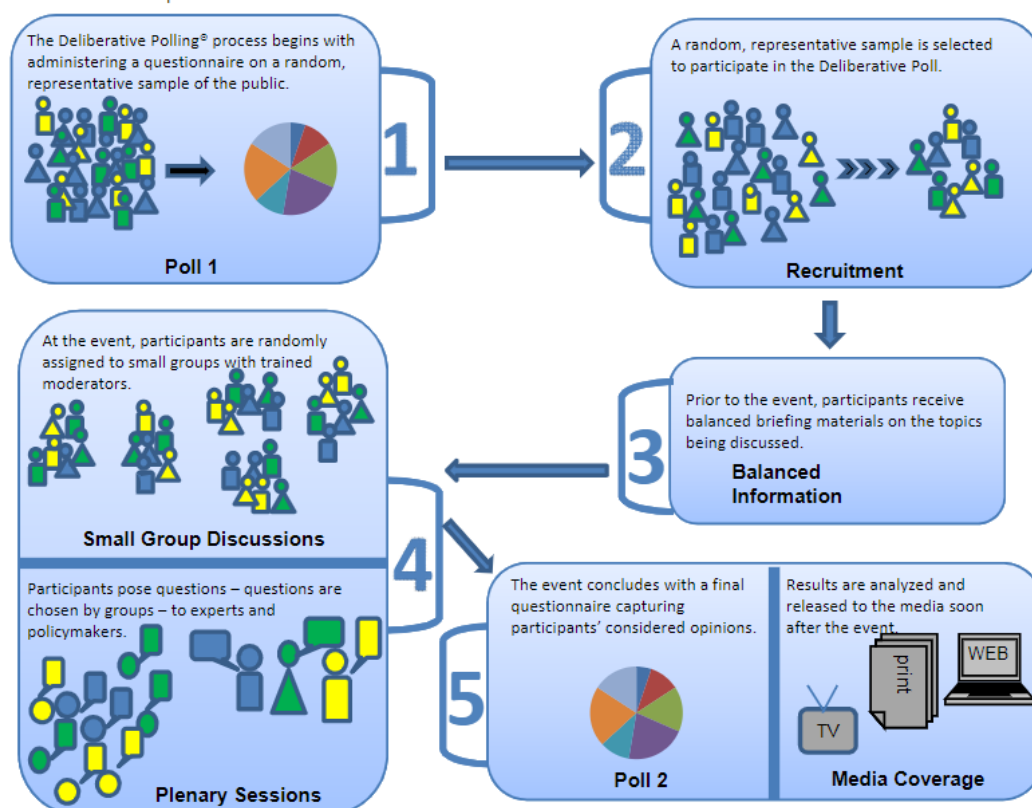
consultation. Anyone with access to the internet is a potential participant.

The "most well established" e-Panel is YouGov. Formed in 2000, it provides data for public policy, market research and stakeholder consultation, collected from 350,000 panelists and enabling focus on particular groups if necessary.

In recent times, councils too have adopted this idea, consulting a group of people on a regular basis using a range of technology.

How are e-panels conducted?

Usually online surveys, but other interactive technologies such as discussion forums or VIP messaging have also been utilised in recent times - These are beneficial in creating a sense of online community, while also enabling e-Panel members to participate in the consultation process. This gives members a sense of ownership over the process and allows them to (potentially) raise topics for discussion that the council might not have considered[16].

This demonstrates some of the potential benefits of E-Panel methods, as well as considerations to ensure their application is useful.

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16 Involve UK. "E-Panel." involve.org.uk, June 29, 2018. https://www.involve.org.uk/resources/methods/e-panel.

ONLINE STAKEHOLDER ENGAGEMENT

We now move beyond eDemocracy to look at practical applications of online tools for stakeholder engagement. Due to the prevalence of the internet in every sphere of life, it is now expected that we use digital tools (in combination with traditional tools) to reach our audiences, and stakeholders will thus demand it.

How to select the most appropriate tool for online engagement activities

There are a dizzying number of tools and it is not easy to decide which is best. To help navigate this puzzle, ask yourself four questions:

1. **What do I want to achieve, what is the balance of power and what role do I want stakeholders to play in a given decision?**

2. **Which tools can help me and do I need for the various different aspects of my engagement activity?**

3. **Are there existing online spaces, communities and conversations which can fast-track my ambitions?**

4. **Who are the online influencers and how can I leverage them?**

In the next section we look at each of these in more detail.

PROS	CONS
• They can increase discussion and awareness about an issue. • They can be used alongside offline initiatives. • They can increase participation in local democracy, particularly amongst young people or those who are time poor. • The online platform enables local authorities to reduce their administrative costs since no paper questionnaires or postage is required. There are limited additional costs to run a focus group or live chat (just the cost of online facilitators). Data input is not necessary and analysis is generally quicker and can be immediate depending on the type of software being used. • Allows anyone to contribute in their own time. • Allows different views to be aired and discussed. • Engages people that may not normally be involved in face-to-face consultations.	• As with all online methods, e-Panels exclude people without ready access to the internet. • If too much is asked of participants, such as too many follow-up emails from e-Panels, then participants may become uninterested. • If topics require specialist knowledge or insight then e-Panels may not be able to deliver the depth of debate required. • They do not empower participants.

1. What do I want to achieve, what is the balance of power and what role do I want stakeholders to play in a given decision?

Tools have many different purposes, involving different balances of power between consultor and consultee and inviting participation between different actors (e.g. facilitating horizontal connections between participants or vertical connections between those in power and those who are not, agenda setting from the top-down or organically from the bottom-up).

The diagram presented below (based on Maslow) is intended as a starting point to help consultors think about the facets of the various tools that they can deploy and the purpose of their engagement activity. The fundamentals of disclosure and discovery underpin successful deployment of the top three layers.

2. Which tools can help me and do I need for the various different aspects of my engagement activity?

Tools are typically tailored for one or more of the following:
- Supporting the dialogue process (e.g. stakeholder engagement, capture of views.
- Managing the consultation process (e.g. analysis and aggregation of views, synthesis of results, reporting).
- Stimulating the debate (e.g. interactive media, updates, online evidence).
- Enhancing the delivery (e.g. social media monitoring, understanding skills, democratising parts of the process such as option development?).
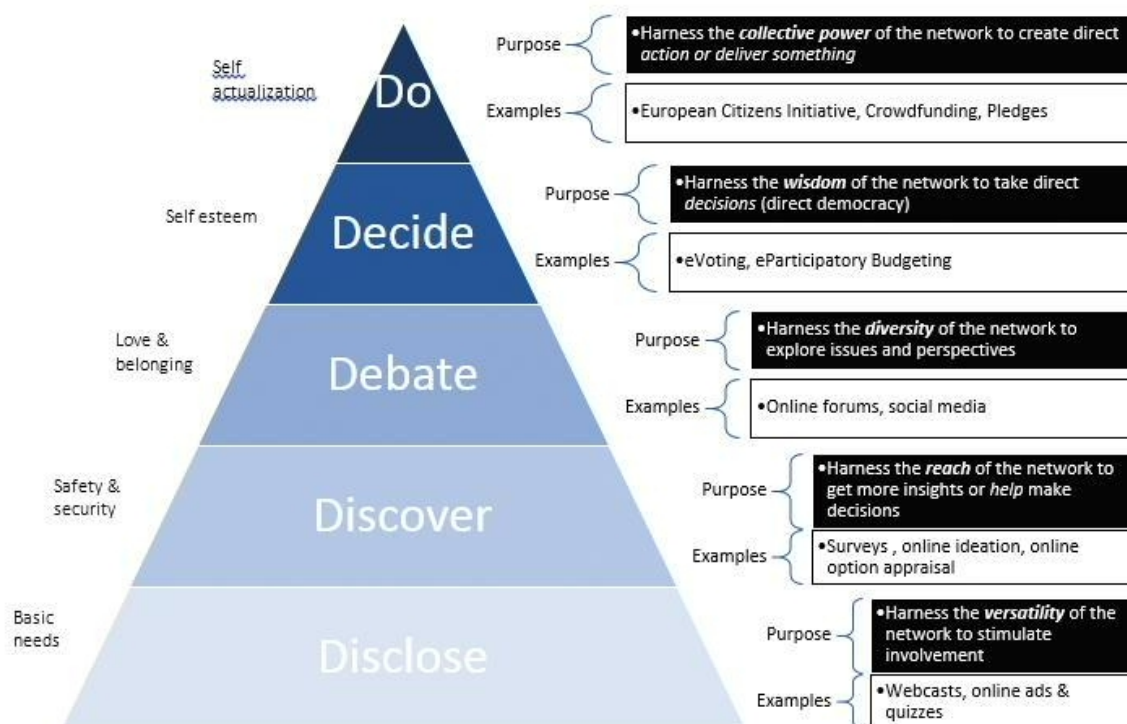
There are a three key rules for practitioners when working across multiple channels: -

1. Try not to channel shift participants backwards (move from email to telephone for example).

2. Do not open a channel of communication you cannot maintain.

3. Understand when a conversation should be taken offline.

3. Are there existing online spaces, communities and conversations which can fast-track my ambitions?

These may be a source of insight but you may choose to ignore them, interact or just observe.

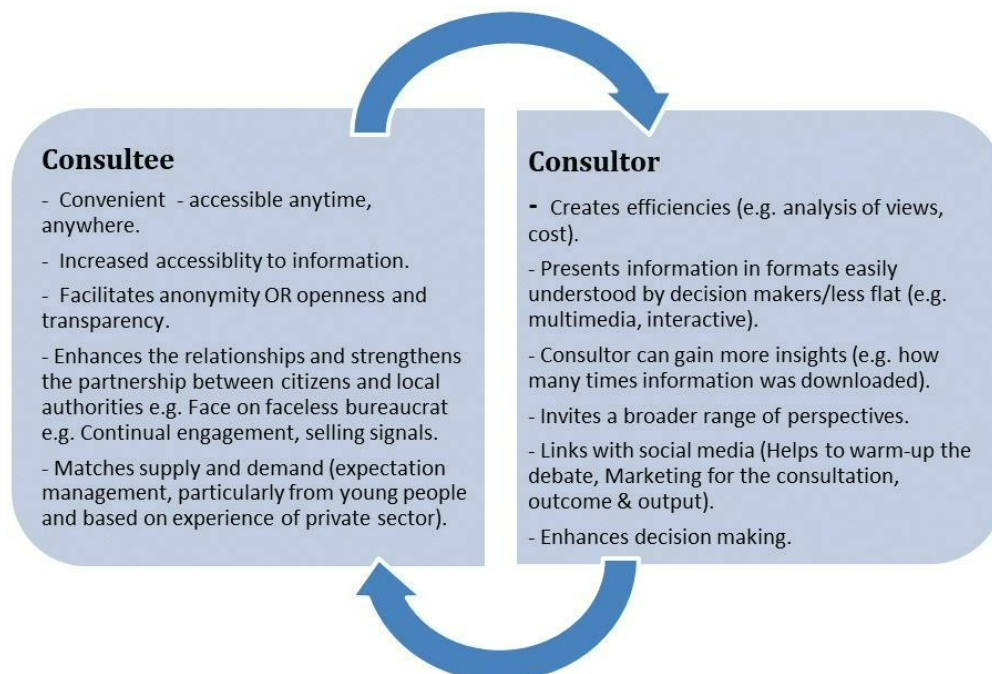**4. Who are the online influencers and how can I leverage them?**

These may be advocates or adversaries. Make a plan to deal with each accordingly.

<u>**Key points to remember**</u>

- **Solutions are rarely used in isolation;**
- **Tools can be real-time (live) or not at the same time;**
- **They can be used:**
  - **before Face-to-face activity to enhance it (deepen);**
  - **after Face-to-face activity to extend conversation (elongate);**
  - **alongside and in parallel with f2f activity (widen participation);**
  - **one-off use; or**
  - **continually.**
- **Tools either facilitate horizontal or vertical dialogues or both;**
- **Tools can allow top-down or bottom up engagement.**

Let the public engagement purpose drive the tool, not vice versa.

Think offline too - online engagement is not a silver bullet!

Consultee

- Convenient - accessible anytime, anywhere.

- Increased accessiblity to information.

- Facilitates anonymity OR openness and transparency.

- Enhances the relationships and strengthens the partnership between citizens and local authorities e.g. Face on faceless bureaucrat e.g. Continual engagement, selling signals.

- Matches supply and demand (expectation management, particularly from young people and based on experience of private sector).

Consultor

- Creates efficiencies (e.g. analysis of views, cost).

- Presents information in formats easily understood by decision makers/less flat (e.g. multimedia, interactive).

- Consultor can gain more insights (e.g. how many times information was downloaded).

- Invites a broader range of perspectives.

- Links with social media (Helps to warm-up the debate, Marketing for the consultation, outcome & output).

- Enhances decision making.

BENEFITS, PITFALLS AND CHALLENGES

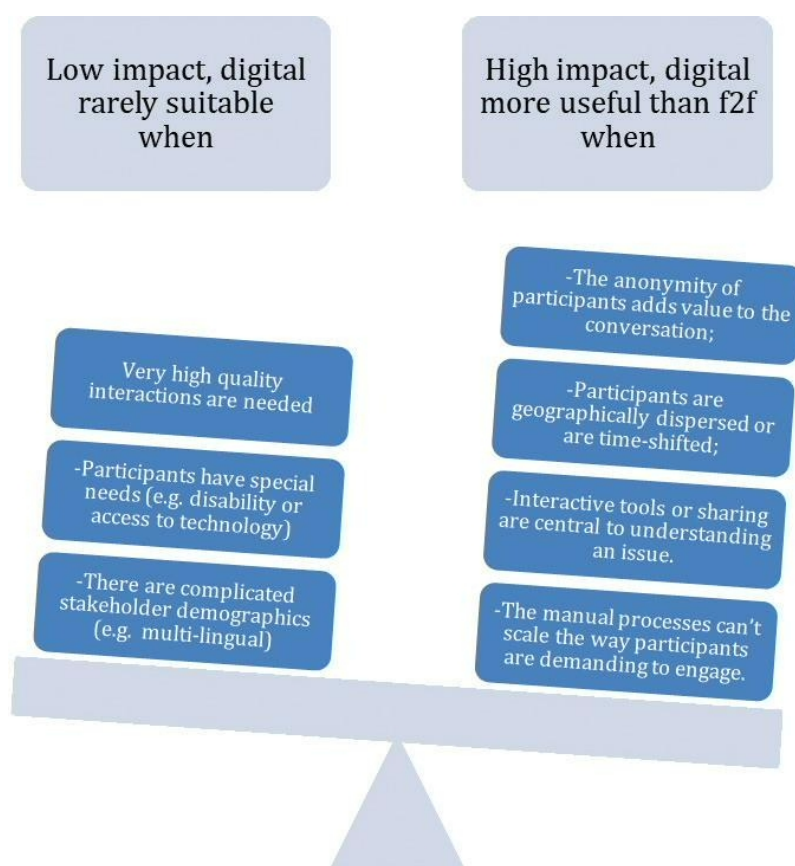**Plausible benefits**

Potential pitfalls

- People spend less time getting involved compared to other types of participation;

- Typically involves individual (i.e. not group) participation;

- Helps spread of misinformation;

- At risk of hack or hijack;

- Can be plagued by technical problems;

- Can require significant effort such as facilitation or moderation;

- Immediacy is difficult to manage;

- Peoples views can become entrenched as they are not exposed to conflict as well as consensus;

- Hard to be sure 'who' is speaking and restrict participation within boundaries (e.g. a geographical boundary).

Possible challenges (specific content challenges can also occur), for example: -

- *Directed abuse* - Abuse directed at the project or an individual;

- *Leak/early release* - The release of information prior to its official release;

- *Unwanted intrusion* - The participation of a contractor in a social media conversation is unwanted by the audience;

- *Heated topic* - Discussion of a topic which gains strong viewpoints from opposing sides.

So when should we use online consultations?

Low impact, digital rarely suitable when

Very high quality interactions are needed

-Participants have special needs (e.g. disability or access to technology)

-There are complicated stakeholder demographics (e.g. multi-lingual)

High impact, digital more useful than f2f when

-The anonymity of participants adds value to the conversation;

-Participants are geographically dispersed or are time-shifted;

-Interactive tools or sharing are central to understanding an issue.

-The manual processes can't scale the way participants are demanding to engage.

Online or face-to-face? The impact will be greater or lesser depending on each scenario.

External influences

The following external influences will also have a bearing on overall impact:

- Population internet literacy and digital skills;

- Access to the Internet (e.g. home, library, school);

- Access technologies (e.g. phone, tablet, PC);

- Access cost;

- State censorship;

- Government safeguards and regulation;

- Peer help;

- Perception of ownership and transparency;

- Robustness of technology infrastructure & architecture.

Consider: profile of online participation

Online lurkers typically outnumber participants. However, there are some typical personas which can be observed over time:

- Visits once a week, lots of activity, then disappears again until next week, or even the week after;
- Steady - visits most days for a short time;
- Always catching up: completes two weeks in one session, then disappears again for some time;
- Visits once a week, reading and contributing little;
- Inclined to post disembodied comments in a random way;
- Lives online; a prolific message writer who responds very rapidly;
- Tendency to dominate discussion at certain times;
- Steals ideas without acknowledging;
- Intelligent, a good communicator and playful online.

Consider the following metrics

- Extent and manner of use (effectiveness).
- Range of users (representativeness) - who did and did not participate?
- User and stakeholder satisfaction (quality, what changed?)
- Input costs relative to outputs.
- Level of stakeholder support (barriers to continuity).
- User and stakeholder perception about design (process).
- Repeat visits and 'up-stepping' of citizens in the engagement process.
- Overspill in terms of increased participation on other channels.
- Engagement - what was the quality and quantity of participants' involvement?

- Exposure - to what degree was the process publicized?
- Referrals - where did traffic come from?
- Transparency - how open was the process?
- Conflict and consensus - did the process cause participants opinions to diverge or converge?
- Community Control - did participants have or take ownership of the process?

To wrap up, this section has hopefully provided some useful insights pertaining to the potential benefits and costs of online stakeholder engagement, when online tools should be selected over offline, and some considerations to help ensure effective online stakeholder engagement once this method has been selected[17]

CONCLUSION

This handbook has set out to present an introduction to, rather than an exhaustive explanation of, citizen consultation methods in politics. We first outlined traditional democratic tools aimed at increasing (offline) public engagement. These were Dialogue Methods; Public Hearings; Citizens' Assemblies, Juries and Panels. Moving into more modern (online) manifestations of deliberative democracy, we presented eDemocracy (Deliberative polling, E-Panels), before looking at best practises and useful considerations for engaging with stakeholders using online tools.

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17 Див. таблицю у Додатку А, де детально описано конкретні приклади програмного забезпечення для організації роботи зацікавлених сторін.

Selecting Online Tools and Features

There are a variety of global suppliers, each of whom offer a range of features. Consider: Evaluating success

Technical (Back-end functions)
-Single sign on (if your password is phished)
-API
-Reports
-Email integration
-Case Management
-SRM
-Cloud
-App
-Duplicate detection
-Analysis
-Workflow
-Audit

Usability (Front end features)
-Fun & engaging UX
-Structure content, templates & frameworks
-Alerts
-Social sign-on
-A range of input types (e.g. surveys, quizzes)
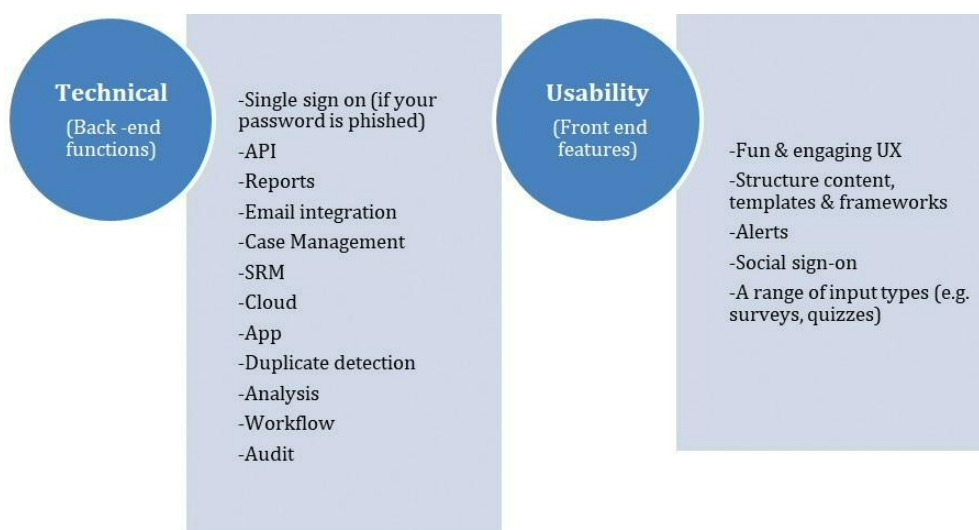
Appendix

Appendix A
Practical examples of Stakeholder Management Software aimed at increasing efficiency of data collection and collation:

Stakeholder Management Software (updated 13 Dec 11)

Product name	Description (20 words max)	Online	Server/offline	Support/training	Customisable?	Complaints management	Contact Management	Property	Data capture	Data distribution	Analysis	Reports	Contact
Darzin	User-friendly web-based software for stakeholder management and data analysis. The most feature-rich and analysis/reporting focussed package on the market.	✓	✓	✓	✓ Some fields only	✓ Create your own escalation rules	✓ Extensive contact management functions. Create your own custom fields.	✓ Detailed property data including maps. Create your own fields.	✓ Includes meetings, media analysis, email plug-in for one-click email saving, built-in survey tool	✓ Distribution lists for mail and emails. Built-in mail merge. Meeting invitations with RSVP tracking, survey links.	✓ •Qualitative •Quantitative •Spatial	✓ 50+ reports	www.darzin.com Allison@darzin.com
EnviroLytical Outreach Software	EnviroLytical outreach software is an easy-to-use public involvement management tool. It tags, filters, searches and reports the results.	✓	✗	✓	✓	✓	✓	✓	✗	✓	✓	✓	www.envirolytical.com info@envirolytical.com
Stakeholder Tracking System (STS)	A consultation tool designed to assist clients with information management for projects and activities involving interactions with stakeholders and business contacts.	✓	✗	✓	✓	✗	✓	✓	✓ Data import available	Need more info	Need more info	✓	www.praxis.ca
Idea Vibes	White label crowdsourcing and crowdfunding platform	✓	✗	✓	✓	✗	✓	✗	✓	✗	✓	✓	www.ideavibes.com paul@ideavibes.com
ComSuite	Stakeholder Engagement Platform including stakeholder profiles and past engagement, engagement workflow and online + offline monitoring	✓	✗	✓	✓	✓	✓	✓	✓	✓	✓	✓	http://augure.com/industry.aspx?ID=I&TITLE=Energy
StakeTracker	Multifaceted project and enterprise Stakeholder Communications Management and Relationship Management system, including issues and commitments tracking.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	http://sustainet.com/product_StakeTracker//

The above table presents some of the products developed by the private sector which are used in the public sector, such as in local councils. This is a useful insight into the products being utilised and their benefits /drawbacks.

9 DEMOCRATIC INNOVATION AND CIVIL PARTICIPATION:
enhancing openness, transparency and citizen engagement through digital technologies

Dr Andrew Williamson

9.1. BUILDING STRONG DEMOCRACY THROUGH DIGITAL ENGAGEMENT

As our democratic and cultural landscapes have changed, the range of tools now available to governments and citizens has grown significantly. Engagement can now occur in many different ways and any number of different stages in the policy process. This offers the potential to engage and retain citizen participation throughout the lifecycle of policy development, service implementation and review.

This chapter can't be a comprehensive guide to every possible method of public engagement[1]. It does try to highlight some of the key attributes of a small range of different and popular engagement methods, to give you some idea of the variety of tools and techniques that are available. Though there is plenty of scope for 'bad practice', there is no such thing as 'best practice'; circumstances and events will always vary and you need to remain flexible, vigilant and responsive. Above all, good engagement practitioners are in a constant cycle of designing, applying, learning and improving what they do.

THE EVOLUTION OF DIGITAL ENGAGEMENT

Digital engagement began with simple discussion boards. Many of these were community based and led; governments rarely if ever got directly involved. They were useful for co-ordinating and sharing, for raising public consciousness around an issue but little else. Government agencies at this time rarely undertook any direct digital engagement and the internet was limited to publishing documents (often as large and inaccessible PDFs). This early model of digital democracy moved into

1 Visit the participationcompass.org website, developed by Involve, for a wide ranging set of resources and articles on participation methods.

government-owned and managed platforms for engagement and consultations, the second age. These sites were usually bespoke and localised and include such things as e-Petitions. The rise in this model of digital democracy parallels the rise in digital government (or e-government). However, where the digitisation of transactional services offers clear economic benefits and process improvements, the democratic benefits are less obvious and often more intangible, leading to a more piecemeal and inconsistent uptake.

Today, two factors have led to a third shift in how digital engagement happens. First, the advent of social media and, second, the increasing trend towards the publication of open data repositories. In this model, citizens, government and third party agents can create 'mash-ups' and dynamic digital resources for communities to become more active citizens, linking these directly to government processes. Open data goes hand-in-hand with wider democratic engagement; it is a way of ensuring that civil society is informed, knowledgeable and able to make decisions.

Open data does not itself level the playing field between government's policy experts and civil society, but it can help. It can, at least, ensure that civil society has access to key data, decisions and inputs to the policy-making process.

Open data has the benefit of increasing the transparency of government, providing better opportunities for public scrutiny of government transactions and outcomes. However, it is only effective if civic actors have the skills to analyse and manage the data. Data for data's sake is not a panacea. Both open data and engagement through social media suffer from the primary restriction of earlier phases of digital engagement, namely ownership and control.

The range and quantity of digital tools has blossomed, offering many new ways to bring together government and the public for

the purposes of information, engagement and participation. Some are more effective than others and will be appropriate for different stages of the policy or legislative cycle and unhelpful for others. It is important that, before selecting a tool, the purpose and nature of the engagement process is clearly understood. To assist with this, it is possible to group digital engagement tools into four broad categories:

DISCOVER	Research and information gathering, using available digital and off-line sources to frame an issue and to scope problem statements.
DISCUSS	Using a continuum of on- and off-line tools, source input to the problem statement and frame responses, actions and alternatives. This phase has three critical sub-components; Listen, Ask, Respond. This phase ranges from the passive to the active, including monitoring and sentiment analysis of social media as well as running interactive dialogues.
DECIDE	Participatory tools allow stakeholders to make open, transparent decisions based on the evidence available. This can include tools for polling through to deliberate fora.
DELIVER	Providing open data and the co-creation of relevant and useful interfaces into this data, new applications, campaigns and service design and delivery that result from the engagement cycle. Tools, data and applications created or exposed during this phase feedback into future discovery cycles.

The 'Digital Engagement Cookbook'[2] identifies 67 different sub-categories of digital engagement tool, which can be mapped into the categories above (this website uses slightly different descriptors but they are inherently similar):

DISCOVER	DISCUSS	DECIDE	DELIVER
Augmented Reality	Blogging	Comparators	Commodity Exchange
Content Hosting	Collaborative Editing	Crowdcasting	Data Harvesting
Debate or argument visualisation	Digital back channel	Direct Democracy	eActivism
Digital Dashboards	eClinics	Electronic Citizen Jury	Effort Distributors
Electronic Poll	Electronic Mailing List	eMarketplace	End user database
Enhanced Translucence	Instant Messaging	ePanels	File Sharing
eSatisfaction	Media Streaming	eParticipatory Budgeting	Group Discounting
Experience Sharing	Networking by place	ePetitions	Informed Investment Networks
Idea Sourcing	Online Chat	Interactive Surface	Interactive Voice Response (IVR)
Online Memo	Online Forums	Interactive TV	Live Co-Creation
Online Quizzes	Social Networking	Online Consultation	Online Pledges
Opinion Sourcing	Status Updates	Online Prediction Markets	Positive Influence
Rating systems	Video Views	Online Survey	Proximity Networking
Resource Sharing	Virtual Meetings	Open Contest	Social Alerting
Serious Games	Webinar	Ranking	Social Reporting
Simulations		Recommendation Systems	Software as a service
Virtual Environments		Scheduling	Time Banking
		Spatially Enhanced Consultation	

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2   Див: www.digitalengagment.org

It is also important at this stage to consider not simply the tool itself but the implications of using that tool. The selection that you make is going to be further influenced by the cost and the resource implications, as the table below shows[3].

TOOL	RESOURCING IMPLICATIONS			
	PLATFORM COST	CONTENT PRODUCTION	RESPONSE TIME	INTER-ACTIVITY
Blog	Low	High	High	Medium
Forum	Low	Medium	High	High
Online chat	Low	Low	Medium	Medium
Social Networking	Low	High	Medium	High
Wikis & Structured Iterative Platforms	Low	Medium	Low	Low
e-Petitions & Polls	Середня	Низька	Середня	Висока
Medium	Low	Medium	High	Висока
Budget/Policy Simulators & Games	Medium	High	Low	High

3   Miller, L. & A. Williamson (2008). Digital Dialogues Third Phase Report. London, Hansard Society/Ministry of Justice.

PLANNING FOR ACTION

It is important to move beyond the theoretical and take real, tangible actions that can lead to increased and more effective engagement. This is hard to do, for a variety of reasons. It's hard if you're on the outside and you feel excluded, minimised and ignored. It's hard if you work in the system and, though you sense the wave of change that's needed, you have no idea where to start.

Conversation and dialogue are the fuel and strong, grounded leadership gets us doing things together. The technology supports this by being a connector, distributor and aggregator. But it's always going to be people that really matter.

Some key principles for effective participatory decision making include:
- Control is over-rated - be open and share;
- Power used to create personal advantage will always fail;
- Crowds are better at creating the future; and
- Always be aware of how your actions affect trust.

What this boils down to is openness; being open to connect, transparent about the aims and the process, sharing data, conversations and ideas. Establish networks and allow trust to build through our actions. These can be internal, in a community or beyond. This is what a group of local government officers said they needed to make their democracy more participatory and effective[4]:

4   Workshop with officials from the City of Gothenburg, 2016.
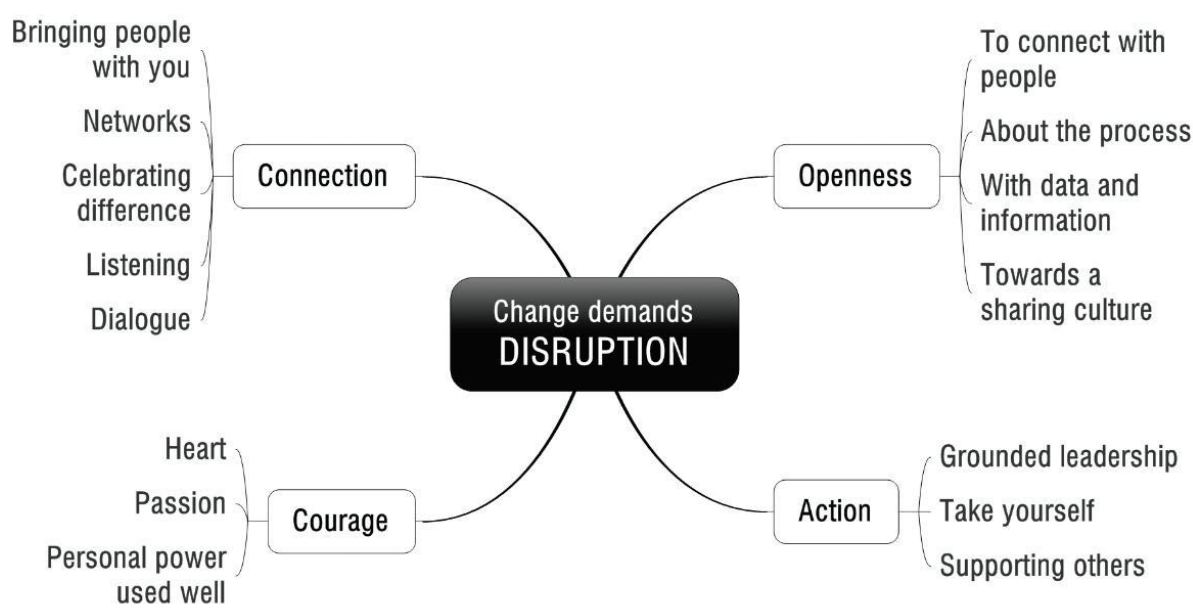
How this can be achieved will depend on who you are, where you are and what you are doing. There is no one size fits all! It's important to think about and talk about the internal triggers that will compel people to take action, this goes for the hosts as well as the participants; there are laggards and late adopters within public bodies just as there are sceptics and resistors outside):

• Who are they?
• What brought them here?
• Where do they want to be?
• Your Call to Action

It is important to generate a strong call to action. A call to action must first engage people and then hold that interest; it needs to support, contain and retain them through the process of building positive democratic habits. Many of us are at best casual participants in our democracy, few of us have established patterns for co-creation, participation or action. Fortunately, you can build on the weak ties (particularly driven by digital media) to increase the 'stickiness' of your campaign. Let's consider:

• What are the habits you need to build or re-enforce for your active democracy?
• Where and when do these occur?
• What value do they generate (for the community as well as the individual)?
• What are the vitamins (nice to haves) and the painkillers (need to haves)?

How can you bring people together to discuss, debate and ultimately co-design solutions to the problems people are facing, the problems they are trying to solve. How can you connect them up with others who share their experiences, frustrations and desires or who have the skills they lack? When you're designing your own active democracy, your own innovation process or campaign, start to explore and understand the following five factors:

• How long will it take?
• How much will it cost?
• Who needs to be involved?
• What effort will be needed?
• How does this follow or challenge the accepted norms of the community?

Building and, more importantly, embedding effective engagement involves a cycle of investment in better personal and societal outcomes. Things work better the more they happen and become normative. The sooner you are able to establish a shift in perception, an investment in trust-building, the sooner strong democratic practices can become second nature. In the case of democracy, this is about moving from a perception of elitism, control and disconnection to one of open, co-creating and connected; it's about demystifying the perceived arrogance and replacing it with new levels of intimacy. Once this has started to build you need consistency and re-enforcement to build, maintain and escalate commitment and trust.

If you want people to come back, be authentic and avoid cognitive dissonance; do what you say, say what you do.

MAKE PARTICIPATION COUNT

We need to connect more, talk more, listen more, but how are we to do this? More importantly, how are we to do this in timely, meaningful and appropriate ways? Co-production and partnerships are great (and needed) but, at some point, someone has to start the process and connect with a wider public. There are many ways to connect with citizens and communities and to build better participation in democracy, but they will fail if you don't get the right people connected at the right time. Timing is vital but so is choosing the right tools and finding the right people. It is important to choose methods that overcome the challenges of:

• Always hearing the usual voices;
• Reaching out to people who care but feel excluded; and
• Working in areas where trust is low and previous experience negative.

Often, tools have to be selected with imperfect knowledge and in constrained surroundings (budget, timeframe, platforms, etc). Whatever the constraints on resources, it is important to remember that design matters as much as platform and that creating choice is different from letting people decide. Building collaborative, networked models needs everyone involved. Ideally, this means at the thinking and design stages, not just presenting a list of pre-agreed alternatives later in the cycle. It is entirely possible that the civil society actors involved in the early stages of a process have a greater awareness of the options and alternatives than the civil servants; the public sector would be wise to tap into this knowledge.

TOOLS AFFECT CHOICES AND OUTCOMES.

To connect with people effectively, you have to choose carefully; not just the tools but the timing, the place, the space and the language.

Different methods obviously have different strengths and weakness. Some will work well here but fail over there. You can rightly expect that the methods you choose will affect the information you get and the outcomes of the process. It's helpful to think about the level of participation needed at any time. Think about this on a scale that goes from ignoring the public ('do nothing', in other words) through to where decision making is fully inclusive and participatory[5].

• **Ignore the public.**
• **Inform the public and other stakeholders, keeping them up to date with what is proposed and/or happening.**
• **Consult directly by going out and seeking public feedback on the proposals or input to the process.**
• **Involve the public directly in the process, ensure they are given a voice and their concerns recognised and acknowledged.**
• **Collaborate by working in partnership with the public.**
• **Empower the public by putting decision making in their hands.**

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5   Derived from the IAP2 Spectrum of Public of Participation (see: www.iap2.org)

It is rather difficult to imagine where 'ignore' is the right course of action, though it has historically often been the default choice. Ideally you will be thinking about strategies that are collaborative and empowering, or at least moving towards this end of this continuum. However, there are times when this is neither the right approach or realistic. And what is right will change through the life cycle of a project.

It's important not to prescribe whether the engagement technique is digital, face to face or blended. This needs to be determined by the circumstances and context, not any prevailing fashion or expediency. It's worth considering using multiple on- and offline techniques together (in parallel) or over the life of a project (in series), and you can repeat the same techniques in different places, at different times. When using multiple methods be sure to build in a strategy for aggregating and sharing the results of different engagement exercises.

Think about how a conversation in one place can help and inform other conversations and how aggregating these helps build momentum and learning across participants.

This is not a complete source of engagement models, the examples chosen are indicative and range from the traditional to the more radical; from those that work well for small-scale engagement to techniques that can be used for large groups and across whole communities. This selection is intended to start you thinking about what might work in your own unique context. It's useful to remember that effective engagement is as much art as science; you can measure and analyse but you must also understand the context, timing and emotions.

Different techniques will elicit different results and will work better or worse with different groups. Actively work to ensure proper representation but remain flexible and ensure that you include aggregation of the outcomes into the process from the start.

Effective engagement does not end with an event. It's critically important that whatever is done is situated in the wider context, that it understands and acknowledges the social and cultural settings, as well as the political environment. Good facilitation is key to good outcomes. It's pointless holding a meeting simply for 10 % of the audience to dominate with their well-worn extremes. Good decisions are almost always brokered in the middle of the room and 'single issue fanatics' are rarely the ones best placed to lead this.

Method	What it is	What it's good for	Typical risks
Written consultation	Traditional method, can easily be extended online and to new media.	A wide range of opinions over a longer time period.	Lacks a deliberative element; can be seen as too formal; favours the well-resourced.
Town hall meetings	Face to face (or digital online equivalent) public meetings.	Getting people together to hear a range of views.	Time and space constrained; attract usual suspects and can be dominated.
Neighbourhood forums	Face to face small group meetings, usually involving citizens, officials and representatives.	Local issues and small group discussion.	Time and space constrained; attract usual suspects and can be dominated.
Advisory groups	Small ongoing reference groups of experts and stakeholders.	Focussed discussion on topic.	Can be biased and seen as elitist.
Citizen panels	Juries or panels can be convened to hear evidence, deliberate and make recommendations.	Representative, deliberative and able to hear a wide range of voices.	Need strong processes and methods or risk failure.
Focus groups	Small group, focussed qualitative discussions.	Analysing specific issues.	Tend not to be representative.
Crowdsourcing	Collectively gather and evaluate (or rank) ideas online.	Draws out creative and original ideas and allows public to evaluate and prioritise.	Ideas can be dominated and voting biased by interest group campaigning.
Hackdays	Co-creative gatherings where people from a range of backgrounds actively prototype solutions.	Creative and energising spaces where innovative ideas will emerge.	Prototypes are just that, without investment in follow up hackdays rarely deliver real benefits.
Scenario planning	Intensive multi-day workshops that bring together a range of views and backgrounds with the aim of developing future scenarios.	When consensus seems impossible, scenarios can help create shared visions, so well suited to conflict situations.	An intensive process that requires significant commitment of time and energy.
Participatory budgeting	Though it can vary in focus and scale, it fundamentally involves communities coming together to allocate budgets for services.	Informed decision making, community cohesion, collaborative democracy.	Can be time consuming and resource heavy; often what is done is too light to be really participatory.

Notice we've not said anything about who organises, hosts or facilitates your participation? That's because in an active democracy it could be any one of the actors involved. Ideally it will be a partnership between citizens and government. There are times when it's appropriate and right that engagement is formal and institutionally-led. There are also times when this is counter-productive and will deliver you weak outcomes. Equally there are opportunities to open up engagement to groups that have previously felt excluded, support them to undertake these processes themselves or with support and to bring people together in new ways.

Avoid undertaking any consultation as a 'box ticking exercise'; it's pointless, patronising and it will backfire in terms of longer-term disengagement. If you're going to engage, then do it properly! Be prepared to listen. Be prepared to listen to uncomfortable opinions, debate them in a genuine spirit of active engagement and to make decisions based on what you hear. Engagement cannot work in a vacuum, you have to design the processes around it to ensure that what you hear is fed back into the decision making and that participants know how, where and when this will happen. Consider too the feedback loop, how will you let people know about the decisions that are made and how will you relate those decisions back to what's just happened?

Any and every engagement exercise is an opportunity to build trust in the process, to engage people who have felt excluded or not seen value in participating. As the author Arundhati Roy said:

We know of course there's really no such thing as the 'voiceless'. There are only the deliberately silenced, or the preferably unheard. [6]

Let people down and you will re-enforce their dislocation and mis-trust. Demonstrate inclusivity, partnership and listening, prove that their words can affect your actions, and you might just start them on the road to greater involvement.

Understanding the outcome of participation and its interaction with process and the decisions made is an important part of building active democracies. One can certainly evaluate the project but there is a need to reflect on and evaluate the processes used too. Everything is a learning opportunity; a chance to use action research techniques to help institutions and participants to get better at participation. You can also use formal methods like recruiting independent evaluators or holding focus groups. Feedback loops built into the original process design can encourage reflexive commentary, whether it's in the form of confidential feedback or by creating an open space for discussion.

Participation is an active process informed by theory, so our actions and experiences can be used to drive the development of that theory, to make our future engagement better - we all learn as we go and should ensure that this learning is available to others.

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6   Roy, A. (2004, Nov 4). Peace and the new corporate liberation theology. 2004 Sydney Peace Prize Lecture: University of Sydney.

GET TO KNOW YOUR AUDIENCE

Old world democratic engagement goes for the low hanging fruit; the people and stakeholders that you know and are [too] familiar with. They're the 'direct' audience and whilst they matter, focussing too closely on the easy to identify people already close to you leads to problems. One such problem is that government communication all too often resorts to broadcast-mode when it really needs to nuance the message to reach a wider audience.

It's important to understand who your audience is and to go beyond the 'usual suspects'.

A powerful approach is to view them as part of a wider ecosystem. You don't have to be intimate with the whole system (in fact you can't be!) but by understanding what it looks like, recognising the pathways to engagement and taking a more nuanced approach you can start to engage with groups that were previously excluded from the process or hard to reach.

To do this, start with an audience mapping exercise. Once you've defined the audience, you can go on to identify relationships and influencers, and to develop appropriate messages and channels to connect with them. Having a strong understanding of your ecosystem means you can better target and be more focussed. The audience map model (below) works through a simple visual metaphor of concentric circles that identify our relationships at four levels, working from the centre out:

To get started, draw an Audience Map outline on a whiteboard, an electronic template or on big sheets of paper. Just so long as everyone can see it clearly and there's plenty of room for writing! Some simple rules for a successful mapping session are:

- Don't just aim for the obvious, try and push the boundaries! Consider what disagreement might occur as to the roles and relative influence of others. We will all approach this exercise form different points of view.
- Don't dismiss difference, let it evolve through discussion and move towards consensus. Lack of awareness, limited exposure to a wider audience or failing to legitimate the role of people or groups for political or power reasons all lead to different weightings. But when this audience mapping exercise is carried out amongst a broad group it can lead to a more accurate, neutral and more widely accepted definition of your relationships, influences and influencers. It is also more likely to inform the group's own knowledge.
- Don't let one person, or one way of thinking about the eco-system influence the outcome - stay open to new and diverse views of your world!
- And try not to uncritically copy down lists of stakeholders that you already have, these are OK to use as a reminder but this will work better if it's a living map of your real world.

Direct	People or groups who directly interact with the project/campaign.
Indirect	People or groups who do not directly interact with the project but exercise strong influence over (or are strongly influenced/affected by) direct users.
Remote	People or groups who remain at a distance from the project but could be affected/influenced by the project (or vice versa, could indirectly affect/influence).
Societal	Wider societal influences. Usually macro, they have no direct impact or influence and are themselves either not affected by or very indirectly affected by the system. This might include legislators or local authorities, quality assurance agencies or professional governing bodies and typical refers to a macro-level change or rule, law or policy has a trickle-down impact on this project.
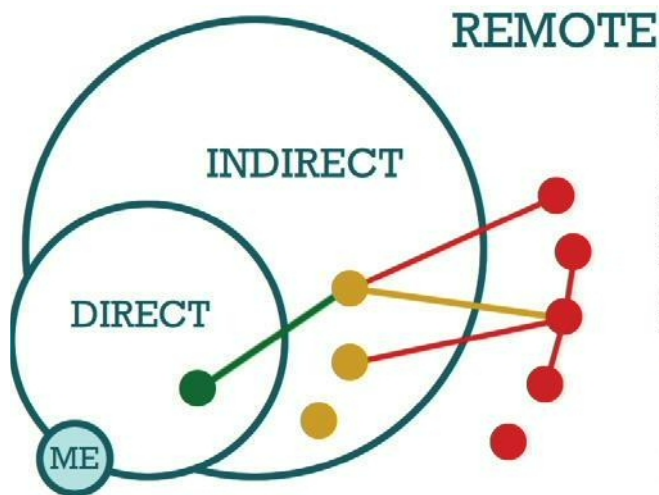
Ask the people in your group to suggest stakeholders and then nominate where they belong. Stakeholders can be people, organisations, media, in fact, anyone! Sometimes they can even be intangible objects too, such as Acts of Parliament, because they are a key influence on what you do (or you need to get one changed to succeed). At this stage, it can work well to take a brainstorming approach. You don't need to question or challenge where things go and there's plenty of time later to refine the map.

You can focus on one category at a time or just add the names as they come up. It is often easier to start with the "direct" stakeholders as they tend to be the more obvious and more readily drawn to mind because people are aware of who they are already - although there might be a few surprises by the time you've finished. This can act as a helpful warm-up for the rest of the process too.

As you work out through the circles, it can become increasingly challenging for the group to identify the audience. The brainstorming phase tends to last between 10 and 15 minutes but could be more depending on the nature of the group and the complexity of the project or campaign. Obviously, mapping stakeholders for the whole organisation is going to take you longer than for a small project.

Once you've reached what feels like saturation point and no more new stakeholders are coming up, you should end up with a model that looks something like the one over the page. Now you can start to refine the map!

Ask the group to work through the stakeholders and confirm that they are happy with where they've been put. You're aiming for some reasonable group consensus here and, given that this model is always subjective, this shared understanding can be more important than absolute accuracy. Work from the centre outwards and, where there is disagreement, create the space for the group to explore and discuss. You can also use this phase to merge entries and remove any duplication.

This is not meant to be exhaustive, just to give you a shared understanding of your stakeholders before you start making assumptions about what it is that you're doing, the impact that it will have and how to engage with them.

Now that you have a list of stakeholders in the right place, identifying the relationships that exist between them can
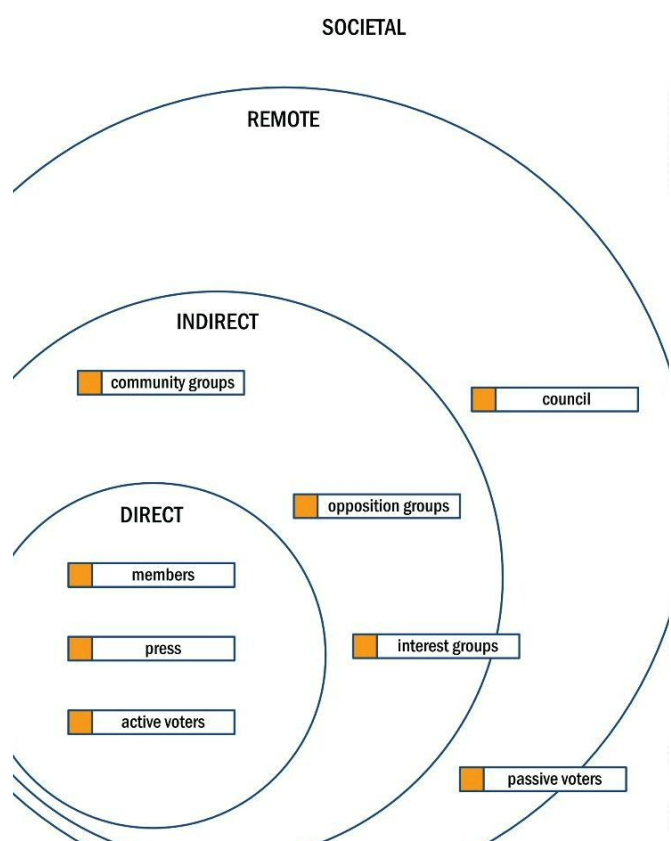
significantly help you to understand your stakeholder ecosystem. Primary relationships can usually be found to exist between stakeholders in neighbouring circles and within circles (especially the innermost "direct" group). You can describe the relationship that exists (and the direction it flows) on the diagram if you wish (this will help you understand influence and the effect of communication and information across the eco-system). Taking a portion of the example from earlier, we can add some relationships and describe the nature of those relationships too:

* Press informs Active voters
* Active voters influence Passive voters
* Press informs Passive voters
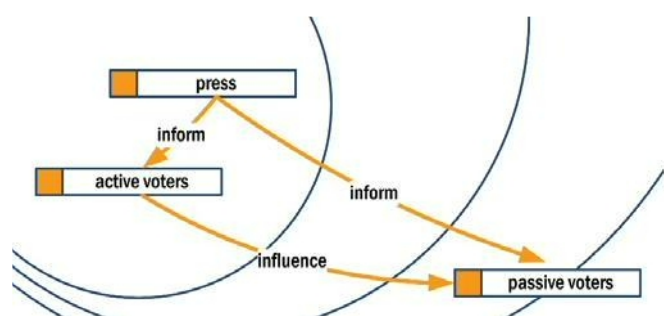
What we learn from this example is that two groups of people who are actively connected to what we are doing (i.e. in a direct relationship with our campaign or project), in this case the press and active voters, are able to connect to a remote group of stakeholders that we are unlikely to be able to exert any significance over, namely passive voters. Once you get to know your stakeholders - your audience - and how strongly they affect/influence or are affected/influenced by the project
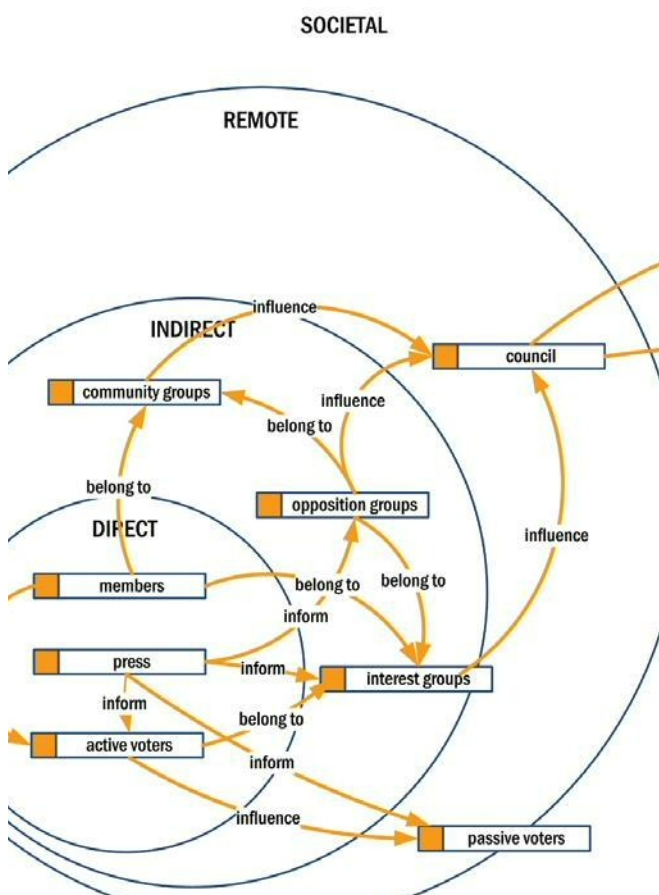
or campaign, you've also gained some understanding of the key relationships that exist between stakeholders (and between you and the stakeholders).

The end-result of this process is a graphical representation of the stakeholder ecosystem in the form of an Audience Map. This shows not only where you can directly influence but how you can reach those hard to reach groups by working with third-parties and by allowing them to become channels for your engagement. Here's our earlier example again, this time with the relationships added in. This is your completed Audience Map. A useful place to begin before you start making assumptions about what it is that you're doing and the impact that it will have.

UNDERSTANDING INFLUENCE AND VALUE

A visual representation like the audience map helps to build awareness and a shared understanding of all the actors and agencies involved in a place or project. The next stage is to understand how these groups relate and inter-relate. Understanding this will help you develop strategies for connecting, listening, communicating and engaging beyond the broad-brush models of traditional government communication. This example uses a sub-set of the Audience Map from the previous chapter to explore influence and value:

STAKEHOLDER	INFLUENCES/ AFFECTS	INFLUENCED/ AFFECTED BY	DESCRIPTION OF ROLE
DIRECT			
Party members	Other members Active voters Interest groups	Active voters Press Interest groups	Party members are the key project workers for the campaign. At this level of granularity, it includes candidates.
Active voters	Party members Passive voters Interest groups	Press Party members	This describes the section of the community who are actively informed regarding local body politics.

You can see from this that relationships can exist one or both ways and that a single stakeholder can be both influenced and an influencer. Often you will see that complex circular relationships exist. Influence moves outwards through the layers of the Audience Map only to return to the centre through the influence of other groups.

Influence can be obvious or subtle but not understanding who influences who else in your eco-system risks focusing time and effort in the wrong place. Spend some time looking at the key stakeholders on your Audience Map (most likely those in your direct sphere but it could include others further out if they are

critically important) and how they are related to you and to others.

Ask yourself:
• Where do they get their information from?
• Who are they closely aligned with?
• Who do they trust?
• What is the value exchange between you and your key stakeholders?

You might then want to describe these interfaces and interactions:

ORGANI-SATION	INFLUENCES	INFLUENCED	VALUE FOR THEM	VALUE FOR US
Interest Group A	Party, Public, Media	Parliamentary party, International organisations	Support, credibility, policy expertise	Voice in council

You now have a good understanding of the people and organisations in your eco-system; how they relate to each other and their relationship with yourself and others. Specifically, you understand their distance from you, level of influence and how they might be reached.

It's now possible to define and categorise your audience and to understand where it's useful and constructive to direct your energy, who needs more work and which groups might remain too hard for you to engage directly with (in which case, consider how indirect channels via others in your audience ecosystem can be used to bridge the gap). Think about the people you want to target for engagement. Whether it's creating a call to action to make your theory of change real for people, influencing their thinking and decision making or targeting some kind of behaviour change, you can now focus on developing your campaign messages according to each stakeholder's level of interest and influence:
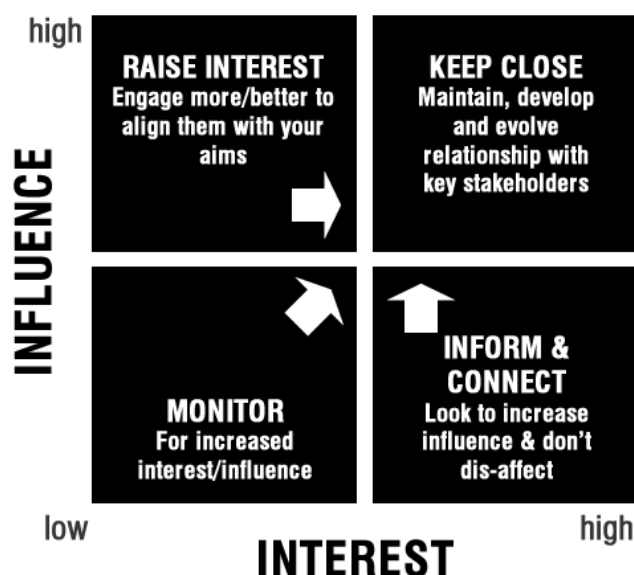
- **Monitor** those with low interest and low levels of influence.

- **Inform and connect** with those in your audience who have a high interest in what you are doing but exhibit relatively low levels of influence. This group matter because they can be supported to become more influential (by you and others, particularly through social media) and they are also potentially able to become dis-engaged and dis-affected and therefore become negative influencers.

- **Maintain interest** from those who are key influencers but have lower levels of interest (examples include politicians and journalists). You need to ensure that this group is kept connected to your campaign. Consider too that you want to encourage them to become more informed and more positively engaged but there is also a risk of them becoming dis-affected.

- **Keep close** to the key influencers with high levels of knowledge and expertise. These are the critical influencers in your network and must always be a focus of any communications strategy. It is too easy to focus on shifting

other groups towards your position at the expense of maintaining the relationship and message with those already close.

- It is critically important that your communications strategy incorporates reflection and listening, particularly with the latter two groups.

Here's an example of the influence and interest matrix using our earlier example. You'll see that one of these stakeholders exerts potentially strong negative influence - make sure to include any opposition within your eco-system and be aware of its impact so you can develop counter-strategies):

INFLUENCE	High	Press Community groups	Members Interest groups Opposition (-ve)
	Low	Passive voters Council	Active voters
		Low	High

INTEREST

You can map the stakeholders you identified earlier across the four quadrants above and then ask these questions:
- What do they think now? -> **Beliefs**
- What do we want them to think?->**Change**
- What do we want them to say when they talk about us? -> **Narrative**
- What do you want them to do to make this change happen? -> **Action**

You now have a starting point (as is) and a tangible end point (where to). The next challenge is to create an action plan for each key stakeholder (or groups of stakeholders where this is appropriate - but remember that the broader the audience the more generic the message and you might lose some of the necessary nuancing in your message).

For each of your target audience, you might also want to consider:
- Their direct and indirect influencers (who do they listen to).
- Their values.
- Potential triggers for change.
- Favoured and appropriate methods and media for communication.

You know who matters, what they think and what you need to do to get them to support you (or to counter what they say if they are counter-positional). Now is the time to activate your campaign or communications strategy. One very simple model you can use for this is:
- Message; Momentum; and Mass.

It's rarely productive to simply argue that something is wrong. People want solutions, not more problems. All that does is place you on one side of what is already likely to be a polarised debate. To overcome this, use a simple three-part story:
- Explain the problem your campaign or product will solve.
- Make the story personal, relevant and compelling.
- Be clear about what you want to people to do (don't leave them guessing).

WHO	WHAT THEY THINK	WE WANT THEM TO THINK	МИ ХОЧЕМО, ЩОБ ВОНИ ГОВОРИЛИ	WHAT WE HAVE TO DO
Press	No track record	They might be new together but individually they're hugely experienced	Experience comes together to bring a new refreshing face to local politics: Better together	Promote established candidates Point to track record Create inspiring electoral ticket
	Single issue party	One issue might be a catalyst for formation but the track record goes right across all the key issues	Recognise all the important issues	Ensure that policies are clearly promoted Show range of previous successes
	Not interested because new	They're Strong, serious contenders: a credible force	An interesting and viable new force *who can win*	Track record combined with strong local candidates and clear message. Engage in public debate

In other words, create an outcome focussed, human-level call to action! If you're a charity, chances are you're already good at this. Yet often this is exactly what our elected representatives are missing and need to hear. In a world of evidence-based policy, it's even more important to relate the campaign to something real and human because people will engage emotionally with this as well as logically with the underlying data. This is a key to turning advocacy into a compelling case. A drop of water eventually becomes an ocean and the chances are that you are not alone.

The next stage is to create momentum. You know who the key influencers are and you've worked out how to reach them, now look for the network multipliers and ensure that you're not just one voice shouting in a crowd.

The third stage is to consider whether you need to create mass. Some campaigns need mass public engagement, such as where online campaigning can significantly raise the attention around an issue. Others may need strategic partnerships with one or two relevant organisations to add clout. You need to think hard around this, as there is no right answer and no checkbox answer. Sometimes both are needed. Either way, it pays to think open and collaboratively around campaigns, especially where others can bring something unique to the table, add credibility or help spread the message. Unusual partnerships can show strength and depth, both of which can be valued by policy makers and lawmakers.

There's power in these numbers. But once the campaign has got going it is all about getting in front of the people that matter – the decision-makers. By all means use the mass-email technique to raise your profile and demonstrate support but alone it's as likely to frustrate lawmakers as it is to engage them. Back up your story with policy by explaining what's happening, the impact if it happens and what should happen instead.

User personas.

Once you have a broad idea of who the different audience segments are and you've identified key sub-sets who you might wish to target, you will need to understand how they think. It can be helpful at this point to create some 'user personas'. A 'user persona' is simply a fictional but believable character that you imagine based on demographics and characteristics of the different types of users that you want to reach.

A sample user persona could look like this:

John is 18 years old, he has just started studying at university and has left home for the first time. He isn't overly interested in politics, but he is concerned about climate change and the environment. He is starting to take an interest in student politics and his friends talk a lot about how they can improve the environment. John doesn't really believe anyone in power will listen to him, so he isn't motivated to get involved in a consultation. He uses social media, mostly from his phone, but never reads a newspaper and rarely watches television.

FRAME THE CAMPAIGN

Think about election posters, debates and party-political broadcasts. Think about how the sudden onset of summer brings out endless TV commercials trying to sell us garden furniture or how charities try to persuade us to sign up to a good cause. These are all campaigns and if you want to advance the principles of strong and active democracy and build momentum for the democratic movement (and indeed make good democracy work in a practical and real way) there are things that you can learn from them.

A campaign is just a project: like all projects it has a beginning (planning), a middle (execution) and an end (evaluation).

All good campaigns need a call to action; you're asking people to do something! In this case it's get engaged, understand the situation better and take part in the conversation. Whether you're trying to engage a sceptical public or create change within your organisation, elements of good campaign planning can help you.

TEN KEY POINTS ABOUT DIGITAL ENGAGEMENT

1. Digital is not a 'one size fits all'; choose the right tools for the job.
2. The internet is a conversation, recognise the dynamics and relationships in your ecosystem.
3. Make sure your processes are transparent and that you follow it.

4. Understand your real audience, involve them and keep them connected.
5. Look for partners and pathways to connect more widely.
6. Trust your network with the message and give them the power to re-shape it for their own audiences and get to know the key information pathways in your network.
7. It starts with the message but succeeds when there is momentum and mass.
8. Develop messages based on people's interest and engagement, not your own; know who to target, where, when and with what message.
9. Ensure that you create a meaningful call to action so people who engage know what to do next.
10. Always be learning and see engagement as a process of continuous improvement: measure, learn, reflect and refine.

One simple model for a clear campaign structure is based on six key stages.

Target	Визначте конкретні результати: це те, чого ви хочете досягнути до кінця проекту. Установлюючи цілі, будьте реалістичними, але й водночас амбітними.
Measure	Make these outcomes measurable so that you know you're going in the right direction and whether you succeeded (or not). Spend some time defining the metrics you want to record but make sure they are realistic, for example, the number of signatures on a petition is one measure that's often used but did people simply sign and walk away (indicating support but little engagement) or did they actually mobilise and take action, become part of the campaign? Think about how the metrics that matter change during the lifecycle of the campaign too.
Focus	Answer the following questions to make sure that your campaign has focus. Keep checking back to see if they hold true or are changing to ensure that your focus is in the right place: 1. Who is your audience? 2. What does your audience want to hear? 3. What do you want that audience to do? 4. How would you like your audience to scale the campaign and own the message? 5. What are your priorities?
Actions	Consider direct actions that you can take to build momentum and mass as well as how you support others to create indirect momentum for you. Think about how you might be able to work with other stakeholders to co-create campaigns and let go of the message. This allows people in your indirect and remote audiences to hear your message in a voice they recognise, from people closer to them and whom they trust.
Fine tune	Constantly reflect on what is happening and be prepared to change the message, pivot the campaign and refine the metrics you are using.
Close	It doesn't matter how things went, good or bad, always take the opportunity to learn from the process. Evaluate what worked and what didn't work, what you could do differently and what you would do again. Really get to understand what happened and you will be better equipped next time.

9.2.   CASE STUDY: HEARING NEW VOICES

A deliberative process for the Scottish Government and NHS Lanarkshire to understand what was important for people in the future of health and social care.

"The aim is to bring in as many voices and perspectives into the room as possible in order to solve problems together. We believe that asking people to be involved in decisions is really important, and [this is] a neutral mechanism to make it happen, but retains a strong link to government."

Who is NHS Lanarkshire
• One of 14 territorial health Boards in Scotland, they are responsible for the "protection and the improvement of their population's health and for the delivery of frontline healthcare services".
• Provides services to 650,000 people in South Lanarkshire and North Lanarkshire.
• Three large district hospitals and a range of smaller units.

About the project
• The Scottish Government facilitated a radical approach to public engagement around the strategic priorities of NHS Lanarkshire.
• This was an experimental project to demonstrate alternative ways of working with the public.

- Centred around a one-day workshop.
- Members of the public were recruited from existing health networks and directly from local communities.
- The workshop was attended by these two public groups and by NHS Lanarkshire senior staff and was independently run and facilitated.

Recruitment

- The traditional public interface connected with people who were already involved in health (as carers or patients), this project wanted to bring in people that did not normally get involved.
- It used on-street recruitment to introduce the workshop and invite people to register an interest.
- Attendees were supported in terms of transport to and from the event.
- There was a significant drop-out; follow up suggests that this was a lot to do with personal confidence and anxiety at taking part.

Event

- 30 people, of which about half had already had some engagement (either working for NHS or through other forums) and the rest were new to engagement.
- Lead moderator and five facilitators, all independent of NHS Lanarkshire.
- Process designed to hear every voice.
- Deliberative event: first the evidence and building shared understanding; then hearing from each other, and only then thinking about actions that could be taken.
- Citizens came up with a list of 10 recommendations, which were presented directly to the Health Board, who deliberated on them after the meeting.

- Culturally challenging for NHS Lanarkshire as they had never been involved in a deliberative setting before.

Challenges and Benefits

- NHS staff knew and were comfortable with public from existing contact groups but found the new intake harder to connect with.
- The incumbents (members of existing groups) were resistant to newcomers and could be patronising; some initially felt challenged.
- The confidence of the newcomers increased as the day went along; the process was designed to ensure that they were listened to and included, and this worked well.
- Many of the innovative ideas came from newcomers.
- By the end of the day the group was noticeably more aligned and working well together, showing that with good support and facilitation such a diverse group can become productive.

Reflections and Learning

- How can you 'break the mould' and design a process that involves new people?
- How do you give people confidence to continue to engage (or overcome the fear)?
- What about incentivising participation?
- How do you value the knowledge and experience of everyone in a diverse group?
- How do you help incumbents who feel threatened and stop them from withdrawing?
- How do you build an organisational culture that is willing to listen and debate ideas?

10 COMMUNICATION AS AN EFFICIENT TOOL FOR ENGAGEMENT BETWEEN THE PUBLIC AND THE AUTHORITIES
or why you cannot influence if you cannot listen

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10.1. WHAT YOU NEED TO KNOW ABOUT COMMUNICATION

Whether we communicate with co-workers from our organisation or with representatives of public authorities, profound comprehension of and the ability to use the basic principles of communication are required in order to understand how a message may be conveyed to different target audiences.

What could be a potential stumbling block between NGOs and public authorities?

1.   A lack of communication

No one will find the information unless you share it. It is important to understand that communication is not something that goes in the 'came, spoke - understood, done' manner. Communication is a two-way, symmetrical link. If asymmetry occurs, when only one side talks, while the other merely listens, communication loses its effectiveness.

2. The 'they must understand' attitude

Naturally, authorities must listen to the opinions of citizens and take them into consideration when making decisions. However, no one will actually understand you if you do not build an effective communication strategy. In this case, for NGOs, the authorities are just another audience that must be reached out to.

3. A lack of communication strategy

If you come and say that this idea must be implemented, simply because it is important, that will not work. In an efficient communication scheme, the audience must first learn of the existence of the communication item, then get interested in it, try it, become a regular customer, and lastly, a fan. Regarding the authorities, the end result should be precisely a positive change or a solution to your problem.

4. General proposals

For example, you are concerned that rubbish pollutes the inhabited locality. However, this can be prevented if it gets sorted and recycled. The problem is that rubbish is not sorted in the city, as no one knows how to do it. If you present your problem and proposal in the 'something has to be done' style to the authorities, then the communication will not be as effective as when you offer a vision of a solution. For example, you could offer the names of activists who could conduct trainings on how to sort rubbish properly.

It *is extremely important to convince those whom we contact to act in a certain way. But this is not the ultimate goal. Before that happens, we need to influence the understanding, perceptions and expectations of our listeners. To do this, our communication needs to be thought out in detail.*

10.2. COMMUNICATION STRATEGY COMPONENTS

Basic principles of efficient communication

Planning an information campaign is very similar in its structure to developing a communication strategy:
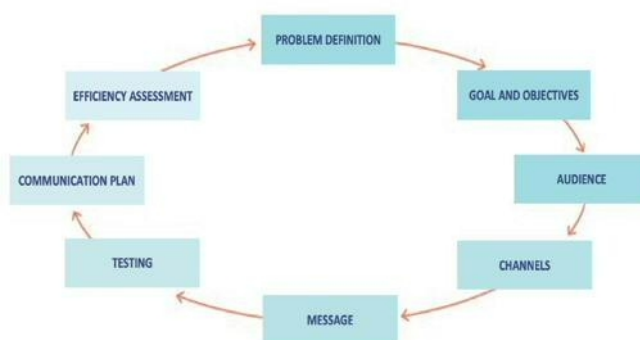
1. Define the core problem

Any information campaign should start with researching the problem that one is attempting to solve. Examples of such research may include a major opinion poll, focus group or looking for and reviewing the available data and sources on the topic. Facts and data are a useful tool in promoting your topics and projects. You may use key facts to capture the journalists' attention or use them in conjunction with the release, on a website, in publications or when developing the key messages. Furthermore, these facts can be used to precisely define the goal and objectives.

Here is an example of a fact sheet from the 'Culture and creativity' platform

2. State your goal

It will be easier for you to state a clearly measurable goal if you proceed from the problem that the information campaign is designed to address. The goal should sound like a challenge, envisaging changes in the target audience behaviour, drawing attention to the topic, calling for reassessment, breaking stereotypes, providing information or fostering changes, including to legislation.

Exercise

AND WHAT IS YOUR PROBLEM (CHALLENGE)?

Write down your problem and its potential causes.

THE PROBLEM THAT I/WE WANT TO SOLVE   POTENTIAL CAUSES

The problem is that

This is the problem because

Our goal is to

3. Define and segment your target audience clearly

Before proceeding with the development of communication, performing deep analysis of your target audience is recommended. It should never be 'the entire Ukrainian society' or the 'general public', because by communicating with everyone all the time we will be unable to convey our message effectively to anyone. You are not writing a plan for an imaginary community of people, i.e., all 18+. No! You profile specific individuals. It may even be 5 different audiences, but the clearer the distinction you make between these target audiences, finding narrow channels of communication and make your messages interesting to this particular person, the more successful your communication will be.

4. Message

It is important that a call to action is included in your key message. Explain to your audience how people can influence changes. Each target audience needs to be spoken to in 'its own language'. Messages are not only about WHAT to tell, but also about what should NOT be told. Messages may be ramified, address different audiences, have several subtopics, but they must always go back to the main idea. A message should be packaged in a story with a protagonist, who, roughly speaking, fights something, wins and changes the situation (storytelling). A recipe for a well-formulated message: statements + arguments supporting it + practical examples. In a message, not only THINGS THAT YOU SAY, but also THINGS THAT YOU DO NOT SAY are important, or tell cautiously, to avoid being compromised or misinterpreted. Further information on how to create distributable content may be found elsewhere in this Handbook.

CULTURE MATTERS   CULTURE MATTERS, SO BE AN AMBASSADOR AND SPREAD THE WORD!

The cultural and creative industries are:

- 4,5% of the world's GDP and forecast to grow 10% per year
- growing faster than manufacturing and the service industries
- the leading sector for growth and employment in the EU
- currently providing 8.3 million jobs and €558 billion revenue in EU
- The generator of €11 million an hour in 2014 in the UK
- third biggest employer in EU
- providing 2.5 times more jobs than car makers
- employing more young people than any other sector
- enhancing start-ups, entrepreneurship and innovation
- generating investment and tourism

Culture and art:

- contribute significantly and uniquely to the well-being of society and individuals
- improve community cohesion
- increase social engagement
- contribute to happiness
- improve health
- build trust and dialogue
- define values
- transfer knowledge across generations
- make diverse and tolerant societies

Make a life-size portrait of this person	
	Full name:
	Day and year of birth:
	Nickname:
	Distinguishing features:
	Education:
	Occupation:
	Wealth (income and assets):
	Marital status:
	Children:
	Pets:
	Information received for private purposes:
	Information received for business purposes:
	Approximate life situation
	State of needs (what needs do they try to satisfy?):
	Pressure points (what are the problems in this person's life?):
	Notes:

5. Select information channels used by your audience

Use different tools, not just media or advertising, but also street art, street installations, flash mobs, exhibitions, etc. A message or an event must be timely, therefore, you need to analyse, for example, whether you should use major events as drivers in promoting your message. Most importantly, the channels should be relevant to our target audience. It's quite difficult to notify senior citizens of the Christmas Ball via Facebook, isn't it? Or, for example, bring the news of a rap party by advertising on a family channel. That is why we must definitely know the channels that our audience uses to receive information and which ones it trusts most. These will be the channels that we need. It is precisely them that we should use as our content delivery tool. As with any other components, you need to conduct a thorough analysis of your target audience in order to identify the channels.

The context and matching it are also very important, given that the 'lifespan' of the news is very short in media space. However, one can invent an original event to make time be on our side (for example, Christmas in April).

Another tip: it is better to hold events in the first half of the day and in the first half of the week. All the above considered, you may start drafting an action plan by defining the end goal (who? what? when?).

CASE STUDY: Unexpected communication channels - the UNICEF experience

Traditional media, news agencies, social media, or personal contacts with key actors are generally regarded as communication channels. These channels usually perform well, although in certain situations none of them is capable of becoming a meaningful part of a campaign. In these instances, one should be creative and think of the channels that are not widespread, perhaps are even new or one-off, but can deliver the message efficiently.

For example, the international organisation UNICEF learned from the U-report study that most surveyed students had experienced bullying at school.

Simply saying, especially to teenagers, that something is bad or unacceptable would not be helpful. Therefore, rather than saying 'no,' UNICEF offered an alternative. The organisation relied on three messages in its information campaign - blogging, deejaying and skateboarding, i.e., activities where one can release one's energy and do something "cool", without hurting each other.

This resulted in an unexpected effect. The goal was to change the behaviour of teenagers, and no one expected that the topic of bullying would be so actively picked up by the media.

6. Test the message

This is one of the most important steps - you may find a very creative solution, but only your target audience is able to confirm whether you have chosen the right track.

7.   Gauge the efficiency. Compare the achieved results against the target

Make the results measurable, so that you may know that you are moving in the right direction and whether you have succeeded. Make sure the indicators are realistic.

Use quantitative and qualitative indicators, including content analysis of media articles, feedback on information materials from focus groups, feedback forms at public events, online surveys, studies of awareness among various target groups, before and after the campaign is over.

Exercise

Prepare your campaign strategy, starting with the key facts about the problem that you intend to address, the goals and objectives of the campaign, the target audiences that could be decisive for the changes, how they consume information, and what is important to them. Formulate messages and communication tools, and define indicators of success..

You will be assisted in this by:

The communication plan template

Situation analysis (facts and figures, SWOT)
The overall objective of communication (SMART)

Target audiences	Key characteristics (social, demographic, economic, psychological, etc.)	Key interests, values and pressure points	Bias	Counterarguments

Action plan to develop a communication strategy:

1.   Working with target audiences
- identify target audiences, describe and structure them
- conduct focus groups for the main target audiences
- conduct in-depth surveys of experts for each target audience
- profile target audiences
- formulate key messages for each target audience

2.   Determination of communication channels, speakers and instruments
- determine communication channels with target audiences and impact capacity
- determine communication tools and methods for target audiences
- prepare the communication matrix

3.   The next step is drafting a plan for the implentatiuon of the communication strategy:
- outline a model of public communications
- determine key performance indicators in the implementation of the communication strategy; short-term and long-term goals
- prepare recommendations on the formats and frequency of public events to deliver key messages
- prepare recommendations on the communication strategy implementation
- build a matrix of key indicators and methods of the strategy implementation
- the final stage is monitoring and performance assessment through content analysis, focus groups, surveys (telephone, online, outdoor), expert interviews.

Five factors to change behaviour

When developing information campaigns, one can set the bar high and try to change people and their thinking, since communication, as you already know, is capable of many things. However, studies confirm that it would be more efficient and realistic to work on changing behaviour directly, rather than thinking or attitude. The reasons are:

- Change in thinking is very difficult to measure. After all, the things people say about their attitude are different from their real actions (for example, the number of people who believe that they exercise does not equal the number of those who actually exercise, as shown by surveys and studies conducted in gyms).
- Information campaigns are not necessarily the drivers of change. Analysis of environmental campaigns shows that at least 80 per cent of the factors that influence behaviour do not result from knowledge or awareness.
- The attitude of educated and informed people can be changed faster and easier, which means that each information campaign only increases gaps between various groups in society.
- Information campaigns that change attitudes require enormous resources, unlike the methods used to change behaviour.

Therefore, we need to focus on changing behaviour without attempting to change attitude or belief. British behavioural science experts combined major factors that are essential to behavioural change into MINDSPACE - an acronym comprising the following initial letters:

Messenger

We are heavily influenced by who communicates information.

Incentives

Our responses to incentives are shaped by predictable mental shortcuts, such as strongly avoiding losses.

Norms

We are strongly influenced by what others do.

Defaults

A person may be helped to make the right choice, if the best options are offered by default.

Salience

Our attention is drawn to what is novel and seems relevant to us.

Priming

Our emotional associations can powerfully shape our actions.

Affect

People are influenced by emotions.

Commitments

We seek to be consistent with our public promises, and reciprocate acts.

Ego

A few examples using these elements to effect behavioural change:

Messenger. The school sex education curriculum produced results contrary to the expected ones and increased the number of pregnancies among teenage girls. In the U.S., former students who gave birth while in high school were invited to schools as bad examples. However, these girls turned out to be so strong and experienced, that it commanded respect among the teenagers and generated the desire to be grown up like them.

Defaults. We 'go with the flow' of pre-set options. For example, encouraging vaccination personnel to record the time and date of the appointment increased vaccination rates. The same applies to the organ donation system. Where individuals are automatically listed as donors under domestic laws, the percentage of those who opt out is very small. This is in contrast to info campaigns focused on attracting donors.

Attracting personal attention to increase concern. Studies show that if a traffic offender is served a ticket containing a photo of his/her car, it will have a greater effect than a mere reminder. Or if tax dodgers are sent photos of the nearest prison as a hint of a more severe punishment, the percentage of those who will definitely pay the fine is likely to increase.

How to create distributable content

Imagine yourself as a reader

Identify the target audience, its needs, values, interests. Find the channels through which it receives information. Make a profile of your reader and imagine that you are him/her. Learn to think like your reader, make a list of topics that would interest him/her.

Contemplate the content structure

After selecting a topic and collecting all the information, think about structuring the content correctly. To do this, use the inverted pyramid rule - arrange information from the most to the least important. Divide the text arbitrarily into three main parts: introduction (setting the context), outcome (to show the change or failure) and conclusions (meaningful and free of lecturing).

Be prompt and unique

In the first two hours of a critical situation, gather all the information, activate monitoring services and generate key messages. When reporting a pressing problem or situation, stick to the 4U formula. Remember that your report must be Useful, Unique, Urgent, and Ultra-specific. Emphasise the novelty and uniqueness of your report in the text.

Support your words with facts

To convince the audience once and for all, include facts and data in the text, refer to various studies and authoritative sources, try to avoid incorrect data.

Tell about real-life protagonists

Bring protagonists and opinion leaders into your material. Report their dialogues or provide apt quotes, creating a participation effect.

Come up with a suitable headline

Research shows that 80 per cent of people read a headline and only 20 per cent - the entire text. How to write a headline that would draw the attention of most readers? Use a question or a quote from the protagonist, numbers, facts, as well as catchwords in the headline. Please note that the headline should not be large, use no more than seven words.

Keep the content simple

Stick to the rule 'one sentence - one thought'. If you publish the text in a blog, the posting should not exceed 2,100 words. If you intend to disseminate information in social networks, pay attention to the recommended length of postings. For example, it is 40–80 symbols in Facebook, 71–100 symbols in Twitter, and 138–150 symbols in Instagram.

Check punctuation and definitions

Check all terms and symbols in the final version of the text. Try not to use more than one exclamation mark and ellipsis in the text. Try also to avoid foreign words (except for brands - they are written in their original language), abbreviations, jargon, etc. Also, do not overuse short sentences, or, conversely, long ones.

Work on visuals

A visualised text is perceived much better. According to studies, approximately 80 per cent of people would like to read the text if it contains visuals. Please note that the text should have at least 50 per cent of images. Today, videos and live broadcasts are among efficient trends.

Test the final version of the text

Before publishing the report, we encourage you to review the final version of the text. In doing this, your primary task should be to reduce the text at least by 25 per cent. Re-read it three times and make it simpler. At the end of the text, a call for action or suggestions should be made. Please note that the last sentence should initiate feedback. Show the text to your friends, test it.

10.3. PARTNERSHIP: HOW TO EXTEND THE CIRCLE OF INFLUENCE

Start with the map of potential partners

Who can help you in achieving the project objectives? It is important to identify those persons with whom you share common ground in order to build the partnership on collective values and make it mutually beneficial.

Media

The media can not only provide information coverage of the topic, but also become an active advocate for change. Try to offer partnership to the media, which may include a series of materials or creative formats.

Journalists can tailor your expert examinations, reports and research to various target audiences much more efficiently.

Governmental authorities

More often than not, the State itself is the main partner in addressing social problems.

Opinion leaders and celebrities

It is important not merely to engage a well-known person, but to identify the best messenger specifically for your message. Check out who is the authority for your target audience. And, also, whose brand is in tune with your topic. A real-life protagonist may sometimes become your 'face'. Pay attention to opinion leaders in the online space and make a list of top bloggers who post on your topics. At the same time, invest in the development of your employees' personal brand. Media consumers in Ukraine put more trust in bloggers, experts, presenters, rather than in the media. Make a list of 5 opinion leaders that you would like to engage in your communication campaign and put down 3 ideas of cooperation for each one of them.

Other civil society organisations

When addressing social problems, partnership is better than competition, therefore, work on creating consortia with other civil society organisations.

Tips:

Everybody competes for success. Success, meanwhile, requires successful campaigns and interesting case studies, media coverage.

Never start communication with request. Start with an offer. Arguments like 'help us, please, we have an important social problem to tackle, otherwise everyone will die' are no longer relevant. No one pays any attention to these projects any more, because other, more successful offers are available. Your offer must have a powerful creative support. And specify also, how a potential partner may benefit from your offer.

The idea must be simple enough for a child to grasp it. Messages must be clear, so that they would reach the last recipient without losing anything on the way. You can test your messages on friends or, even better, - on children.

Tell stories. Good stories cannot be invented or bought; one must venture out in the field to find them. Indeed, when talking to partners, one should be prepared to recall an actual story from their own experience. The content of this story may be either positive or negative; although the main thing for it is to be true. Later, when your project gets mentioned by other people, they are most likely to remember these real stories.

Infotainment has won. Today, the battle for logos on mock-ups is over, everyone is fighting for engagement. PR, communication, and marketing move together and decisively into the zone of emotions. People who experience these emotions will be willing to talk about your project. If journalists or opinion leaders write about you unprompted, it means that

your project has turned out to be creative indeed, and the coming projects should follow suit.

Activity planning

Once you have outlined the strategy and negotiated partnerships, you may proceed with the activity planning.

Assess your resources

A Facebook flash mob will be cheaper than billboards across the country. If your resources are constrained, you may want to select one target audience or another tool. This may be the first wave of your campaign. After that, it will be easier for you to find support and continue - on a larger scale.

Sometimes assistance from external experts or agencies is needed to conduct the campaign.

The most important thing when working with contractors is to define objectives clearly or, preferably, prepare a brief. Sometimes agencies themselves can help in drafting such a document (brief), where the key parameters are set out and taken into consideration.

Pay attention to the quality of multimedia materials. At present, the audience has certain expectations formed in respect of a high-quality visual component. Engage professional designers and video production companies.

Integrate emotions and practical information - you can see examples of this integration in the media. The goal of the media is to create entertaining content, but, at the same time, also to inform.

You will need real stories, tips, creative ideas for new formats of presenting information and holding events. As a result, your promotional plan may consist of selected channels and tools, specific events and activities, budget and timeframe, and the persons (from among the team or partners) responsible for this area.

Media relations

While promoting any organisation, numerous questions arise. Among the most common is: 'How do I get in the media?' Let us try now to understand, both from the PR officer's and the journalist's viewpoint, how to establish the first contact, what media need, and how to work with different types of media.

While to gather a press conference is something that most executives dream of, a mandatory requirement of a PR officer is to have an up-to-date database of journalists' contact info. Besides, the press release that gets identically reprinted dozens of times in news aggregators will be needed by PR agencies for reporting purposes, but, more often than not, would not yield the result required for your project.

So, first and foremost, you should ask yourself:

'Why would we need the media at all?'

Let us start with the objective. Media entertain and provide useful content. What is your organisation's objective that you want to convey through the media?

If, for example, you want to find investors for a project, the more efficient way would be to compile a list of potential investors and contact them directly. It might be better to lobby for your sector's operating environment; perhaps, it would be worthwhile to print a thorough material in an analytical publication or even in international media, rather than talk about it on a national channel, squeezed between traffic accident reports and politics.

NGOs should focus on the media whose audience is essential for the organisation. One may take the most recent map showing the percentage of the Ukrainian TV channels' (or other media) coverage, look at your 'set of changes' and choose the media that fit your project. The topic, age, gender and social status of the media audience and those of your projects should match. Of course, TV channels may change their policies; therefore, you should be aware of reputational risks for your social campaign and the NGO as a whole.

Who is your audience, does it consume the media and for what purpose? For example, according to statistics, more than 70 per cent of people watch TV channels; however, less than 40 per cent of them trust their news. But who precisely watches TV? Will your audience actually watch a news bulletin or a programme dedicated to your project? After all, the average age of TV viewers is 45+.

The same applies to online media. It is precisely the niche editions working for a narrow target audience that are regarded as more efficient and popular. They may focus on city news for the creative class or business news for entrepreneurs and managers, or sectoral, by interests, etc.

Media sites often have a profile of their audience for advertisers. Use this information to understand which programme and channel your audience is watching.

One of the most common mistakes is trying to appeal to everyone. Many organisations believe that their topic is equally important to most people. This may be true, but the manner of communication and persuasion must be

different for individual groups. For example, the format for generating interest among elderly people is different from that intended for younger people. Similarly, there are not so many programmes that would be universal both for women and men.

It is also important to understand whether you can deliver the format of the content required by the media. For example, indoor press conferences look bad on the TV; modern TV channels are after interesting pictures. Is your project able to deliver a story with visual content? Do you have analytical materials or experts available for the industry or business media?

Everyone says that it is necessary to have a database of journalists' contact info. But how to compile it? This is not 500 e-mails that have been circulating within the organisation for many years and that often are irrelevant or get into journalists' spam folders.

Step 1

Make a list of 5 to 10 media outlets that share your target audience, format, and objective.

Step 2

Look at how they cover your topic and who are the writers. Collect links to the best articles and news reports. Find contact info of journalists and column editors, for example, in social media, on media websites, or by using your contacts among their co-workers.

Step 3

Find common contacts, topics, or an occasion to contact a journalist or the editorial board. The most difficult part is sending a letter or making a call to a stranger to ask him/her for something. So, try to find things that would arouse interest, and offer the journalist a convenient format (having a coffee nearby, attend an event with scheduled participation).

Step 4

Concentrate on your pitch for the journalist. Start with the facts, show why this topic is interesting for the public, argue, give examples of specific individuals, global trends.

Step 5

Having established a good contact with the journalist, try to learn as much as possible about the media outlet's inner workings, when, where and in what format should the information be delivered, who approves the editorial board's decisions, which topics to select and how to cover them, what should be avoided. In turn, try to be useful and maintain contact with the journalists at all times, and not only when you have some news.

A few universal tips

- do not write on weekends or at night, if you are not sure that the journalist is comfortable with it; find a convenient communication channel;
- if you promote the topic in multiple media outlets simultaneously, think of the emphasis and offer something unique to each of them;

- be honest - if pitfalls appear in the process, or the material is covertly promoting someone else's commercial or political interests, the contact and reputation will be lost. Name the sources of your data.

Your message

Message is a key element in any communication. It is what you want to convey and will be important, especially as concerns the media. You need to have a clear message.

For example, if you appear with a comment on a TV channel, you will have less than a minute to convey the most important things. And now even a single material in printed and online media has the reader's span of attention that does not exceed a few dozen words. So, prepare 3, maximum 5 offers that give the basic facts on your topic, triggering emotions at the same time.

Keep in mind what it is interesting to the media (and, therefore, to your audience) and adapt your messages to match this form.

For the media, it is important to speak about:
- the topics that are relevant for their audiences;
- conflicts, two clashing viewpoints;
- something unique, unusual, sensational;
- veritable facts;
- human interest.

Do you need a press release?

In most cases, the answer is 'no.' The most effective way to tell a story is to contact a journalist personally.

Writing a press release makes sense if there is a strong socially important (or important for your industry) press opportunity. Remember, the news should be not about you/your project, but about an event that is important for the community/industry.

If you have in mind writing a column or an entire article, journalists prefer to get material written in the style of their publication - take a close look at the articles.

Give more material than required, but not too much. It is important for a journalist to have some space and an opportunity to move around in it, to throw away or to add something.

Be ready to make compromises (no matter how great the material is, the editor always reserves the right to edit it).

Exercise

Prepare a pitch letter for the journalist, suggesting a topic and materials that may be of interest to a particular media outlet.

10.4. GET INSPIRED! CASE STUDIES OF SUCCESSFUL INFORMATION CAMPAIGNS IMPLEMENTED THROUGH JOINT EFFORTS OF THE AUTHORITIES AND THE PUBLIC

In 2016, the Australian Government's Department of Human Services launched its 'Family Update' page on Facebook provide further assistance to those families who depend on child support payments, Centrelink and Medicare. Australians can now ask questions and get relevant information about the platforms that they are already using.

'Have you got questions about your family payments? Save yourself time and join us online by clicking the "Like" button now!

During July last year we answered 80 per cent of customer questions within 3 hours. You won't need to wait on hold while we answer your questions and we regularly post loads of useful info to save you having to call us.

More than 50,000 families contact us here on Facebook with their questions, so join our growing community now.'

'The UK pays £millions a day funding
It's time to separate the real from the make believe
Sign the petition to reform political advertising
www.change.org/p/reformpoliticalads
The chariot pulled by a fiery dragon.'

AnalogFolk (a creative agency) is proud to support the Coalition for Reform in Political Advertising in creating and launching its first consumer campaign demanding government legislation to stop lies in political advertising. The campaign is running across social media, online and across outdoor sites and encourages viewers to sign a petition that demands legislative change.

Among the most successful marketing strategies used by the Australian Government is running an Instagram account. Here photos of Australia's most exciting landmarks are posted to encourage travellers to visit the country. The content is largely created by subscribers.

The Queensland Police Service uses its Facebook page for the purposes of public emergency control. Back in 2010–2011, it became the news channel during the flood in Queensland - one of Australia's largest natural disasters in recent decades.

The city of Florianópolis, through its Office of Animal Welfare, rescues and cares for thousands of stray animals and pets. This campaign aims to inform the public about limited vacancies for pets cared for by the Office and to promote the adoption of dogs and cats, communicating the idea that each animal that is adopted leaves room for another to receive care and attention, as well as the opportunity to be adopted too.
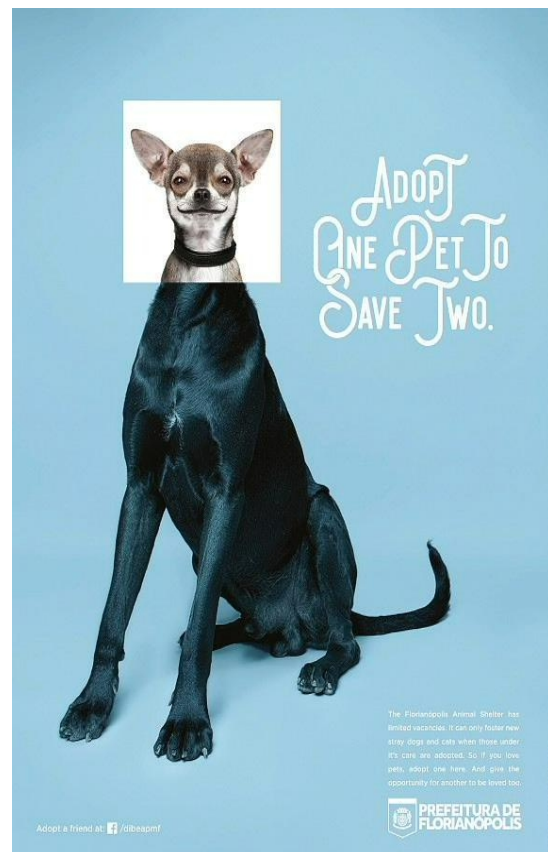
Exercise

Make a brief outline of a communication strategy for your organisation, the problem that you address, who your target audience is, which information channels it uses, and the 3–5 key messages you would like to convey.

Useful materials and sources

Online editions

http://mmr.ua   http://ain.ua

http://mc.today   http://www.prdaily.com

http://www.prweek.com/uk   http://sostav.ua/

Manuals and guidelines:

1.   J. Trout, Al Ries. Positioning. The Battle for Your Mind
2.   David Aaker. Aaker on Branding: 20 Principles That Drive Success
3.   Dennis Wilcox, Warren Agee, Glen Cameron, Phillip Ault. Essentials of Public Relations
4.   Maksym Ilyakhiv. 'Write and condense'
5.   Maryna Govorukhina. 'The forbidden book. Communication in civil society organisations'
6.   Yaryna Yasynevych. 'Communication of citizen initiatives'
7.   Andriy Kulish. 'Public Relations for civil society (non-governmental) organisations'

CONCLUSIONS

This Handbook offers a model for building a constructive dialogue and effective communication between NGO representatives and public officials on the basis of participation, trust, accountability, transparency and independence, to develop high-quality policies that truly address community issues. It is only through inclusive NGO participation at all levels (informing, consultation, dialogue, and partnership) and at all stages of political decision-making that it will possible to create a solution and a product that would meet the needs of recipients of public/municipal services.

It is important to know and to apply participation tools existing under Ukrainian law, as well as to understand how the operation of municipal structural subdivisions is arranged in order to provide consultations and communication in the decision-making process with the highest efficiency. The international experience mentioned in the Handbook enriches the tools and encourages the adoption of best international practices in the field of democratic innovation and application of dialogue methods. The national legal framework and international experience allow for unique entry points to be created for the public in the civil participation matrix when developing policy plans in the relevant areas.

Besides knowledge, it is important to have effective communication skills to disseminate information, receive feedback, and negotiate with different audiences. Communication is a two-way symmetrical link. If asymmetry occurs, when only one side talks, while the other merely listens, communication loses its effectiveness. The communication strategy thus becomes an integral component in the process of public consultations and advocacy.

This Handbook is a supplementary product of the Academy of Civil Participation, an integrated interactive training and practical programme, - a laboratory of common solutions by NGO representatives and public officials, whose intention is to create conditions for establishing a dialogue and developing joint consultation and communication plans in the process of political decision-making. Any successful application of the provided knowledge will then depend on your experience, expert knowledge, team support, constructive suggestions, understanding and readiness to communicate efficiently. Put your ideas in reality for the benefit of the community where you live by applying participatory tools and democratic innovation! There will always be resources and necessary people for important and good ideas, - just be constructive and act!

www.coe.int

The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, 28 of which are members of the European Union. All member States of the Council of Europe signed the European Convention on Human rights - a treaty aimed at protecting human rights, democracy and the rule of law. The European Court of Human Rights oversees compliance with the Convention by the member States.

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