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Navigating Diversity: Citizen Engagement in and across the EU

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Abstract

This technical report presents and discusses a navigable inventory of citizen engagement (CE) activities across the European Union (EU). As a first of its kind, this inventory was developed over a five-year period, 2016-2020, and allows its prospective users to navigate CE activities across the EU. For this purpose, the inventory makes available three datasets gathering CE Organizations, CE Projects by the European Commission, and EU-based Makerspaces. In so doing, the inventory extends the existing Community of Practice on CE beyond the Commission. The inventory allows its users not only to find relevant CE activities, but also to contribute to its further extension by adding their organization, project, and/or (maker-)space. This report outlines the policy context in which the navigable inventory was finalized, before presenting and discussing its design rationale and search modes, as well as two lines of exploratory inquiry and first empirical results. The report concludes by drawing together the principal outcomes and main recommendations from designing and testing the presented "CE Navigator."

1 Introduction

"The (often implicit) evocation of the highest principles that engagement might ideally fulfil can make it difficult to acknowledge and pay serious attention to the varieties of engagement that are very much less than perfect but still somehow 'good' (or, at least, 'good for thinking about')" (Irwin et al. 2013:12).

This technical report presents and discusses a navigable inventory of citizen engagement (CE). Taking its cue from the quote above, the inventory allows its prospective users to "pay serious attention" to the varieties of CE activities in and across the EU. The expression "CE activities" stands for the numerous CE Organizations (100+), CE Projects by the European Commission (25+), and EU-based Makerspaces (800+) that have been gathered in three distinct datasets. Each of these datasets is navigable according to its distinctively relevant fields, quality criteria, and participation methods. At the same time, this threefold architecture lends the inventory to being further developed, extended and/or amended, whilst potentially allowing its users to make connections between the navigated datasets.

As a "boundary object" (Star & Griesemer 1989), the navigable inventory lends itself to a range of practical uses, be they research-driven or more policy-oriented. For the European Commission, kindred public institutions, or otherwise interested users, the inventory makes available the breadth and depth of CE "beyond consultation," including professional and grassroots initiatives, off- and online, discursive and material. By design, the navigable inventory facilitates the matching of policy issues, key organizations, process design, scope, and engagement methods used *in situ* (i.e., from within and across particular situations, countries, and contexts). Its website presentation, furthermore, combines an intuitive user interface with topical resources and helpful links to facilitate accomplishing pertinent CE. In turn, this report sketches out *why* and *how* the navigable inventory can be used, from a policy and research perspective alike, as well as on the practical basis of "*what*'s to be found in there." Incidentally, the report suggests how the navigable inventory enables the *Community of Practice on Citizen Engagement* (CoP on CE) to be opened up and expanded beyond its current home: the European Commission.

To begin with, the report outlines the *policy context* in which the inventory was finalized (2.). Its core part, in turn, presents the *navigable inventory*'s design rationale, principal search modes "beyond consultation," possible lines of exploratory inquiry and first empirical results (3.). The conclusion draws together the *principal outcomes* and *main recommendations* from designing, testing, and using the inventory of CE activities (4.). The report includes a series of annexes allowing readers and/or users to go beyond the present report, be it in terms of inventory-related matters or additional resources (see Annexes 1-5).

2 Policy context

The *policy context* in which the navigable inventory of CE activities has been finalized is marked by the *manifest ambivalence between crisis diagnosis and democratic renewal*.

On the one hand, many commentators observe that democratic institutions over the last decades have come under threat both within and beyond the EU. A multifaceted crisis of democracy finds topical expression in current affairs and media discourse, "social" or conventional. Political debates and scholarly analysis regularly elaborate on the topic. Yet polemics often trump inquiry. On the other hand, and partially in response to the diagnosed crisis, CE, broadly understood as public participation in the political process, has seen a multifaceted renewal in many countries, both in technological and institutional terms, if not as "DIY citizenship." In the vein of these developments, CE is also high on the *Agenda for Europe*, calling for a "new push for European democracy" (Von der Leyen 2019).

A comprehensive diagnosis of the current crisis of democracy and its institutions is beyond the scope and purpose of this technical report. The crisis, as addressed or accentuated through political moves, public debate and/or scholarly analysis, appears as a multifaceted, intricate matter. Some analysts emphasize the decline of party politics and its traditional institutions (i.e., parliaments) as a foil for the emergence of issue-specific movements, activist and/or "populist," leveraged through social media (e.g., Urbinati 2019a). Other analysts highlight the recent history of the EU and its rigorous tackling of the financial crisis from 2008 onwards (e.g., Offe 2015). As an asymmetric expression of austerity politics, this rigour is identified as a proximate cause for political polarization keeping "Europe Entrapped" (ibid.). Of late, the "populist challenge" (Kriesi 2014) certainly has been accentuated with the UK's Brexit referendum and its lingering exit from the EU, not to mention Donald Trump's first presidential term in the US, as well as similar developments in the EU (e.g., regarding political challenges to judicial independence). Political polarization and polemic discourse have been pushed to a point of becoming a focal topic of political science and political theory of its own, both in institutional and conceptual terms (e.g., Müller 2016). For an anthropological argument, see Mair et al. (2019).

Even though the contemporary "crisis of democracy" is hardly reducible to a "crisis of communication" alone (Dryzek et al. 2019:1145), this restricted crisis diagnosis is of twofold interest for present purposes, critical and constructive.

— First, *polemics inhibits inquiry* – that is, empirical inquiries of political relevance, inquiries that contribute to clarifying problematic situations and envisaging participatory solutions (cf. Quéré & Terzi 2015:4-7).

— Second, *deliberation disables polemics* – that is, "deliberation can overcome polarization" (e.g., through echo chambers in social media) and, when "properly structured," promote "recognition, understanding, and learning" (Dryzek et al., ibid.), thus contributing to the participatory renewal of democratic institutions (cf. Chwalisz 2019, 2020).

The navigable inventory of CE activities presented in this report then offers an *inquiry-enabling alternative* to the polemic frame of political polarization. At the same time, the inventory allows its users to *articulate diversity*. This can mean to connect and clarify different CE activities. It can also mean that one contributes to their co-creation, be it in deliberative or other terms (e.g., via social work). Indeed, the diversity of CE activities seems to constitute a prime expression of the *participatory renewal* of democratic form, as the following sections will further elaborate.

3 Navigable inventory: charting CE in and across the EU

CE comes in many forms, definitions, and practices. Whenever its purpose is to enable public participation in the political process, at least two questions become relevant: what is the situation to be addressed? And what role is the involved public to play? Cogent answers to these questions often will involve locating particular organizations, developing innovative projects, and/or find relevant (maker-) spaces. What might be the key organizations and exemplary projects of CE in Europe today? And how might distinct spaces, and local makerspaces in particular, fit into the picture? As a "catalogue raisonné", the navigable inventory of CE activities facilitates answering these questions by showcasing exemplary endeavours across the EU. This section of the report, its core section, first explicates the *design rationale* of the inventory (3.1), before presenting its principal *search modes* (3.2) and elaborating on some lines of *exploratory inquiry* and first *empirical results* (3.3).

3.1 Design rationale: beyond consultation, towards engagement

The navigable inventory of CE activities was developed against the background of the "Spectrum of Public Participation" proposed by the International Association for Public Participation (IAP2 2020; also see Arnstein 1969)[1]. At the same time, we designed the inventory under the assumption that any type or level of CE, for it to become worthwhile, requires a "situational assessment" (e.g., EPA 2018).

- Why do you wish to engage with citizens?
- What is the issue or concern that needs tackling?
- How do you imagine to proceed?
- What resources, conceptual and material, can you draw upon?
- And what do you, and what can citizens, expect from the process?

These are some of the typical questions, when it comes to engaging with citizens, that any public agency, policymaker or research scientist will have to address, as part of his or her situational assessment. The navigable inventory of CE activities was designed to facilitate such an assessment by showcasing exemplary endeavours across the EU (see sections 3.2 and 3.3 below).

The inventory's *design rationale* may be spelled out in terms of three related assumptions, auxiliary assumptions that informed the design process:

1. An ecological assumption

Taking its cue from longstanding experience in the field of CE, the navigable inventory was constructed under the assumption that, in and as the expression of a democracy, there is already an "ecology of participation" that makes up civil society and its institutional arrangements (e.g., Chilvers & Kearnes 2015; CitizensLab 2017; Pereira et al., forthcoming).

Furthermore, we assumed this ecology to display an order that, depending upon country and context, could be found to present different facets of stability and change. A recent change is the "professionalization of public participation" (Bherer et al. 2017) which due to its ambivalent characters offers an opportunity to specify the "ecological validity" (Gehrke 2014) of different CE activities[2].

2. An articulation assumption

From a policy perspective, it makes sense to facilitate the articulation of different CE activities, as it does from a research perspective. First, articulating diversity allows one to *connect* existing activities in terms of their

[1] The IAP2's "Spectrum of Public Participation" offers a useful yet provisional overview of different types of public participation (IAP2 2020). These types are distinguished according to the "level of participation" by a public and its "increasing impact on the decision," a policymaking decision. More specifically, the IAP2 Spectrum distinguishes the "information" and "consultation" of a particular public (where no impact can be promised to it) from its "involvement," "collaboration," and "empowerment" in the formation of a policy making decision (where the promise of the public's increasing impact marks three modes of engagement, and CE in particular).

[2] That is, their respective validity as part of a particular situation or policy context, where our "CE navigator" facilitates a comparative appreciation. Professionalization, for sure, has led to a new division of labour, between CE organizations prioritizing different aspects of CE (e.g., its planning or implementing; Chilvers 2012). Yet professionalization honed by experts ("public participation professionals") has also opened up a tension with respect to the democratization of such processes, in addition to the risk of misplaced incentives due to commercial interests (tending to transform CE activities into public relations exercises). For further discussion of this and other ambivalences, see Bherer et al. (2017); Bobbio (2019); Chilvers & Kearnes (2015).

similarities and/or complementarities. Second, articulating diversity can also mean to *make explicit* particular activities in terms of their identifying features, be it in continuity with or contrast to others.

Taken together, these two articulation possibilities allow users of the navigable inventory to raise the question of the *political legitimacy* of CE activities and/or the established institutions that they sometimes challenge. In turn, "democratic answers to the problem of sovereign [or subversive] power do not consist in covering it up, but in exposing its operation so as to open it to the question of legitimacy" (Rebentisch 2012:23; our translation)[3].

3. A participatory assumption

The navigable inventory of CE activities was designed under the assumption that fostering public participation in political processes in and across the EU, by and large, is a worthwhile pursuit. In this respect, the navigable inventory comes close to recent "open government" projects, as charted by the OECD for example (cf. Chwalisz 2019, 2020).

Yet the inventory also showcases the virtually open-ended diversity of CE activities. Although the inventory largely prioritizes "invited" forms of engagement, CE is to be considered irreducible to governmental action. To claim otherwise would be to ignore "democracy's diarchy" (Urbinati 2019b:549) – its "double power of talking and deciding" (ibid.) –, which may be contrasted with a monolithic, if not patronizing conception[4].

3.2 Search modes: organizations, projects, makerspaces

The navigable inventory of CE across the EU offers three main search categories: *CE Organizations*, *CE Projects*, *EU Makerspaces* (with a fourth category under development: *Online Engagement Platforms*) (Fig. 1). Each category is searchable in its own terms, starting out with: 100+ CE organizations, 25+ CE projects by the European Commission, 800+ EU-based Makerspaces. Thus, the navigable inventory of CE activities – or "CE Navigator," for short – allows its users to search and find key organizations and work processes for CE, exemplary projects and pertinent methods of public participation, as well as different kinds of makerspaces, enabling one form or other of "DIY citizenship" (Ratto & Boler 2014). This section briefly presents the navigable inventory in terms of its basic search modes, data gathering activities and underlying design considerations.

Figure 1. CE Navigator and main search categories

[3] J. Rebentisch's book (translated to English in 2016) offers a philosophical inquiry into a "*democratically understood* 'aestheticization of politics'" (2012:23; emphasis added).

[4] "If one adopts a non-dual power conception of democracy and stresses the moment of the will or decision (of the people or their representatives) as only democratic, the mobilization and dissent of citizens would appear to signal a *crisis in* democracy, instead of appearing as a *component of* democracy" (Urbinati 2019b:550-551). In this respect, see also Müller (2016, 2019) and, with respect to the EU, Turner (2008).

3.2.1 Navigating the CE Organizations dataset

The "CE organizations" dataset is navigable via *one main filter set*, allowing its users to search for an organization according to its

- *Work Processes* (e.g., implementing CE)
- *Country of activity* (e.g., a selection of Ms)
- *Scope* (e.g., local, regional, national, European)
- *Type* (e.g., an association vs a company)
- *Policy Topics* (e.g., youth and employment)
- *Participatory methods* (e.g., focus groups)
- Digital methods (e.g., apps)

A *first "CE organizations" dataset* of 100+ entries was compiled during a 5-month period, from September 2019 to January 2020. For each EU Member State, CE organizations were identified, organizations that declared and demonstrated that they were involved in planning, implementing or otherwise facilitating the public participation of citizens in political processes. The compilation of this dataset drew upon internet searches, networking activities, as well as prior studies of CE across Europe (e.g., CitizensLab 2017).

In the process, the *search fields* were developed and defined, search fields in terms of which the dataset can be filtered and relevant CE organizations found. The progressive definition of these search fields also took into account recent developments in the field of CE, such as its "professionalization" (Bherer et al. 2017) and the resulting specialization. Accordingly, CE organizations can be located in the dataset depending upon which "work processes" that they prioritize (e.g., planning, implementing, coordinating, and/or studying CE)[5].

In turn, each field can be navigated (or complemented, whenever new entries are added) with the help of a customized *search taxonomy*. "Hybrid taxonomies," for example, afford users with a list of predefined categories for navigating a search field, whilst allowing them to extend that list by adding a category of their own choice. This notably holds for the "participatory methods" field. It presents users with different sets of professionalized methods (e.g., "deliberative methods" and "co-creation methods"), whilst allowing them to complement the field with their own self-labelled procedures (e.g., "mural art"). One does not exclude the other. In other words, this dual search mode dovetails with the "participatory assumption" of the navigable inventory (see section 3.1)[6].

The "CE organizations" dataset lends itself both to *simple and advanced search* modes. A simple search, for example, would be for "youth organizations in the EU." An advanced search might be "youth organization in Sweden with a focus on democracy" (a search mode to which we shall return, see section 3.3).

3.2.2 Navigating the CE Projects dataset

The "CE projects" dataset is navigable via *two main filter sets*, allowing its users to search for a CE project run by the European Commission in two ways.

First, a "*list search*" allows users to find projects according to keywords (e.g., an issue or matter of concern), contact information (e.g., the name of a contact person), lead agency (e.g., a DG), project start and/or end dates (e.g., 1st of May 2018), country (e.g., Hungary), as well as science or policy field (e.g., climate action). This first filter set, in sum, allows users to locate CE projects by the European Commission in terms of basic project information.

In turn, the "*project explorer*", the second filter set, allows users to find projects in the dataset according to

- *Policy Stage* (e.g., Implementation phase)
- Science or Policy Field (e.g., Agriculture)
- Participation Spectrum (e.g., Empowerment)

---

[5] These work processes can be distinguished as follows:

1. *Planning* includes the commissioning, sponsoring, and guiding of citizen engagement;
2. *Implementing* includes designing, facilitating, and reporting on citizen engagement – its "practicing" in situ;
3. *Coordinating* includes networking, capacity building, and professionalization; and
4. *Studying* includes researching, theorizing, evaluation, and reflection on citizen engagement.

The distinguished sets of activities are not mutually exclusive (the typology was first developed by Chilvers 2012).

[6] For further discussion of its methodological rationale, see Button et al. (2015, chap. 8, pp. 157-176). Other fields are searchable via a "closed taxonomy" which prescribes search categories (as for "work processes" or the "scope" of CE activities). One field, at this point, can be searched via an "open taxonomy" leaving it to users to define their search terms (i.e., for "other activities"). As part of the further development and actual use of the inventory, these taxonomies are open to discussion and/or amendment.

- *Participants* (e.g., Citizens, NGOs)
- *Methodologies* (e.g., Citizen Science)
- *Space* (e.g., City, Museums, Policy Lab)
- *Tools* (e.g., Environmental Sensors, Apps)

The "CE projects" dataset comprises 25+ CE projects run by the European Commission and is based on two surveys: one conducted across its Joint Research Centre (in 2018), and one across its Policy DGs (in 2019). These surveys complemented and extended prior networking activities of the CoP on CE, contributing to the mapping of competencies across the Commission and guidance on its future needs. Therefore, the surveys were targeted at any Commission staff having carried out a CE project, whilst paying particular attention to formats that went beyond on-line consultations (e.g., deliberative methods used in a physical venue)[7].

The resulting "CE projects" dataset allows users to both search for and showcase Commission-based projects. The "project explorer" is of particular interest in this respect. Indeed, it enables users to consider the "situational assessment" and "degree of public participation" in each of the projects. The former concerns the tackled situation, including the purpose and scope of a project (see also EPA 2018). The latter relates to a project's position on the "spectrum of public participation" (see IAP2 2020). As in the case of "CE organizations," the "CE projects" dataset lends itself both to *simple and advanced search* modes.

3.2.3 Navigating the EU Makerspaces dataset

The "EU Makerspaces" dataset is navigable via *one main filter set*, allowing its user to search for an organization according to

- *Typology* (e.g., to find a "Hackerspace")
- *Country* (e.g., in "Germany")
- *Topics of interest* (e.g., doing "art")

An *interactive map* facilitates fluid navigation across the EU to find local makerspaces (Fig. 2).

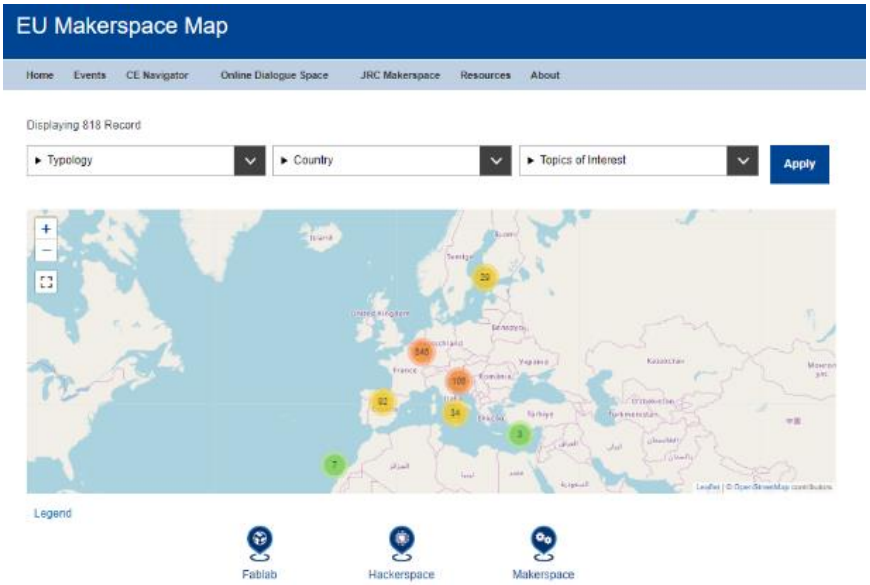
The *"EU Makerspaces" dataset* counts 800+ entries of makerspaces in all EU Member States, distinguishing between "FabLabs," "Hackerspaces," and other kinds of "Makerspaces". All of these spaces share common features, such as a community-oriented "DIY" approach and the pooling of technical resources. Yet they also differ with respect to each other:

- "*FabLabs*" (shorter for "Fabrication Laboratories or Fabulous Laboratories") are workshops enabling the personal design and digital manufacture of unique objects. A "Fab Charter" and "FabLab association" define and connect these spaces internationally according to common terms of reference (such as identical hardware and software capabilities).
- "*Hackerspaces*," in turn, are largely independent spaces, each of which affords its members interested in programming and playing around with technology with a "safe space" (i.e., providing a learning environment in addition to the technical infrastructure).
- "*Makerspaces*" were initially developed as creative spaces, fostering tinkering notably by children. Eventually, the concept has been widened to include both "FabLabs" and "Hackerspaces." Creative uses of technology, active participation, knowledge sharing, and exploratory collaboration define the main orientations of such spaces.

Of the 800+ spaces inventoried across the EU in 2016 (826 in total), "FabLabs" accounted nearly for half of them (48%; 397 spaces), whereas "Hackerspaces" accounted for 40% (327) and other types of "Makerspaces" for 12% (102)[8].

[7] For a related mapping of CE activities within and across the institutional framework of the EU, see Annex I.
[8] For further elaboration of the definitions and figures given, and a systematic overview of the "maker movement" in the EU, see Rosa et al. (2017).

Figure 2. Interactive makerspace map



Again, both *simple and advanced search* modes are offered, so as to simply locate "hackerspaces" across the EU or, as part of an advanced search, to find a "Hackerspace, in Germany, doing art." Whatever the search may be, it affords users with the opportunity to find out how particular (Maker-)spaces offer original modes of CE, through material forms of engagement, rather than discursive ones alone (on this point, see also Rosa et al. 2017:10). In particular, the "DIY" and "hands-on" approach towards technology, if not beyond, offers a critical alternative to the often discourse-based professionalization of public participation (Bherer et al. 2017)[9].

3.2.4 Forthcoming: navigating online engagement platforms

Seemingly, the group is putting together an inventory of on-line engagement tools. In Annex 5, a preliminary list of already analysed online engagement tools.

3.3 Exploratory inquiry and empirical findings

Navigating diversity? In line with its title, this report has explained what kind of EU-wide "*diversity*" is to be found in the presented inventory of CE activities. In particular, the successive presentation of the inventory's design rationale and search modes afforded readers, if not future users, with a first opportunity to appreciate CE "beyond consultation" in both its breadth (including organizations, projects, and makerspaces) and depth (e.g., through either discursively or materially pursued deliberation).

In turn, the question of just how this diversity might or should actually be "*navigated*" has received less attention. Therefore, this section presents two lines of exploratory inquiry, "deductive" and "inductive," and some first empirical results in their vein. For the purpose, we shall focus on the "CE Organizations" dataset, which lends itself to both lines of exploratory inquiry. Incidentally, they appear as analogous to contrasting ways of "navigating the open sea" (but see section 3.1 for our ecological assumption)[10].

3.3.1 Deductive exploration: probing the policy context

In the present context, we understand "deductive exploration" in terms of an inquiry and research questions that were formed outside and independently of using the "CE navigator." For example, the *policy context* of CE in and across Europe today was outlined with the help of policy documents and political analysis, regardless of the

[9] "Thinking through tinkering," for example, is the leitmotif of the JRC Makerspace based in Ispra (Rosa & Guimarães Pereira 2016).
[10] "Whereas the Western navigator draws up a plan for each voyage, (...) the Micronesian effectively learns a set of navigational practices as an integral part of learning to sail, which are then available for any subsequent voyage" (Suchman 2006:24-25, n. 1).

inventory's contents (see section 2). In turn, the so described context provides a resource to formulate questions to be examined in the light of the inventory's contents and their exploration[11].

To begin with, we noted the current ambivalence between crisis diagnosis and democratic renewal. How has this ambivalence been dealt with across Europe? Do purposes of CE, and types of CE organizations in particular, differ depending upon country-specific constellations of party politics? How do social media fit into the picture? Are there noticeable differences and similarities in forms of CE depending upon how different Member States have dealt with the financial crisis in 2008, and been dealt with in its wake? What implications does the recent rise of "populist" governments in some Member States (Müller 2016) have on CE, its organization, and agenda(s)? What forms, in short, may "democratic renewal" take in different Member States, and what is the place of "deliberative methods" (Degeling 2019) across the EU? Detailed answers to these questions are beyond the scope of this technical report.

Yet to us it seemed worthwhile to consult the "CE organizations" dataset in the light of more specific questions against the outlined policy background. These questions may be spelled out as follows:

- *What are the organizations, if any, that involve young people to engage with democracy across the EU?*
- *What differences might there be in organizational terms across Member States?*"

In answer to the first question, an initial search allowed us to identify 23 CE organizations engaging with the policy topics "education, training and youth" *and* "democracy" across the EU. This corresponds to one in five organizations (the current total is 101). The obtained search results suggest a first organizational difference between nationally based (17), EU-wide (4), and internationally operating organizations (2). The latter, incidentally, count many national branches (19) as do the EU-wide organizations (such as the "European Youth Forum" represented in all 27 Member States). Hence questions of distinct policy relevance may be asked: do these different kinds of organizations collaborate, among each other and/or with local governments? Just how, in different configurations, are young people engaged in the process?[12].

3.3.2 Inductive exploration: discovering new engagements

"Inductive exploration," in turn, is to be understood in terms of a research question, if not potential inquiry, that was formed whilst using the "CE navigator," be it in the light of its search results or search modes, simple or advanced. Prospective users of the navigable inventory will be able to engage in such exploration. To give an idea of potential results, let us indicate three things that we noticed whilst compiling and testing the inventory:

i. The case of "Sweden"

In the literature, the "professionalization" of CE is often discussed in terms of deliberative methods, which focus on accurately sampled publics and impartially moderated debate (e.g., Degeling 2019). As we charted CE in Sweden, however, we noticed that it mostly took the form of direct intervention to tackle, or at least mitigate, a social problem on the ground (e.g., youth unemployment). "Mural art," rather than a discussion forum, would be the intervention method in one case (i.e., to change the public perception of suburbs). Exhibitions, documentations, and trainings would be offered in another case (i.e., to raise awareness on the Holocaust, counter racism, and foster democracy)[13].

ii. Varieties of "representation"

"Representation" in the political process may take different forms, as there are different kinds of "mini publics" (cf. Brown 2009) and different types of institutionalization of their routine operation may be found (Chwalisz 2019). Against this background, the "professionalization" of CE again is often associated with the accurate sampling of participating publics, insuring that they represent societal diversity. Alternative forms of political

[11] So might also prior studies of CE across Europe (e.g., Bherer et al. 2017; Chilvers 2012; CitizensLab 2017).

[12] For example, the US-based National Democratic Institution, an NGO, has a dedicated focus on "Central and Eastern Europe" (https://www.ndi.org/central-and-eastern-europe), whilst Innovations in Civic Participation, another US-based NGO, operates across the EU and Europe more broadly, including Belgium, Cyprus, Denmark, Finland, France, Germany, Ireland, Italy, Malta, and the UK (http://www.icicp.org/). The relative majority of nationally-based "youth" and "democracy" promoting organizations could be located in Sweden (5). For further discussion, see Forbrig (2005) and Kitanova (2019).

[13] The association *The suburb in the centre* – "Förorten i Centrum" - works with collective mural art to create platforms for dialogue and collaboration between people with different backgrounds, residences and identities (https://fr-fr.facebook.com/forortenicentrum/). In turn, *The Living History Forum*, a Swedish public authority, engages with "history as reflection and lesson for the future". In particular, it uses the "Holocaust and other crimes against humanity as a starting point (and) works with issues on tolerance, democracy and human rights" (https://www.levandehistoria.se/english).

(re-)presentation may include artistic interventions, such as the "European Balcony Project" – an alternative found by navigating the "CE Organizations" dataset[14].

iii. The navigator as a "powerful tool"

As this section has suggested, there are at least two ways of exploring the inventory, and the "CE Organizations" dataset in particular. In so doing, we noticed that the navigable inventory constituted a powerful tool, not only to showcase exemplary CE activities, but also (and perhaps especially) to highlight the absence of such activities in particular cases. Critical questions regarding the observed absence(s) may thus be asked, questions which appear all the more important as one assumes a dual understanding of democracy, including both deliberation and contestation (see section 3.1 above).

[14] "From theatres, balconies and public spaces all over Europe, artists and citizens will proclaim a European Republic, discuss, and pave the way for the emancipatory claim of citizens' equality beyond the nation-state" (https://europeanbalconyproject.eu/en/). This project was initiated by the European Democracy Lab (Berlin), took place on 10 November 2018, and led to a cross-border dialogue series (https://europeandemocracylab.org/en/projects/project/european-citizens-dialogues-in-germany).

4 Concluding remarks: outcomes and recommendations

What are the principal outcomes and main recommendations? Before we answer this twofold question, two qualifications with respect to the navigable inventory of CE are in order.

- First, the navigable inventory has been designed as a "living archive," insofar as it will develop, expand, and be refined in and through its curated use – that is, through the contributions of its users themselves, provided that those contributions meet or elaborate the inventory's quality criteria regarding CE in and across the EU (see Annex II).
- Second, the inventory will be part of the CoP on CE website, a website dedicated not only to community expansion, but also to affording its users with complementary resources on CE (such as Annex III). Taken together, the navigable inventory and resourceful website thus will constitute a "virtual help desk" (Button et al. 2015:165) for CE and public participation, in and across the EU.

Having said that, the *principal outcomes* from designing and developing the "CE Navigator" may be spelled out as follows. As a first of its kind, the navigable inventory:

- enables a policy-relevant, case-specific, and informed country or cross-country approach of CE activities; thereby, it facilitates *situational assessment* for any next CE activity (organization, project, or makerspace activity);
- proposes a first "catalogue raisonné" of CE activities (100+ entries) based upon and enabling further policy analysis and social research in the area; the inventory thus enables the *articulation of diversity* in matters of CE (along the various fields, categories, and inventory entries);
- offers multiple search modes to select key organizations, exemplary projects, relevant (maker-) spaces of CE in all EU Member States; thereby, the inventory facilitates determining the *kind and degree of public participation* for a next CE activity (notably in terms of methods used, if not particular kinds of projects, organizations or spaces).

In sum, the navigable inventory makes available the breadth and depth of CE "beyond consultation", including professional and grassroots initiatives, off- and online, discursive and material. Importantly, the inventory facilitates the matching of policy issues, key organizations, process design, scope, and engagement methods *in situ* (i.e., from within and across particular situations, countries, and contexts). What is more, the navigable inventory combines an intuitive user interface with topical resources to facilitate accomplishing pertinent CE. This combination affords its prospective users with a set of cases, criteria, and circumstances to facilitate their informed determination of such pertinence for their own organization, project, or (maker-)space. For further "navigational resources" and other CE "toolkits", see Annex III.

The navigable inventory of CE activities in and across the EU will be part of the *public website of the Community of Practice on Citizen Engagement* (CoP on CE).

The *main recommendations* with respect to the intended use of the "CE navigator" thus take into account its website location. The main purpose of the website is to further develop the CoP on CE, extend its reach and articulate its purpose(s) beyond the European Commission. In this vein, the following recommendations can be given:

- Recommendation 1: make visible the CoP on CE website within the institutional framework of the EU, starting out with the European Commission, and connect the EU's and Commission's range of activities, existing website(s), prior and ongoing projects.
- Recommendation 2: articulate the curation of the navigable inventory and the maintenance regime of the CoP on CE website (i.e., the community and knowledge managing role, on the one hand, and the digital and technical maintenance function, on the other);
- Recommendation 3: ground the online presence of the navigable inventory in the development and curation of the CoP on CE "off-line" (e.g., through a series or cycle of dedicated meetings, networking events, thematic workshops, international conferences);
- Recommendation 4: articulate CoP on CE activities with, if not from within, existing networks, kindred institutions, and exemplary projects (e.g., the DemocracyR&D network, the OECD initiative on "open government", the Makerspace movement across Europe).

In a recent paper on "effective public participation," L. Bobbio (2019) notes that its ambivalences (e.g., between democratization and professionalization) cannot entirely be resolved by design choices. The same holds for the

navigable inventory presented in this report. Its architecture, in other words, may facilitate its prospective users' CE projects, organizational endeavours, or makerspace initiatives. Yet any of the latter must stand on their own.

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List of abbreviations and definitions

CE	Citizen Engagement
CoP	Community of Practice
DG	Directorate-General
EU	European Union
JRC	Joint Research Centre
Ms	Member States

Annexes

Annex 1. Taking Stock: CE across the EU

Citizen engagement (CE), broadly understood as public participation in the political process, distinguishes democracy. Yet citizen engagement, as democracy itself, comes in multiple forms. What then are "good practices" of citizen engagement? How should they contribute to democratize policymaking, to what extent and in which sense? And what concept of democracy, if any, is implied? To these questions, answers will differ, both at a national and transnational level. They have recently gained new saliency (cf. Von der Leyen 2019). This annex takes stock of CE activities already under way within and alongside the institutional framework of the EU and (some of) its main arenas.

1. The European Commission – A First Public Arena of CE

Current CE activities at the European Commission, by and large, take place at the tricky "science-policy interface" (e.g., Sienkiewicz & Mair, forthcoming). In so doing, they open up a first public arena, which may be characterized in terms of a pincer movement:

From the *science(s) side*, CE has become an integral part of the activity portfolio of the Joint Research Centre. The JRC builds upon longstanding expertise to advise on CE, regarding among other dimensions the co-design of its implementation across Member States, including the design of key events, recruitment procedures, and outcome processing, as well as the re-design of existing EC and related activities (e.g., by offering a complementary or critical approach). Also, the JRC is able to advise on partnerships, multipliers and procurement needed to run and process the outcomes of both off- and online CE (cf. JRC.H1 2019).

From the *policy side*, CE has taken the form of "Citizens' dialogues on Europe and its future (which following President Juncker's decision) have become a tool used in parallel by several EU institutions and member states. (…) While 53 dialogues were held in 2015 and 73 in 2016, figures went up to 317 in 2017, and 818 in 2018 to reach over 1200 events (by May 2019). Almost 260'000 citizens participated in these dialogues while another 1.4 million were counted as viewers of live streams. In May 2018, the European Commission launched an online survey (…). Some 85'000 replies to that survey had been received by April 2019" (CoR 2019:4).

Additionally, other Directorates-General (DGs) have launched CE activities on selected policy issues beyond "public engagement with science" (Stilgoe et al. 2014), through contrasting collaborations, multiple methods, and new topics (a 2018 EU survey accordingly had been extended to map CE activities across the Commission, documenting 15+ projects by September 2019). For its part, the DG for Research and Innovation (DG RTD) is currently considering integrating CE activities to the five "mission areas" (adaption to climate change, cancer, smart cities, etc.) of Horizon Europe, the next research and innovation framework programme.

How do these activities by the Commission, at and around the "science-policy interface", relate to other CE activities developed by the EU? The next section describes some of the activities developed by the European Committee of the Regions, thereby contributing to answering the raised question at least partly.

2. The European Committee of the Regions (CoR) – A Second Public Arena of CE

In a recent report, the European Committee of the Regions highlights that "it has been active (since 2016) in the 'Reflecting on Europe/Future of Europe' campaign, providing a platform for regions, cities and their citizens to engage in the debate on the future of Europe" (CoR 2019:10). The report then elaborates on this reflexive campaign along three contrasting dimensions:

Empirically, "over 210 local events have been organised in 117 regions and 182 cities, involving 198 CoR Members, reaching 21 500 participants in local events and collecting over 23 000 replies to a dedicated online survey and mobile phone application. Results of the CoR dialogues fed into the CoR Opinion on the future of Europe adopted on 9 October 2018" (CoR 2019:7).

Conceptually, "the opinion included the proposal to make citizens' dialogues a permanent and structured format built on inter-institutional cooperation and combined with a feedback mechanism. Currently, the CoR is preparing an opinion on the future of citizens' dialogues and consultations, which could be adopted in May 2020" (ibid.; emphasis added).

Methodologically, the CoR report finally advocates not only "a coherent approach towards citizens' dialogues and consultations at European level", but also highlights areas which require special attention "beyond dialogues and consultations" (cf. JRC.H1 2019), namely the selection of citizens, the selection of topics, the impact on EU policy-making, and the envisaged inter-institutional approach.

How do these three dimensions in turn relate to CE activities developed alongside the EU's institutional framework? The next section describes some recent governmental and non-governmental activities across EU Member States, thus sketching out a first answer to the raised question.

3. National Government and Non-Governmental Activities – A Third Public Arena of CE

Of late, this third arena of CE has perhaps gained most attention, innovative and dynamic as it appears to be. Indeed, and alongside the "Citizens' Consultations on the Future of Europe" launched by 26 Member State Governments upon the invitation of French President Macron in September 2017 (CoR 2019:79), several nationwide Citizens' Assemblies have seen the light of day in Ireland (2016), France (2018), and most recently Germany (2019) (for the German case, see https://www.buergerrat.de). Developed from the policy side, these CE events and activities, both off- and online, prove of twofold interest at least.

First, the nationwide Citizens' Assemblies (CAs) constitute a "proof of concept" for articulating various forms of democratic expression, allowing deliberative modes of expression to be lodged inside established forms of representation. Most notably, CAs have demonstrated how "mini-publics can have macro-political impacts" (echoing Goodin and Dryzek 2006) by complementing parliamentary democracy with binding, if not impactful referenda (as in the case of Ireland's constitutional referendum on abortion on 25 May 2018).

Second, the nationwide CAs partake in the "professionalization of practice" (Bherer et al. 2017). On the science(s) side, professionalization of CE has been under way at the JRC since two decades or more, developing a broader understanding of science and technology as "always already" socially embedded endeavours (e.g., Pereira et al., forthcoming). On the policy side, the recent professionalization of CE activities has led to a new mix of non-governmental agencies, ranging from PR companies to non-profit organizations (e.g., https://democracyrd.org/).

How do the mentioned activities and assemblies convened by governments and/or professional agencies relate to self-organized forms of civic engagement in Europe (e.g., CitizensLab 2017)? What is the place of social movements addressing global issues, holding national governments to account, and/or launching transnational initiatives (e.g., *FridaysForFuture*)? How do or should conventional forms of representative and direct democracy, such as parliamentary debates or citizens' initiatives, relate to new or renewed kinds of deliberative method(s)? Pending definitive answers to these questions, the navigable inventory of CE allows its prospective users to chart the field and terms on which they can be addressed in and across the EU.

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Annex 2. Extract from the inventory of Organisations operating in Member States and other European countries.

- Working Inventory of Citizen Engagement Organizations in EU

Country	Name of organisation	Website
Austria		
	Aktion21-Austria	https://aktion21-austria.at/
	Bundesministerium für Digitalisierung und Wirtschaftsstandort	https://www.digitales.oesterreich.gv.at/burgerbeteiligung
	Further links:	
	meinbezirk.at	https://www.meinbezirk.at/tag/bürgerbeteiligung
	APA-OTS	https://www.ots.at/presseaussendung/OTS_20190130_OTS0046/10-forderungen-fuer-echte-buergerbeteiligung-statt-pseudo-partizipation-in-wien
	Rep Oestereich Parlament	https://www.parlament.gv.at/PERK/BET/
	Wiener Umweltanwaltschaft	http://wua-wien.at/buergerbeteiligung
Belgium		
	King Baudouin Foundation	https://www.kbs-frb.be/en/
	The Democratic Society (DemSoc)	https://www.demsoc.org/
	CitizenLab	https://www.citizenlab.co/
	Further links:	
	Open Society Policy Institute	https://www.opensocietyfoundations.org/who-we-are/programs/open-society-european-policy-institute
	European Youth Forum	https://www.youthforum.org/
Bulgaria		
	The Bulgarian Platform for International Development (BPID)	http://bpid.eu/
	Citizen Participation Forum	http://www.fgu.bg/en/
	Further links:	
	Danube Region	https://www.danube-region.eu/communication/news/616632-save-the-date-5th-danube-participation-day-17-october-2018-sofia-bulgaria
	CAS	https://www.cas.bg/en/cas-current-programmes/p-internet-politics-in-bulgaria-citizen-participation-representation-and-democracy-226.html
Croatia		

	GONG	https://www.gong.hr/hr/
	CiviNet	https://civitas.eu/es/civinet/civinet-slovenia-croatia
	Further links:	
	e-Consultation	https://vlada.gov.hr/e-consultation-portal-launched-for-citizens-to-take-more-active-part-in-law-making/16865
Czech Republic		
	HESTIA	http://www.hest.cz http://www.hest.cz/cz/o-hestia/about-us
Denmark		
	Danish Parliament	https://www.thedanishparliament.dk/en/news/2018/02/citizens-initiative, https://www.borgerforslag.dk
	Danish Board of Technology Foundation	http://www.tekno.dk/?lang=en
Estonia		
	Cooperation Assembly	https://www.kogu.ee/en/cooperation-assembly/
Finland		
	Ministry of Justice	http://www.demokratia.fi/en/home/
	City of Helsinki	https://www.hel.fi/kulttuurin-ja-vapaa-ajan-toimiala/en
	Further links:	
	Finnish Youth Cooperation	https://www.alli.fi/allieng.html
	Finnish Government	The Citizen Participation Policy Programme
	PALO Project on Long Term Decision Making	https://www.aka.fi/en/strategic-research-funding/programmes-and-projects/changing-society-and-active-citizenship/palo/
France		
	Commission nationale du débat public	https://www.debatpublic.fr/
	Grand Débat National	https://granddebat.fr/
	Démocratie Ouverte	https://democratieouverte.org/
	Terre de liens	https://terredeliens.org/
	Missions publiques	https://missionspubliques.org
	Institute de la concertaion e de la Partecipation	https://i-cpc.org/
	Les Co-Citoyens	https://co-citoyens.fr/fr/pages/5-qui-sommes-nous
	Cap Collectif	https://cap-collectif.com/

	Démocratie & participation. Groupement d'intéret scientifique (GIS)	https://www.participation-et-democratie.fr/
	Décider Ensemble	https://www.deciderensemble.com/page/9519-actualites
	Further links:	
	Respublica	https://www.respublica-conseil.fr
Germany		
	Ministry for Environment, Nature Protection and Nuclear Safety (BMU)	https://www.bmu.de/service/buergerforum/
	Mehr Demokratie e.V.	https://www.mehr-demokratie.de/
	Bertelsmann Stiftung	https://www.bertelsmann-stiftung.de/de/startseite/
	Nexus	www.nexusinstitut.de
	IFOK	https://www.ifok.de
	IKU	http://www.dialoggestalter.de/startseite/
	Staatsministerium Baden-Würthenberg	https://beteiligungsportal.baden-wuerttemberg.de/de/startseite/, https://www.baden-wuerttemberg.de/de/bw-gestalten/buergernahes-baden-wuerttemberg/demokratie-buergerbeteiligung/
	Baden-Würthenberg Stiftung	https://www.bwstiftung.de/buergerbeteiligung-zivilgesellschaft/
Greece		
	Bodossaki Foundation	https://www.bodossaki.gr/en/
Hungary		
	National Democratic Institute, Hungary	https://www.ndi.org/central-and-eastern-europe/hungary
Ireland		
	Irish Citizens' Assembly Project	http://www.citizenassembly.ie
Italy		
	Avventura Urbana	https://www.avventuraurbana.it/
	Legambiente	https://www.legambiente.it/
	INCREDIBOL!	https://www.incredibol.net/en/cose-incredibol/
	Active Citizenship Network (ACN)	http://www.activecitizenship.net/about-us.html
	LUA	http://www.laboratoriourbanoaperto.com/lua/
	Cantieri Animati	http://www.cantierianimati.it/?page_id=26

	Fondazione Bassetti	https://www.fondazionebassetti.org/en/
	Initiative für mehr Demokratie	https://www.dirdemdi.org/index.php/de/
	Che aria tira	http://www.chearia tira.it/
	Further links:	
	Autorità regionale per la garanzia e la promozione della partecipazione (APP), Regione Toscana	http://www.consiglio.regione.toscana.it/oi/default?idc=47
	Partecipazione Emilia-Romagna	https://partecipazione.regione.emilia-romagna.it/
	INU	http://www.inu.it/
	Italiadecide	http://www.italiadecide.it/
	Fondazione Edmund Mach	https://meteo.fmach.it/meteo/bugMap.php
	Greenpeace	https://attivati.greenpeace.it/petizioni/plasticradar/?utm_source=greenpeace.org&utm_medium=news&utm_campaign=oceans&utm_content=lancio_plasticradar_03072019&_ga=2.58500334.534348345.1570051202-186225954.1570051202
	Solidalciti	http://www.solidalciti.eu/
	jatospazioidee	http://www.jatospazioidee.it/
Latvia		
	European Movement Latvia	http://www.eiropaskustiba.lv/sample-page/english/
Lithuania		
	Open Lithuania Foundation	http://olf.lt/en/about/
Luxembourg		
	Government of Luxembourg	http://www.vosidees.lu
	City of Luxembourg	https://city.vdl.lu/en/2018/03/27/citizen-participation/
	University of Luxembourg	https://wwwen.uni.lu/layout/set/print/university/news/latest_news/citizen_participation_for_more_sustainable_water_governance
	Time for Equality	https://timeforequality.org/news/time-for-equality-promotes-eu-citizens-engagement-in-the-2019-european-elections/
Malta		
	Government of Malta (ERA)	https://era.org.mt/en/Pages/Public-Participation.aspx
	Youth Empowerment Program	
Netherlands		
	Rathenau Institute	https://www.rathenau.nl/en

	G1000.nu	https://g1000.nu
	Government of the Netherlands	https://www.government.nl/topics/active-citizens/citizen-participation
	Pro Demos - House for Democracy and the Rule of Law	https://prodemos.nl/english/
	Movisie	https://www.movisie.nl/en
Poland		
	Laboratory of Civic Participation	https://partycypacjaobywatelska.pl/en/
	Ratujmy Kobiety (Save the Women)	https://ratujmykobiety.org.pl
	EU Policy Lab	https://blogs.ec.europa.eu/eupolicylab/discussing-the-future-of-government-with-a-group-of-polish-citizens/
	Further links:	
	Article	http://theconversation.com/polish-citizens-turn-their-back-on-ngos-and-embrace-community-activism-72537
	Article	http://journals.ku.lt/index.php/RFDS/article/view/1489
	Article	https://www.emerald.com/insight/content/doi/10.1108/IJSSP-11-2015-0120/full/html
Portugal		
	Fórum dos Cidadãos	http://www.forumdoscidadaos.pt/
	WTeamUp	https://www.wteamup.com/
	BIP/ZIP	https://cooperativecity.org/2017/05/07/bipzip/
Romania		
	Fundatia PACT	https://fundatiapact.ro/en/
	Fundatia Centrul de Resurse pentru Comunitatile de Romi	http://www.romacenter.ro
	R.E.P.E.R.21	http://www.reper21.org
Slovakia		
	Active Citizens Fund Slovakia	https://acfslovakia.sk/en/home/
	Cities for Digital Rights (Bratislava)	https://citiesfordigitalrights.org/bratislava
	Partners for Democratic Change Slovakia: PDCS	https://www.pdcs.sk/en/
	ADEL Slovakia	https://www.salto-youth.net/tools/otlas-partner-finding/organisation/adel-slovakia.4770/
	Further links:	

	Article	https://www.academia.edu/802666/Citizens_Speak_Out_Public_e-Engagement_Experience_of_Slovakia
	Article	http://www.cpf.sk/files/files/Vceli%20dom_en.pdf
Slovenia		
	PiNA	www.pina.si
Spain		
	Medialab prado	www.medialab-prado.es
	Decidim	https://decidim.org/
	Fundación Biodiversidad	https://fundacion-biodiversidad.es/en
Sweden		
	Folkinitiativ.Se	https://www.folkinitiativ.se
	Demokratieskolan	http://www.demokratiskolan.se/
	DIgiDem	https://digidemlab.org/en/about/
	Further links:	
	Article	https://eacea.ec.europa.eu/national-policies/en/content/youthwiki/54-young-peoples-participation-policy-making-sweden
	Article	http://www.diva-portal.org/smash/get/diva2:1109880/FULLTEXT01.pdf
Europe and Beyond		
UK		
	Sciencewise	https://sciencewise.org.uk/
	NCCPE	https://www.publicengagement.ac.uk
	Nesta	https://www.nesta.org.uk/
	Involve	http://www.involve.org.uk/
	Climate Outreach	https://climateoutreach.org/
	UKRI	https://www.ukri.org/public-engagement/
	Participatory City (Every One Every Day initiative)	http://www.participatorycity.org
Organisations operating at European level		
	European Science Engagement Association, EUSEA	https://eusea.info/
	The Democratic Society (DemSoc)	https://www.demsoc.org/

	Re-imagine Europe	http://reimagine-europa.eu/
	Open Society Policy Institute	https://www.opensocietyfoundations.org/who-we-are/programs/open-society-european-policy-institute
	European Youth Forum	https://www.youthforum.org/
Others operating at International level beyond Europe		
	Open Government Partnership	https://www.opengovpartnership.org/about/
	National Democratic Institute	https://www.ndi.org

Annex 3. Quality criteria of curated CE: ecological, articulable, participatory.

The quality criteria in terms of which the navigable inventory is curated find a first expression in its *design rationale* and its *core assumptions*.

Accordingly, the navigable inventory of CE in and across the EU has been designed under the twofold assumption that any CE activity proceeds from a situational assessment and requires a definition of the envisaged degree and type of public participation.

Moreover, the navigable inventory is based upon three *auxiliary assumptions*, each of which is to be understood as a quality criterion for further CE activities to be added:

1. An ecological assumption

Taking its cue from longstanding experience in the field of CE, the navigable inventory was constructed under the assumption that, in and as the expression of a democracy, there is already an "ecology of participation" that makes up civil society and its institutional arrangements (e.g., Chilvers & Kearnes 2015; CitizensLab 2017; Pereira et al., forthcoming).

Furthermore, we assumed this ecology to display an order that, depending upon country and context, could be found to present different facets of stability and change. A recent change is the "professionalization of public participation" (Bherer et al. 2017) which, due to its ambivalent character, offers an opportunity to specify the "ecological validity" (Gehrke 2014) of different CE activities.

2. An articulation assumption

From a policy perspective, it makes sense to facilitate the articulation of different CE activities, as it does from a research perspective. First, articulating diversity allows one to connect existing activities in terms of their similarities and/or complementarities. Second, articulating diversity can also mean to make explicit particular activities in terms of their identifying features, be it in continuity with or contrast to others.

Taken together, these two articulation possibilities allow users of the navigable inventory to raise the question of the political legitimacy of CE activities and/or the established institutions that they sometimes challenge. In turn, "democratic answers to the problem of sovereign [or subversive] power do not consist in covering it up, but in exposing its operation so as to open it to the question of legitimacy" (Rebentisch 2012:23; our translation).

3. A participatory assumption

The navigable inventory of CE activities was designed under the assumption that fostering public participation in political processes in and across the EU, by and large, is a worthwhile pursuit. In this respect, the navigable inventory comes close to recent "open government" projects, as charted by the OECD for example (cf. Chwalisz 2019, 2020).

Yet the inventory also showcases the virtually open-ended diversity of CE activities. Although the inventory largely prioritizes "invited" forms of engagement, CE is to be considered irreducible to governmental action. To claim otherwise would be to ignore "democracy's diarchy" (Urbinati 2019b:549) – its "double power of talking and deciding" (ibid.) –, which may be contrasted with a monolithic, if not patronizing conception.

In practical terms, these quality criteria find their descriptive expression in the presentations made of the respective datasets on the CoP on CE website. These presentations read as follows (for CE organisations and projects):

This page offers its users a navigable inventory of citizen engagement **organisations**. Drawing upon comprehensive insight on citizen engagement, the inventory facilitates selecting "key players" along common criteria of success, identifying complementary work processes, charting relevant policy topics, identifying participatory methods used, both off- and online, whilst allowing its users to probe the focus and scope of the showcased organisations. The key words in terms of which the inventory is searchable articulate these criteria, both common and critical to success.

This page offers its users a navigable inventory of citizen engagement **projects.** Drawing upon comprehensive insight on citizen engagement, the inventory facilitates selecting "good practices" along common criteria of success, judging the transferability of engagement methods, and sharing practical experience across multiple fields, sites, and methodologies. The key words in terms of which the inventory is searchable articulate these criteria, both common and critical to success.

Annex 4. Navigation resources: other inventories and "toolkits" for citizen engagement

Bertelsmann Stiftung: "participation methods inventory" (2013)

https://www.bertelsmann-stiftung.de/de/publikationen/publikation/did/politik-beleben-buerger-beteiligen-1/

- offers comparison of different professionalized participatory methods (pp. 9-69) notably involving "citizen panels" of different kinds, including the Foundation's own "BürgerForum" approach, which aims at training "democratic skills" through thematic deliberation, both on- and off-line (pp. 10-14).

CitizensLab: "Mapping New Forms of Civic Engagement in Europe" (2017)

https://www.mitost.org/editions/clnewengagement/1/clnewengagement.pdf

https://www.citizenslab.eu/stories/mapping-new-forms-of-civic-engagement-in-europe/

- offers panorama of "grassroots" initiatives in selected European countries, as well as general introduction on transnational issues of relevance to European citizens.

Democracy R&D Network: "Resources page"

https://democracyrd.org, https://democracyrd.org/resources/

- offers methodological guidance and case-specific materials that explore and promote deliberation by randomly-selected citizens (including guides, reports, videos, articles, and other resources of use for this purpose).

Engage2020: "Action catalogue"

http://actioncatalogue.eu/, http://actioncatalogue.eu/search

- The Action catalogue is an online decision support tool that is intended to enable researchers, policy-makers and others wanting to conduct inclusive research, to find the method best suited for their specific project needs.
- The Engage2020 Action Catalogue is an outcome of the Engage2020 project, which is funded by the European Commission (DG Research).

Environmental Protection Agency (EPA, USA): "Public participation guide"

https://www.epa.gov/international-cooperation/public-participation-guide

- offers practical guide on public participation for public administrations, with focus on "situational assessment" and "involvement mode" of public as two key criteria for selecting engagement methods, many of which are then listed and described.

European Youth Portal: "Information and opportunities for young people across Europe"

https://europa.eu/youth/EU_en

- offers, as its subtitle indicates, information and opportunities for young people across Europe.

Innovations in Civic Participation (ICP, USA): "Global Youth Service Database"

http://www.icicp.org/resource-library/icp-publications/global-youth-service-database/

- ICP developed this database in order to share our extensive knowledge of youth service policies and programs with researchers, practitioners, and policy-makers across the globe.
- The database includes a "youth civic participation overview" of Europe and across EU Member States in particular: http://www.icicp.org/resource-library/icp-publications/global-youth-service-database/europe-2/

JRC: "Engaging with Citizens", a panorama of qualitative methods

Guimarães Pereira, A., Voelker, Th. (in press) "Engaging with Citizens", in Sucha, V., Sienkiewicz, M. (Eds.) *Science and Evidence in the Policy Ecosystem Handbook.* Chap. 9

- offers a panorama of qualitative methods of, and for, engaging citizens with science, technology, and other policy issues; focus on embeddedness of methods, in and as part of the citizens' everyday experience.

Nesta / Alliance for Useful Evidence: "mini-publics as a method"

Breckon, J., Hopkins, A., Rickey, B. (2019) *Evidence vs Democracy: How 'mini-publics' can traverse the gap between citizens, experts, and evidence*. London: Nesta / Alliance for Useful Evidence.

https://www.alliance4usefulevidence.org/publication/evidence-vs-democracy/

- makes the case for "mini-publics" as a way to make connections between evidence, experts, and citizens, while comparing different kinds of "mini-publics", their affordances and limitations.

OECD: "Toolkits for open government"

https://oecd-opsi.org/search-toolkits/?_sft_discipline-or-practice=open-government

- offers a hands-on resource that provides practical advice, guidance, and an 8-phase process from concept development to implementation for building an open government program;
- offers a list of related "toolkits for open government" – of related interest, and with a particular focus on existing institutionalized forms of deliberative democracy:
- Chwalisz, C. (2019) "Reshaping European Democracy: A New Wave of Deliberative Democracy", *Carnegie Europe* November 2019, pp. 1-6. https://carnegieeurope.eu/2019/11/26/new-wave-of-deliberative-democracy-pub-80422

Annex 5 List of online engagement platforms

There is an increasing number of mature software solutions developed to facilitate structured, moderated dialogue and collaboration with citizens on policy issues, including on controversial and technical ones.

The list in this annex is the result of the analysis made by DGs JRC and DIGIT of leading platforms to assess their suitability and technical capacities. From the analysis, the following criteria emerge as key for the selection of the platform:

- Legitimacy and transparency: The analysis and synthesis of content generated online must be manageable and therefore partly automated, using algorithms. The way this is done must be transparent if the exercise is to be legitimate and trusted. By not or only partially disclosing their software code and algorithms used, proprietary solutions do not seem to be able to fulfil this criteria to a satisfactory extent. The choice of open source solutions is therefore by default better suited since it allows the provision of the solution as "in-house", i.e. in the EC IT infrastructural environment (EC data centre or EC cloud). Full transparency and traceability of actions taken would strengthen both trustworthiness and credibility of the engagement process.
- Moderation and Analysis: Deliberation has to be well moderated and properly resourced to enable a cultivated debate and avoid polarisation. Solutions that require low moderation effort by Commission staff by design should be preferred. The outcomes of the engagement and consultation process have to be accompanied by strong analytical capabilities to interpret the outcomes without requiring extensive human resources inside the Commission. Solutions with stronger analytical capabilities should be preferred, considering data ownership, interoperability, data access and transparency aspects. The possibility to use in-house analytic capabilities should equally be considered and further explored.
- Scalability and Reliability: Scalability (being able to interact with a large number of citizens) will be a key element in certain citizen engagement initiatives. The selected solutions theoretically must handle big volume of users, but scalability and reliability have to be tested in practice from both a technical as well as an engagement perspective.
- Reach: Expressing its intention to be reach beyond "the usual suspects", the Commission should give preference to technical solutions that support such ambition by either increasing the inclusiveness of face-to-face engagement activities or leveraging people's online (mobile) connectivity with the potential to significantly increase the proportion of the EU population engaged.
- Language: Allow multilingual content and interaction in the 24 EU official languages, ideally using mixed approaches based on the manual creation of multi-language content and automatic (contextual) translation.
- Geo-fencing: Solutions hosting data in Europe have to be preferred to solutions hosting data in non-EU countries. This aspect is particularly relevant for data protection issues.
- Security: Security solutions directly managed by the Commission are paramount for the credibility of the engagement process and the related outcomes. Solutions with stronger embedded security measures have to be preferred.
- Lobbying and Disinformation: Resilience against manipulation through targeted lobbying campaigns and disinformation is crucial when engaging citizens online and offline. An effective interaction between software design, moderation and technical measures can reduce the risk of lobbying, disinformation and inflammatory language on deliberative platforms significantly and help with quickly identifying attempts.
- Cost: Open source software allows cost to be limited, as extensive licensing costs do not incur. In addition, the use of open source software ensures that citizens' data would be retained within the Commission.

The platforms analysed in-depth were:

- **Assembl** (proprietary system) is centred on providing rich-media conversations that enable citizens to express themselves as freely as possible. For this purpose, five different combinable modules are available that allow the tailoring of the experience: (1) Bright Mirror: Co-construction of fictional narratives; (2) Open Questions: Collection of questions that can be answered by participants. Aimed at collecting issues and concerns, later analysed through clustering algorithms; (3) Conversation: Similar

to an online forum where anyone can start a discussion and contribute to open discussions; (4) Exploration: Opportunity to discuss a particular idea or argument based on different pre-defined criteria; and (5) Prioritisation: Voting mechanism that can be deployed in different ways (e.g. using tokens, sliders ...). The analysis and synthesis of participants' contributions is automatically done using three categories of algorithms (taxonomies, lexicology and clustering). It is noteworthy that the online exercise is mostly used as part of an offline, face-to-face engagement. Multilingual is achieved exclusively using Google Translator (e.g. EC translation system cannot be used).

- **CitizenLab** (proprietary) is an e-democracy toolbox that allows both top-down and bottom-up citizen engagement processes. A wide variety of methods are available via pre-defined templates, which include surveys, polls, options analysis, Q&A, mapping, ideation, participatory budgeting, and citizens' initiatives. The process evolves though a pre-defined and clear timeline, ensuring that the participants know where the process is in every moment. Natural language processing is used to cluster content and make sense on the data collected. The clustering is automatic and it is based on the text of the contributions although the topics of the clustering can be pre-defined if desired. Moderation of the contributions is done using two possible approaches: (1) Proactive, where moderators actively follow the debate; and (2) Reactive, where spam filters are used to control non-appropriate content. Participants can also flag abusive content. A powerful and apparently intuitive content management system allows the administrators of the process to control and setup all aspects of the citizen engagement process. All data (contributions and user info) is stored in servers located in Europe and the client is the owner of the data.

- **Consul** (open source) is a participatory platform ("toolbox") that allows the setup of debates, proposals, participatory budgeting, voting, and collaborative legislation. The diferent modules can be customised to the requirements of the participatory process. Over 50 institutions around the world developed it jointly.

- **Decidim** (open source) is a highly customisable and configurable (in functionality and appearance) "participatory toolbox" platform supported by a community of developers. It offers a wide range of different participatory modules for e.g. initiatives, consultations, assembly management, participatory budgeting, co-drafting etc. These modules can be customised and combined to serve the overall engagement process as 'digital backbone', gateway and opportunity to leverage scale. Support for analysis and synthesis of contributions or co-created input is however very limited. The moderation process is not automated and needs to be done manually, however the Decidim team stresses that active moderation and a choice of user verification methods available, effectively strengthen accountability and responsible behaviour online and the frequency of needing to moderate inappropriate content low.

- **Delib** (proprietary) is a platform ("toolbox") to consult relevant communities via two-way conversation. The process starts with the discussion of ideas, followed by comments on those ideas from others, and ends with a voting phase on existing contributions. The platform focusses mainly on raising "the standard of existing decision making" offering a suite of products that allow for more tailored, technologically facilitated consultation processes. However, no multidirectional deliberative functionality is provided that would enable a public debate with and in between citizen.

- **Pol.is** (proprietary or open-source with limited functionality), is a software tool aimed at mapping opinions, yet focusing on highlighting potential consensus. It allows users to express their opinion on a sequence of statements by voting (positive, negative, neutral) and commenting on them one by one. In the beginning of the process statements can be pre-scripted 'seed statements' and users have the opportunity to add their own statements (max. 140 characters) to be voted and commented on by the community. These statements are shown one by one in random order. The software is available as open source version with full functionality as well as software as a service product.

- **Make.org** (proprietary), is a citizen mobilization platform. The digital consultation tool used in the online engagements allows the direct collection of proposals from citizens and subsequent voting on the proposals (agree, disagree, neutral, realistic, banal). The outcomes of the process are actionable proposals focused on consensus.

List of platforms identified:

Assembl: https://bluenove.com/en/offers/assembl/

Bang the Table: https://www.bangthetable.com/engagementhq-community-software/

ChangeAView: https://changeaview.com/

CitizenLab: https://www.citizenlab.co/

Consider it: https://consider.it/

Consul: http://consulproject.org/

Decidim: https://decidim.org/

Delib: https://www.delib.net/

Deliberatorium: http://deliberatorium.mit.edu:8000/

Democracy OS: http://democracyos.org/

Kialo: https://www.kialo.com/

LiquidFeedback: https://liquidfeedback.org/

Make.org: https://make.org/

Pol.is: https://pol.is/

Reflect!: https://reflect.gatech.edu/

Synthetron: https://synthetron.com/

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