

CO-CREATING PARTICIPATORY DEMOCRACY WITH CITIZENS

INTEGRATED ACTION PLAN (IAP) – DINSLAKEN, GERMANY

Foto: Steffen Budweg



Contents

- 1.** Why do we work on participatory democracy?
- 2.** Where we were in 2019
- 3.** The stakeholders
- 4.** Setting up an Urbact local group (ULG)
- 5.** Active Citizens' challenges & local challenges
- 6.** Analyzing problems
- 7.** The mission
- 8.** A learning journey: About Action Planning Networks
- 9.** Integrated Action Plan roadmap
- 10.** Action plan – Action tables
- 11.** Statement on budget and financing
- 12.** Action Plan Calendar
- 13.** Small Scale Actions (SSA) – Dinslaken
- 14.** Potential risks
- 15.** Integration level
- 16.** Future Steps

1. Why do we work on participatory democracy?

With this Integrated Action Plan, the city of Dinslaken explicitly commits itself to understanding the participation of citizens in the shaping of urban life as an essential component and as a cross-sectional task of local politics. Participation is to be seen comprehensively and is by no means limited to the stages of information, consultation and concertation. Co-creation and co-decision are decisive steps on the way to participatory democracy at local level.

With his resolution on the Local Sustainability Strategy (2018), the Council adopted the following guideline in the thematic field of "Social Participation and Gender":

„The citizens of the city of Dinslaken are working together to create an open society that allows all sections of the population to participate and excludes no one. With commitment and joy, the people participate in the development processes for a sustainable Dinslaken and constantly develop the vision of an open, liveable Dinslaken.“

The strategic goal derived from this is:

„In the year 2030, all population groups in Dinslaken will together shape an intensive participation culture. Attractive participation offerings and appropriate information for citizens make this possible.“

By the decision to participate in the URBACT project "Active Citizens" (2019) and to apply for Phase 2 (2020), the city council opened up the chance of working systematically and in European exchange on the goals stated in the local sustainability strategy.

In 2020, the newly elected city council also strongly underlined the promotion of citizens' participation by establishing an additional "Committee for Citizens' Participation, Public Order and Safety", thus widening the range of the traditional council's committees.

Last but not least, the city of Dinslaken contributes to the goals of the European Union (Article 11 of the EU Treaty of Lisbon (2007), Bratislava Declaration (2016)).

2. Where we were in 2019

In some fields of Dinslaken local politics, citizens' participation has quite a long tradition. As early as the mid-1990s, model projects for the participation of children and young people were carried out, and in 1998 the „Youth Parliament“ (KiJuPa) was established. In 1998, the Local Agenda 21 began its work, and since then the „Agenda-Council“ has acted as a participation body. It was due to its initiative that the Local Sustainability Strategy was created in 2018, which was developed in an intensive dialogue process between the city administration, active citizens and elected members of the city council.

When the Lohberg quarter joined the German support programme „Die Soziale Stadt“ (Socially Integrative City) citizens' participation was extended to many more areas of urban development. This has been continued with three more Integrated Action Plans in different neighbourhoods: Lohberg, Blumenviertel and City Centre.

In many concrete construction projects in recent times citizen participation also took on a scope that went beyond the applicable building and planning law. This took into account the experience that concrete urban development projects could no longer be implemented without intensive discussions with citizens.

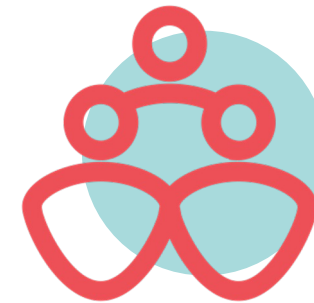
Development planning of schools, sports facilities and culture also took place with the participation of the respective user groups (stakeholders). The Integration Council and the Senior Citizens' Council are further institutionalised participation bodies for citizens.

With the large-scale participation process in the planning of the former horse racing track, the city of Dinslaken embarked on new and nationally highly regarded paths (cf. Baseline Study "Active Citizens", 2020).

Participation in the URBACT project "Active Citizens" offered the opportunity to systematise and strategically align previous experiences with citizens' participation. The European exchange of experience and a clearly structured common methodology offered a unique opportunity to describe participation at local level as a cross-sectional task to build up a culture of participation (cf. Local Sustainability Strategy) and to implement it by the city council's resolution. Here, too, it was crucial that the present Integrated Action Plan was developed jointly by citizens, experts from the local administration, elected members of the city council and external experts.

3. Setting up an Urbact Local Group (ULG)

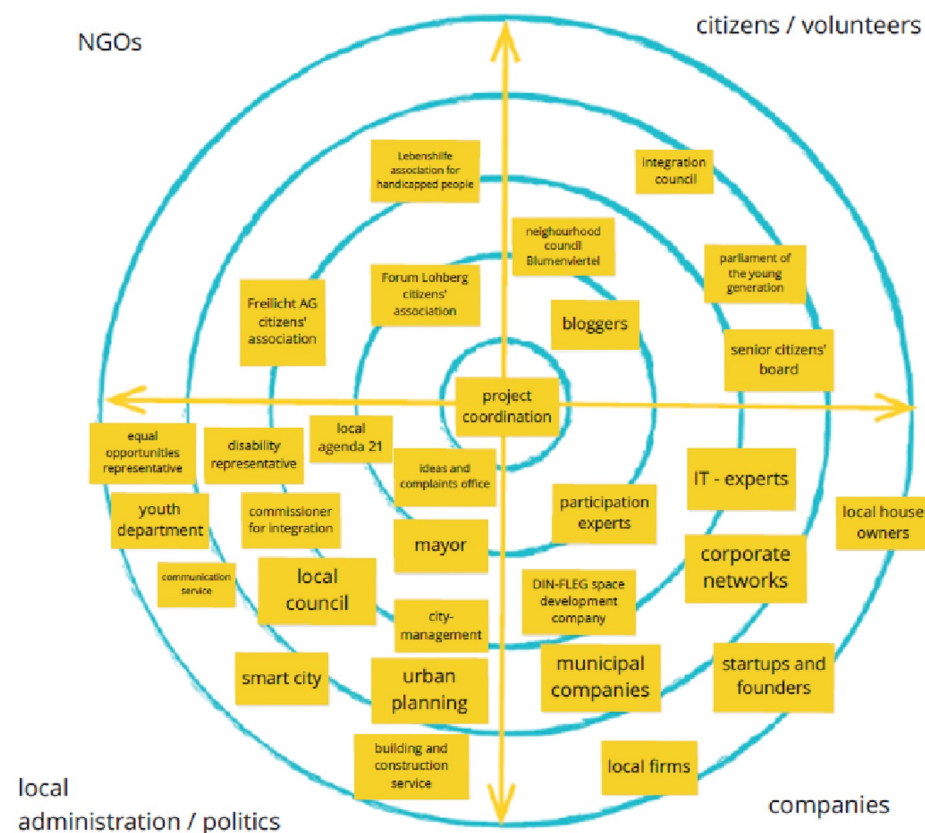
After consultation in the administrative board of the city of Dinslaken, all participants of the study visit were invited to participate and work in the ULG according to their time and task capacities. The main criteria for the composition were the voluntary nature of participation and the possibility of keeping the group open to other interested members at any time. At this moment, the following people are working in the ULG:



- Steffen BUDWEG (local expert)
- Lea EICKHOFF (Freilicht AG citizen's association)
- Dominik ERBELDING (DIN-FLEG, space development company)
- Anne GORES (city administration, social planning)
- Kristina GRAFEN (member of local council)
- Anja GRAUMANN (DIN-FLEG, space development company)
- Gerhard GRAUVOGL-BRUNS (member of local council)
- Alexandro HUGENBERG (city urban development service)
- Tanja KRUBER (member of local council)
- Michelle MÜLLER (city communication service)
- Thomas PIEPERHOFF (individual, speaker of ULG)
- Peter PSIUK (Forum Lohberg citizens' association)
- Janet RAUCH (Forum Lohberg citizens' association)
- Sarah RICKERT (member of local council)
- Leandra SADAU (city administration, Mayor's office)
- Nadine SCHUMACHER (city urban development service)
- Larissa SCHWARZ (individual, blogs, literature)
- Henning SPRECKELMEYER (local agenda 21, smart city)
- Natalie TELDERS (DIN-FLEG, space development company)
- Adina WEISS (city's equal opportunities representative)

4. The Stakeholders

The participation of citizens in Dinslaken is as varied as the participants in the study visit of the "Active Citizens" Lead Expert and Lead Partner in January 2020. The visit served to gain a comprehensive overview of citizens' participation in Dinslaken and to prepare the "Baseline Study" at the end of project phase I.



Five rounds of discussions were held:

- DIN-FLEG (urban space development)
- City service building and construction
- City service urban development
- City management
- City youth department
- Parliament of the Young Generation
- Senior citizens' board
- Lebenshilfe Dinslaken
- City disability representative
- City commissioner for integration
- Mayor of Dinslaken
- City communication department
- City ideas and complaints office
- Local Agenda 21
- City equal opportunities representative
- Forum Lohberg (citizens' association)
- Neighbourhood advisory council
- Freilicht-AG (cultural initiative)
- City service urban development
- Individuals from local communities

5. Active Citizens' challenges

The 9 Active Citizens' challenges

During the first six months of the network, the lead expert of the project went on field visits in all partners cities in order to build a state of the art as well as draw each city profile. The results were put together in a document called the Baseline study. In Active Citizens, the baseline study identified 9 challenges regarding participatory democracy:

- **Developing a culture of participation**
- **Enlarging and diversifying active citizens**
- **Co-creating solutions city & citizens together**
- **Building trust**
- **Developing participatory urban planning**
- **Bridging the gap between elected representatives and citizens**
- **Listening to citizens and asking their opinions**
- **Supporting lively neighbourhood**
- **Co-deciding upon public budget allocation**



Foto: Steffen Budweg

→ Local challenges

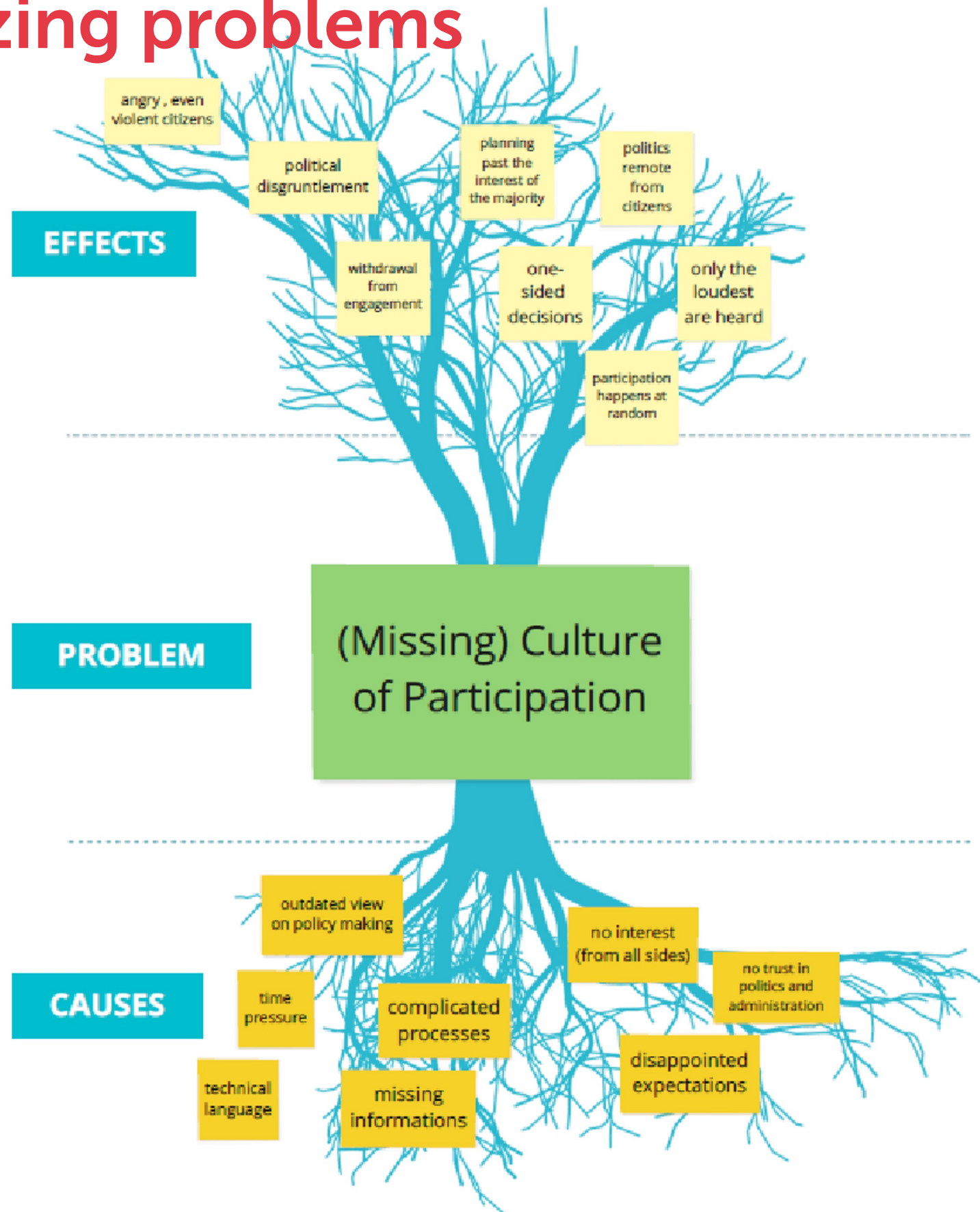
The challenges chosen by Dinslaken:

- (1) Developing a culture of participation
- (2) Co-creating solutions city & citizens together
- (3) Enlarging and diversifying active citizens
- (4) Developing participatory urban planning

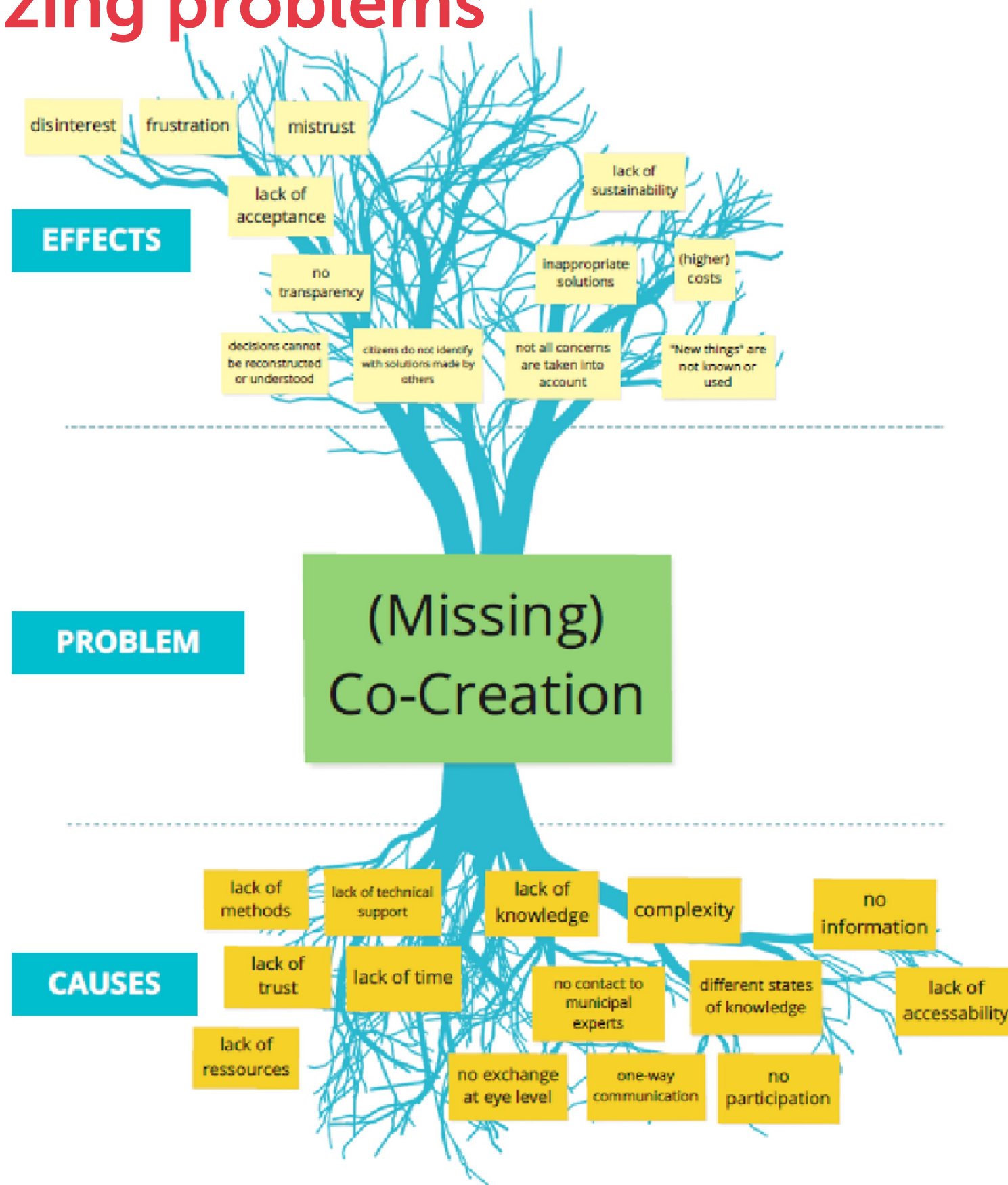


Foto: Stadt Dinslaken

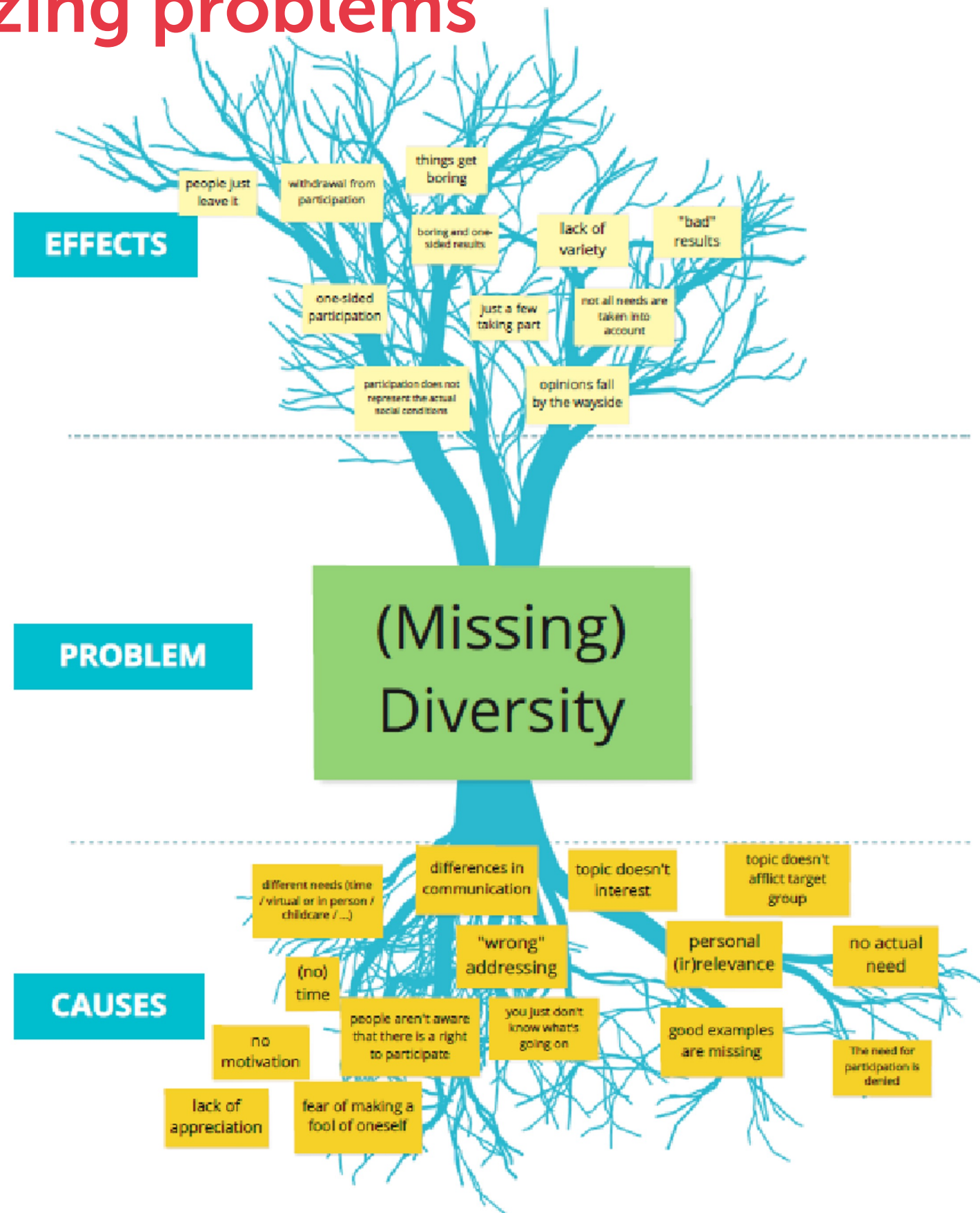
6. Analyzing problems



6. Analyzing problems



6. Analyzing problems



7. The mission

Participatory democracy cannot be introduced only by decision; it must be practised step by step, lived again and again, and its effectiveness must constantly be checked.

Nevertheless, it is necessary to describe the objectives on which the present Integrated Action Plan is based. It is worth recalling the guiding principles of the local sustainability strategy:



„The citizens of the city of Dinslaken are working together to create an open society that allows all sections of the population to participate and excludes no one. With commitment and joy, the people participate in the development processes for a sustainable Dinslaken and constantly develop the vision of an open, liveable Dinslaken.“
[Extracted from: Nachhaltigkeitsstrategie GNK Dinslaken]

7. The mission

On the way to a vivid culture of participation, the following general principles shape the relationship between citizens, politics and administration:

- A transparent presentation of participation and planning processes.
- A clear definition of basic conditions, limits and competences within the framework of participation.
- The "encounter at eye level" characterises both the selection and the setting of forms of participation as well as the interaction of all people involved.
- Reliable technical equipment that can be used at any time enables both analogue and digital forms of participation.
- A target group-specific approach, comprehensible language and an appropriately concentrated presentation of necessary expertise enable the participation of as many interested citizens as possible.
- New and varied methods of participation and co-creation are used and experimented with. This also includes a methodically targeted approach to diversify and enlarge active citizens and stakeholders (random selection, targeted selection, etc.).

In our vision, the elected city council members take on the role of advisors and facilitators of citizen-oriented planning processes to a greater extent than in the past, the administration makes its expertise available to politicians and citizens alike, and the citizens and stakeholders involved place responsibility for the common good above justified advocacy for their own interests.

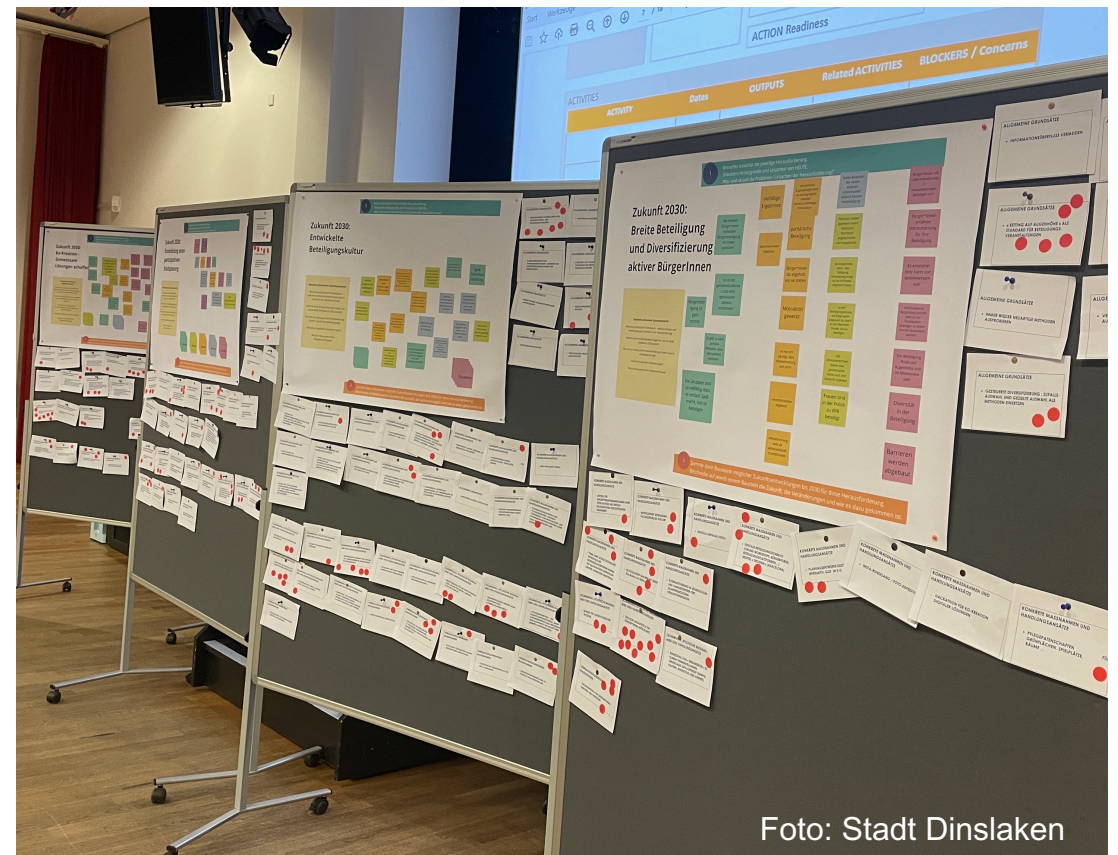


Foto: Stadt Dinslaken

A learning journey

8. About Action Planning Networks

URBACT supports European cities to develop sustainable integrated responses to the pressing challenges they face today. It offers them a unique opportunity to learn from other peers in Europe in order to improve the way cities are managed.

URBACT networks foster the exchange of experience and good practice across cities, building urban stakeholders' capacity to develop efficient solutions. One could say that URBACT is a European incubator for sustainable integrated urban development enabling cities to benefit from the tried and tested URBACT Method.

The main objective of Action Planning Networks is to bring together between 7 and 10 cities across Europe to exchange their experience in a particular thematic urban development challenge (in our case Participatory democracy) and to share their ideas about possible solutions, during a period of over 2 years. The Phase 1 (from late June 2019 to February 2020) focused on the development of baseline studies, city profiles and the production of the Application Form for Phase 2. Once approved for Phase 2, the network then focuses on achieving 2 key results, co-creating their Integrated Action Plan together with their Urbact local group (ULG) at the same time as experimenting Small Scale Actions (SSA).

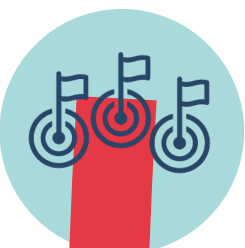
The whole Action Planning Network journey was therefore both an occasion for transnational exchange and learning in between different european cities at the same time as an occasion to explore, experiment and co-create an adhoc city strategy together with local stakeholders and citizens.

During that long and adventurous journey, Active Citizens' partner cities traveled around Europe 8 times, hosted the other cities in their own, experimented new ways of engaging citizens (Small Scale Actions) and built, locally, desirable visions of the future as well as co-created a concrete, ambitious, yet credible, action plan to implement greater participatory democracy locally.





9. INTEGRATED ACTION PLAN ROADMAP DINSLAKEN



CHALLENGES (PROBLEM ANALYSIS)

WHAT? ULG of Dinslaken prioritized the following challenges:

- Developing a culture of participation
- Co-creating solutions city & citizens together
- Enlarging and diversifying active citizens
- Developing participatory urban planning

WHEN? July – November 2020

HOW? Voting on Challenges Context & problem analysis

WHY? Making sure there is a collective understanding of the challenges and that those challenges are real at city level.

 Cross analysis between cities

IAP ROADMAP

**ELECTIONS
NEW CITY COUNCIL
AND
NEW MAYOR**



WHAT? Co-drafting the IAP roadmap with ULG Stakeholder Map – Problem Trees

WHEN? November to December 2020

HOW? IAP roadmap template + comparison with other cities

WHY? Making sure the path (roadmap) to follow in order to create the final IAP is clear for everyone.

 Comparison of IAP roadmap with the other cities




GENERATING IDEAS

WHAT? What could we do to achieve our objectives, to make our vision a reality? What can we learn from our peers? What inspiring practices could we transfer to our local context? What could we invent?

WHEN? March-April 2021

HOW? Idea generation and SSA reflections.

WHY? Developing as many ideas as possible in order to respond to the objectives.

 What are the ideas in the other cities?



VISIONNING & OBJECTIVES

WHAT? What do you wish to achieve? What would the future situation look like once the challenges are solved? What are our objectives?

WHEN? January-February 2021

HOW? Vision building + objectives' description

WHY? Making sure we have a clear idea of what we would like to achieve, in the end, through our IAP + defining clear and tangible objectives.




EXPERIMENTING (TRY OUT) / SSA

WHAT? Could we experiment the most promising ideas in order to check whether they are relevant, feasible, worth developing? Can they really help solve our problems?

WHEN? April-September 2021

HOW? Small Scale Actions (on the ground experimentations)

WHY? Trying out ideas to check whether they are Proof of Concepts or not, evaluating their effects on our problems.

 Peer to peer learning from other cities' SSAs



REFINE/ADJUST/FINETUNE

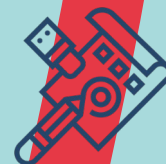
WHAT? What do we need to adjust, refine, finetune? What should we correct to increase efficiency, impact, quality? What should we improve or re-develop, re-think?

WHEN? September-November 2021

HOW? Small Scale Actions (on the ground experimentations)

WHY? Trying out ideas to check whether they are Proof of Concepts or not, evaluating their effects on our problems.

 What are the learnings and adjustments in the other cities?



DRAFTING IAP

WHAT? Let's draft our Integrated Action Plan. What should we include into it? How does it integrate in the city policies (and beyond)? Is it realistic yet ambitious enough?

WHEN? December 2021-February 2022

HOW? IAP drafting

WHY? From all the things we've learn, what is feasible, reachable, meaningful in order to respond efficiently to our initial challenges. What are the actions we will need to put in place?

 Reviewing and comparing with the other partner cities



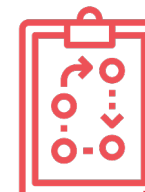
SPREAD/COMMUNICATE

WHAT? Let's inform the world about our IAP. Publicise, spread, share your IAP.

WHEN? June-July 2022

HOW? Local/regional/national press + social networks, locals news, etc.

WHY? Make sure, that at city level, people know about your IAP, about your wish to officially develop and implement participatory democracy.



INTEGRATED ACTION PLAN (IAP)



FINALIZING IAP

WHAT? Is our IAP robust? Is our strategy bold yet implementable? Is it well integrated within the local politics and policies + regional and/or national ones?

WHEN? February-April 2022

HOW? Comparing local IAP with other cities' IAP, sharing the IAP locally for collective approval & support, securing political support

WHY? Are we sure our IAP is fine? Do we believe in it? Do we think it's both promising in terms of impact as well as reachable/feasible?



Action Plan – Action Tables

Contact Point Dinslaken

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Offering a contact point for citizens in all questions of participatory processes</p> <p>Building outside the municipality with permanent staff and the possibility of organizing group meetings.</p> <p>Alternatively or supplementary: mobile contact point (bus or similar) for use in city districts and on site</p>	<ul style="list-style-type: none"> Developing a culture of participation Developing participatory urban planning 	<ul style="list-style-type: none"> Detecting where is the shoe pinches broader acceptance of measures Citizens can experience that they can really make a difference After this they serve as multipliers. Appreciation of democratic processes Number of contacts as indicator 	<ul style="list-style-type: none"> Municipality Urban Development Department If necessary, also Lohberg district office, district architect
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> Politics Administration Welfare organisations Religious communities Educational institutions Associations Committed citizens' groups Associations Police (district officers) 	<ul style="list-style-type: none"> Centrally located, barrier-free access Low-threshold, easy to be reached by everyone Contact persons are known (continuity/trust) Positive experience with participation processes done so far (i.e. open-air swimming pool planning). City administration and politics are already closely involved in the establishment of the project 	<ul style="list-style-type: none"> After decision-making, approx. 1 to 2 years for planning and implementation. Initial piloting, if necessary within the framework of existing measures 	<p>Financial:</p> <ul style="list-style-type: none"> Set-up costs Acquisition costs (for vehicle) Annual rent Annual operating costs <p>Personnel:</p> <ul style="list-style-type: none"> Minimum 2 50% positions <p>Possible synergy effects, e.g. with Lohberg district office or other branch offices of municipal services.</p>

Digital Participation

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Digital participation formats (online workshops, citizen forums etc.)</p> <p>Testing, development, implementation, evaluation of digital participation formats in all services and activities of the city of Dinslaken.</p>	<ul style="list-style-type: none"> Developing a culture of participation Enlarging and diversifying active citizens Co-creating solutions city & citizens together Developing participatory urban planning 	<ul style="list-style-type: none"> Expansion of active citizens (+25%), Expansion of the participation culture (diversity/ access) Co-creation between city and citizens (hackathon, innovation workshops, participation platform) Expansion of participatory urban development with digital participation formats Digital participation offerings are available to all departments Piloting of at least 5 new participation processes as adaptable procedures with technical tools (by 2027) 	<p>Momentarily:</p> <ul style="list-style-type: none"> (Staff Unit "Agenda 2030 and Digital Transformation" Officer) <p>In future:</p> <ul style="list-style-type: none"> Staff Unit „Digital Transformation“ Staff Unit „Participation“ Contact Point / Participation Lab <p>(see also other IAP measures)</p>
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> Municipal and civil society organisations, Associations IT service providers Investment service providers Companies Municipal companies (Stadtwerke, DIN-FLEG), DIN-Service) Municipal Service "Urban Development" 	<ul style="list-style-type: none"> Experiences from the application of digital participation formats (harness racing track / outdoor pool planning / cultural development) PhotoVoice Lohberg Hackathon EU project URBACT City administration and politics are already closely involved in the run-up to the project 	<ul style="list-style-type: none"> Testing of digital participation formats (1-6 months after decision-making) Q3/2022 Expansion of participation tools (6-24 months) 2023-24 Development of digital participation processes (24-60 months) 2024-27 	<p>Financial: free use of the online portal "Beteiligung.NRW" possible</p> <p>Personnel: 0.25-0.5 position for coordination</p>

Budget “Participation and Experiments”

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Necessary financial requirements for the implementation of participatory measures that are not funded on a project-immanent basis.</p> <p>This also includes financial compensation for voluntary work (remuneration, expense allowance, childcare, etc.).</p>	<ul style="list-style-type: none"> Developing a culture of participation Enlarging and diversifying active citizens Co-creating solutions city & citizens together 	<ul style="list-style-type: none"> Increase in citizen participation, especially where there are no project-linked funding opportunities. (verifiable) Better conditions for participation for people who would like to get involved but are unable to do so either financially or in terms of time. (number as indicator) 	<ul style="list-style-type: none"> Administrative Board for the preparation of a Council resolution Finance department and NKF officer for setting up the budgets For ongoing tasks and management, the (to be created) specialist unit for participation. Support and monitoring by ULG
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<p>For budgeting::</p> <ul style="list-style-type: none"> City Council Service “Finance” <p>For current tasks:</p> <ul style="list-style-type: none"> Staff Unit “Participation” Service “Finance” Local Audit office <p>Other stakeholders depending on the special activities</p>	<ul style="list-style-type: none"> Budget is basis for a project-independent and interdisciplinary participation of citizens Targeted promotion of participatory processes Possibility for training and further education 	<ul style="list-style-type: none"> Approx. 6 months after decision (end of 2022). Then without time limit, but with constant evaluation. The financial resources and the development of funding criteria can take place successively. 	<p>Financial: 15,000 € in 2023 (trial phase), thereafter adjusted annual budget.</p> <p>Personnel: through the Participation Office</p>

Staff Unit Participation

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Staff Unit „Participation“ (2 persons)</p> <p>For advice, support and training of the different administrative services</p>	<ul style="list-style-type: none"> • Developing a culture of participation • Enlarging and diversifying active citizens • Co-creating solutions city & citizens together • Building trust • Listening to citizens and asking their opinions 	<ul style="list-style-type: none"> • Participation is designated as a cross-sectional task within the city administration and managed professionally. • This enables the specialist services to be supported and relieved in the planning and implementation of participatory processes. • Clear signal to the public and politicians. Commitment of the municipality • Interface with all departments (verifiable) • Targeted exchange of experience (verifiable) • Contact point / portal for citizen participation in Dinslaken (verifiable) 	<ul style="list-style-type: none"> • Management Board (Verwaltungsvorstand) for implementation and task assignment • GBL 1 (Director Organisation) for setting up and equipping the unit • For current tasks, the persons recruited
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<p>For installing:</p> <ul style="list-style-type: none"> • City Council • Workers' Council, • Equal Opportunities Office, • Disability Officer • Service departments for Organisation/Personnel/Finance <p>For current tasks:</p> <ul style="list-style-type: none"> • Municipal staff depending on the topic • German participation network "Netzwerk Bürgerbeteiligung" • Local active citizens 	<ul style="list-style-type: none"> • Only a clear full-time assignment leads to a comprehensive implementation of elements of participatory democracy. • Expertise can be passed on within the administration, but also to interested citizens and other partners. • Networked work and knowledge transfer ensures constant optimization of the culture of participation. 	<ul style="list-style-type: none"> • After decision-making approx. 6-12 months (2023). • Then without a time limit, but with accompanying evaluation. • The personnel and financial resources can also be provided successively. 	<p>Financial: Depending on classification</p> <p>Personnel: Minimum 2 50% positions</p>

"Streetwork" Participation

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Participation required by law is also preferably carried out in situ.</p> <p>The following applies to future participation formats: Administration and politics seek out citizens instead of inviting them to the town hall or other departments</p>	<ul style="list-style-type: none"> Developing participatory urban planning 	<ul style="list-style-type: none"> Creation of transparency Participation of the population Broader and low-threshold approach Confidence in processes and democracy Reduction of hurdles/fears Expansion of "participation in situ" within the next 3-5 years Target: 80% of mandatory participation with on-site presence by 2030 	<ul style="list-style-type: none"> Municipal Services depending on the project
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> Stakeholders/citizens in situ City councillors / politics Project participants Public 	<ul style="list-style-type: none"> Advertising / Information Capacities and resources Communicative skills and competence Willingness and motivation of the population Co-operation with staff unit "Participation" and local contact point 	<ul style="list-style-type: none"> Depending on the project (duration and frequency variable) 	<p>Financial: Feasible within the framework of the usual budget appropriations.</p> <p>Personnel: Feasible within the framework of existing personnel resources</p>

Using Local Expertise

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Citizens are not only experts in their own right when they are affected by a project. Many of them bring professional expertise that can be significant for a project.</p> <p>The aim of this measure is to make their expertise available for urban planning processes.</p> <p>Building up and establishing an "expertise network"</p>	<ul style="list-style-type: none"> • Developing a culture of participation • Enlarging and diversifying active citizens • Co-creating solutions city & citizens together • Developing participatory urban planning 	<ul style="list-style-type: none"> • Not only buying in know-how from outside ensures higher acceptance of the result and lower costs • Annual co-creation event (hackathon) of the city of Dinslaken • Examination of all measures with regard to the involvement of citizens • Anchoring in "project compass" and in service instructions 	<ul style="list-style-type: none"> • Someone with flair • If necessary, the position can be located in the participation office, i.e. directly subordinate to the administration. • However, it would also be possible to have the "expertise network" coordinated by a neutral person who correctly assesses the professionalism and possible self-interests of the citizens' experts and, as an interface, ensures that they are deployed appropriately.
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> • Citizens with respective expertise • Administration • Consultancy firms • "Stakeholders" • Executing companies • External sponsors • Media 	<ul style="list-style-type: none"> • The interest of experts to get involved on a voluntary basis must be actively aroused. They should be allowed to see themselves as allies of urban planning and must be heard on an equal footing. They must be won over for each new process. • Appeals in the social media and press, contacting existing networks (chambers, associations, societies). • Creation and management of an expert card index • Establishment and maintenance of an "expertise network" 	<ul style="list-style-type: none"> • Continuous process, as new experts are needed for each new project. • Start: after Council decision in 2022, successive installment of the service unit 	<p>Financial:</p> <p>Expense allowance for voluntary work</p> <p>Costs for maintaining the "expertise network"</p> <p>Personnel:</p> <p>Can be covered by the personnel resources of a "participation office"</p>

Practical Work Sessions

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Offers for practical cooperation in civic projects Open offers Offers for "leaders"</p> <p>Examples:</p> <ul style="list-style-type: none"> • Work for the furnishing of "Zechenwerkstatt" (seat cushions, de-ration, counter area...) • Work such as cutting greenery in the outdoor area, setting up a community garden and public green spaces • Repair work, drywall construction, painting. 	<ul style="list-style-type: none"> • Developing a culture of participation • Enlarging and diversifying active citizens • Co-creating solutions city & citizens together 	<ul style="list-style-type: none"> • Co-design/co-determination: • Strengthening of judgement through personal project experience. • Sense of community and identification • Indicators: Number of measures and persons involved. Range of different groups and projects 	<ul style="list-style-type: none"> • One person in the administration should coordinate the appointments and brief the initiatives. • The implementation should go through the Zechenwerkstatt team supported by the experts, as they are best placed to assess the needs.
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> • The initiative, the participants and the respective experts • All Dinslaken-based initiatives for the common good, administration, politics, Dinslaken-based companies, experts etc. 	<ul style="list-style-type: none"> • Participation is simple and low-threshold, i.e. accessible to everyone, even without qualifications. • The scope of participation and the duration of the work sessions are flexible, so people who are very busy at work can also participate in a short session. 	<ul style="list-style-type: none"> • The activity can last a day or a few hours. A repetition per year would be advantageous so that many different initiatives can be involved. 	<p>Financial: Feasible within the framework of the existing budget.</p> <p>Personnel: Voluntary participation. Professional accompaniment feasible within existing staff resources.</p>

Open Data

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
Provision, visualisation (by the city) and use (city, citizens, companies) of data (open data) in participation processes	<ul style="list-style-type: none"> • Developing a culture of participation • Enlarging and diversifying active citizens • Co-creating solutions city & citizens together • Developing participatory urban planning • Building trust 	<ul style="list-style-type: none"> • Expansion of active citizens, • Expansion of the culture of participation, • Co-creation between city and citizens • Expansion of participatory urban planning • Objective "Open Data" in the collection of data • Indicator: Number of published data 	Momentarily: <ul style="list-style-type: none"> • I.13 (Representative Agenda 2030 and Digital Transformation) In future: <ul style="list-style-type: none"> • Digitalisation Unit • Participation Unit • Contact point for citizen participation • Participation Lab
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> • Ruhr Regional Association (own portal) • External supporters: Bertelsmann Foundation and others • Municipal Services • GEO Services, Green Spaces, • Municipal service "Social and youth welfare planning" • Data Protection Officer • Statistics Service • "Stadtwerke" (municipal energy supplier) • Associations and civil society 	<ul style="list-style-type: none"> • Experience from other cities (sample data catalogue) • Existing portals of public data (i.e. KECK Atlas) • Upcoming developments: Green space cadastre 	<ul style="list-style-type: none"> • min 12 to 24 months for establishing • then continuous process 	Financial: free portal solutions available Personnel: within the scope of available resources (Participation Unit / Digitisation Unit)

Project Compass (guideline for participatory processes in urban planning)

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
Establishment of a binding guideline for participation and planning processes in the city of Dinslaken	<ul style="list-style-type: none"> Creation of a culture of participation Development of participatory urban planning 	<ul style="list-style-type: none"> Creation of transparency Participation of the population Acceptance and co-creation Holistic approaches Joint solutions Sustainable planning Trust in processes and democracy Credibility Increasing participation rate 	<ul style="list-style-type: none"> Urban Development Unit III.4.1 DIN FLEG mbH
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> Municipality, Public Services Politics Public Other external project participants (e.g. planners, authorities, etc.) 	<ul style="list-style-type: none"> Political and administration-internal decision-making Development within the framework of a working group (politics, administration, public) Resolution Information and sensitisation for the topic Communication within the administration and with the public Cooperative and transparent collaboration 	<ul style="list-style-type: none"> Working group phase, 2022 Finalisation of guidelines, 2023 Basic decision, 2023 Permanent establishment 	<p>Financial: costs for design and printing, savings possible if necessary according to expenditure.</p> <p>Personnel: feasible within the framework of existing personnel resources</p> <p>Temporally: plan from the beginning of the project</p> <p>Structural: if necessary, further training, equipment (analogue + digital)</p>

Low-threshold handouts

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Municipal information is always published in easy-to-understand language and in a clear presentation.</p> <p>The establishment of handouts in easy or simple language within the framework of accessibility is to be strived for, but requires significantly more planning and resources.</p>	<ul style="list-style-type: none"> • Developing a culture of participation • Enlarging and diversifying active citizens • Building trust 	<ul style="list-style-type: none"> • Lower inhibition threshold for participation • Different target/cultural groups can be reached through different languages • Easily understandable explanations • Number of publications per year as an indicator 	<ul style="list-style-type: none"> • Best option: Participation office • Otherwise, the respective department in obligatory consultation with the municipal press office. • Interdepartmental
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> • Municipal Press Office • Integration Officer • Equality office, if applicable • Participation office, if applicable • relevant department • If applicable, associations (e.g. open-air swimming pool association) • Photographers • Marketing companies, if applicable • Graphic designers • Online managers • thematic interest groups 	<ul style="list-style-type: none"> • Technical feasibility: • Relatively simple design options through various programmes • No purchase of new equipment necessary • Financial feasibility: • relatively low costs (for brochures, for example, between 500 and 2500 euros depending on the project) • no additional staff required • Financing through the respective departmental budgets 	<ul style="list-style-type: none"> • Days or possibly weeks, depending on the project and responsibilities (what has to be coordinated with whom, who edits, printing time etc.) 	<p>Financial: Feasible within the framework of the existing budget.</p> <p>Personnel: Feasible within the framework of existing personnel resources</p> <p>Significantly increased resources required for the production of barrier-free handouts</p>

School classes engage

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>School classes engage in their city (Example Santa Maria da Feira)</p> <p>School classes receive action proposals and take responsibility for community-oriented measures they have chosen themselves.</p> <p>Support and cost absorption by the city of Dinslaken are guaranteed.</p>	<ul style="list-style-type: none"> Developing a culture of participation Enlarging and diversifying active citizens 	<ul style="list-style-type: none"> Self-) effectiveness as a motivational boost for students; active participation At least 3 projects per school year until 2027 If possible, participation of all school types 	<ul style="list-style-type: none"> Municipal services « Social and youth welfare planning »
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> Municipal service „children and youth promotion“ Co-ordination team “Demokratie leben“ Participating schools and teachers 	<ul style="list-style-type: none"> Many best-practice examples Existing budget “Demokratie leben“ motivated teachers 	<p>2023 ff.</p> <ul style="list-style-type: none"> Matching the school year According to curriculum, Project week as "Kick-off" then per-spective of continuation 	<p>Financial:</p> <ul style="list-style-type: none"> To be measured depending on the project Can usually be financed within the framework of the available budgetary funds <p>Personnel:</p> <ul style="list-style-type: none"> Feasible within the framework of existing personnel resources

District budgets

ACTION	CHALLENGES	EXPECTED RESULTS / INDICATORS	LEADER OF ACTION
<p>Alternative A:</p> <ul style="list-style-type: none"> Annual amount in all quarters for smaller community--related activities (analogous to existing disposition funds in three quarters of Dinslaken) <p>Alternative B:</p> <ul style="list-style-type: none"> Larger sum for the duration of an election peri-od in all Dinslaken districts for investments to improve the quarter (example Agen) 	<ul style="list-style-type: none"> Developing a culture of participation Co-deciding upon public budget allocation 	<ul style="list-style-type: none"> Low-threshold offer Broader target group through more targeted offers and approaches More participation "from the neighbour-hood for the neighbour-hood" 	<p>Step1:</p> <ul style="list-style-type: none"> Decision of Local Council <p>Step2:</p> <ul style="list-style-type: none"> Municipality (either with new posts in existing departments or with a completely new department) possibly an outsourced company to avoid annual budget restrictions
PARTNER/S	FEASABILITY/ASSETS	TIMEFRAME	RESOURCES
<ul style="list-style-type: none"> Schools, daycare centres, associations, local businesses, established institutions and communities in the neighbourhood Residents 	<ul style="list-style-type: none"> Experience from existing neighbourhood funds (Agen, Cento, Lohberg, Blumenviertel) Political demand from the 2020 municipal election campaign 	<ul style="list-style-type: none"> Total time for implementation approx. 1 ½ years Council decision Job advertisement and application phase min. ½ year Establishment for a clearly defined term 	<p>Financial: depending on political will Also conceivable as start-up financing for attracting external funding</p> <p>Personnel: depending on the model chosen Testing in existing neighbourhood and disposition funds possible</p>

11. Statement on Budget and Financing

In Dinslaken, it is common practice that integrated action plans are initially accompanied by a basic resolution of the City Council, in which the council commits itself to ensuring the implementation of the measures described therein within the timeframe envisaged and to providing the corresponding resources.

Each individual measure must then be worked out and decided on separately. The required financial and human resources must be demonstrated. The City Council decides on the order of the measures to be realised and the provision of the necessary funds. Based on this decision, the municipal administration is commissioned with the implementation.

It is therefore unrealistic to determine the scope of financial and human resources at this stage. In view of the political discussion and the possible alternatives to the implementation of individual measures, information on the financial requirements can only be given in an extremely vague and unreliable manner at present time.

The options for co-financing through applicable EU or national funding programmes can also only be indicated at this time, but not concretely calculated. The uncertainty of such statements is again intensified by the unpredictable cost development due to the political world situation.

In the current situation, a commitment to a specific cost framework would be a mere estimate; what is needed now is a basic decision by the city council to ensure the further development of participatory democracy in Dinslaken within the coming years on the basis of the IAP's recommendations for action.

For these reasons, the present IAP contains information on the nature of the resources required, but not a concrete indication of the total expenditure. This must be determined for each individual measure at the time of decision-making and should be determined and decided in accordance with the framework conditions applicable at that time.

12. Action Plan Calendar

	2022				2023												2024												2025												2026												2027																											
Actions / Principles	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08	09	10	11	12	01	02	03	04	05	06	07	08																				
Contact Point																																																																																
Digital Participation																																																																																
Budget Participation and Experiments																																																																																
Staff Unit Participation																																																																																
"Streetwork-Participation"																																																																																
Using local expertise																																																																																
Practical work-sessions																																																																																
District budgets																																																																																
Low-threshold guidelines																																																																																
School classes engage																																																																																
Open Data																																																																																
"Project-Compass"																																																																																

Small Scale Actions

13. Small Scale Actions (SSA) – Dinslaken

SMALL SCALE ACTIONS/PILOTS

1. Photo-Expedition Lohberg
2. Co-Creation Hackathon
3. Planning Pilot Online Participation

→ RELATED CHALLENGES

- Diversity, Culture of Participation
- Co-Creation, Culture of Participation
- Participatory Urban Planning



Foto: Steffen Budweg

SSA N°1 Dinslaken: Photo-Expedition

Challenges

Diversity, Culture of Participation, Urban Planning

Short description

Young people explore their quarter and document the places where they spend time with geo-referenced photos and a detailed assessment. The young people collect ideas and suggestions on how these places can be improved.



Expected outcomes/results

- Testing new target groups for citizen participation.
- Giving previously uninvolved groups the opportunity to get involved in urban development in a low-threshold way.
- Get to know the places where young people live in the quarter.
- Establish contact and trust for participation

SSA N°1 Dinslaken: Photo-Expedition

What were the effects produced by your SSA? What came out of the SSA? What did we learn from it?

The young people were able to take part in a participation measure for the first time and contribute their perspective and ideas.

The cooperating streetworkers were able to deepen contact with young people and find out about leisure time and places where young people spend their time. Further efforts are needed to reach female participants - especially those with a migration background - and to win them for participation.



Foto: Steffen Budweg



Foto: Steffen Budweg

Quotations from the participants:

"We need a place in Lohberg where we can do what we like to do."

„I didn't know that Lohberg had such beautiful trees."

„It's dangerous here at night."

„It was fun."

SSA N°2 Dinslaken: Hackathon

Challenges

Co-Creation, Culture of Participation

Short description

Two-day innovation workshop to identify challenges and ideas for a greener, fairer and more connected Dinslaken. In an interdisciplinary and co-creative way, prototypical solutions and sustainable use models are jointly conceived and developed in the experimental space.



Foto: Steffen Budweg



DiNaDi
Dinslaken.Nachhaltig.Digital

**HACKATHON
FÜR EINE GRÜNE,
GERECHTE UND
VERNETZTE STADT**



Expected outcomes/results

- Activation and involvement of different actors from urban society
- Co-creative processing of current challenges
- Analysis of needs and interests, brainstorming for sustainable use models and prototypical solutions
- Networking and community building.

SSA N°2 Dinslaken: Hackathon

What did we learn from it?

Pandemic: Despite vaccinations and decreasing incidence figures, it was challenging to (re)recruit participants for a presence event. Volunteering for two days on the weekend requires special incentives, also for (municipal) employees.

The term 'hackathon' is not yet commonplace and in need of explanation, despite the successful implementation of the world's largest hackathon 'WirVsVirus' with the support of the federal government of Germany.

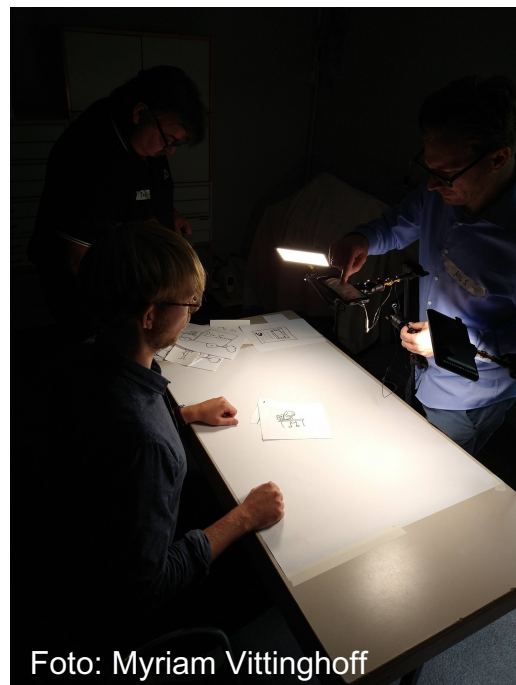


Foto: Myriam Vittinghoff



Foto: Steffen Budweg

Quotations from the participants:

"Shaping together with citizens."

"We develop the future."

"Digitalisation with the people - involving users."

"Making is king."

SSA N°3 Dinslaken: Online-Participation Outdoor Pool Area Hiesfeld



Challenges

Culture of Participation, Urban Planning

Short description

We tried to involve Dinslaken residents in the design process for the conversion of the outdoor pool area into a leisure and recreation area.

A digital map tool has been used to gather feedback from the public on three preliminary open space design options. Over a period of 11 days, interested participants could submit their feedback using markers by mouse-clicking on the maps. The contributions have been categorized by the users: green = "I like this", orange = "I have a suggestion here". Comments that have already been submitted could be "liked" to give the statements more weight.

Expected outcomes/results

- Testing of - for Dinslaken - new digital forms of participation
- Active involvement of the citizens of Dinslaken
- Obtaining a wide range of opinions and interests
- Offer simple accessibility and intuitive usability (without login function)
- Constructive discussion of the preliminary design variants
- What do you like? What do you not like? Are there suggestions for improvement and further ideas?
- Concretization of actual needs and wishes,
- Definition of crucial points for subsequent design planning
- Establishment of an urban participation culture



SSA N°3 Dinslaken: Online-Participation Outdoor Pool Area Hiesfeld

What did we learn from it?

We had 140 contributions + 840 likes, all of them differentiated and constructive, no negative or destructive statements.

In addition to digital participation, we organized two personal meetings on the local marketplace.

Selection of categories was helpful and good

The equivalent processing of the three plan variants could not be completely guaranteed due to the successive sub-pages. Nevertheless, through free text contributions, sufficient conclusions could be drawn for all variants.

Image format rather narrow; planning should be displayed in full-screen format in the future.

Technical optimization is required



Foto: Stadt Dinslaken



Quotations from the participants:

"I like this variant very much, because really all age groups have been thought of."

"The Water-Mill café with a terrace facing the Rotbach could be very cozy."

"A nature-oriented design with a gastronomic offer is a very good good vision. Please keep it!"

"Please urgently think of public toilets independent of the gastronomic offer for people with and without disabilities!"

"I like the idea of the memory of the former swimming pool. This should be more noticeable to all visitors and the future generation."

PHASE 2

BÜRGERBETEILIGUNG ZUM VORENTWURF - DIGITAL UND IN PRÄSENZ

Für die zweite Phase der Beteiligung wurde unter Berücksichtigung der Ideen, Wünsche und Vorschläge ein Vorentwurf in Varianten vom Landschaftsarchitekturbüro RMP SL erarbeitet. In der Zeit vom 11. bis zum 21. November 2021 konnten sich alle interessierten Bürger*innen über die Vorentwurfsplanung online informieren und interaktiv ihre Anregungen mitteilen. Insgesamt sind ca. 140 Beiträge und 840 Likes eingegangen.

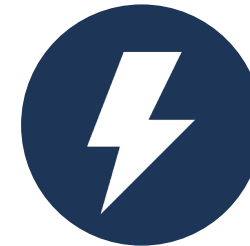
Zudem bestand die Möglichkeit, sich am Dienstag, den 16. November 2021 und am Donnerstag, den 18. November 2021 jeweils von 9:00 bis 13:00 Uhr am Bürgerbüro Dinslaken-Hiesfeld zu informieren und vor Ort zu beteiligen.



Potential risks

14. Potential Risks

Implementing participatory democracy is no easy task. According to the ULG's assessment, possible risks were mainly concentrated in the areas of political decision-making, the risks of a lack of resources, difficulties in implementing the IAP and general risks that are essentially related to the changed policy approach in participatory democracy. The statements in detail:



Risks for deciding on the IAP

- Lack of political will
- Administration's top management level does not feel sufficiently informed and involved
- City counsellors do not feel sufficiently informed
- Unpredictable political dynamism in City Council

Risks concerning resources

- Lack of (personnel) resources within the administration
- Lack of capacity, participation is a "mere" extra effort
- Lack of sustainable funding
- Funding is shaky (the continuation of the project depends on regular council decisions to get money for sub-projects)
- Finances could fall away)
- Not implemented because "too expensive" (individual measures)

14. Potential Risks

Risks after adoption/on implementation

- Half-heartedness... It is nodded off, but implementation is difficult.
- It is not accepted and lived
- Adopted, but not "lived"
- Implementation: ends up in a drawer and is not pursued further
- No one feels responsible
- There is a risk of the project "falling asleep" (unless some people keep the ball rolling). This may have to be secured by a permanent staff position etc.
- Participation is misused as a platform for political/factional interests.
- Instrumentalisation of (political) actors, "factionalism".
- Citizens simply do not notice the IAP measures.
- Urban society predominantly does not accept it.

General risks

- Lack of willingness to compromise (in general)
- Unwillingness to leave the comfort zone, "we have always done it this way".
- Challenge of a "cultural change"
- In the end political culture will not change.
- How do the actors involved realise that their role will be different in the future?
- As a citizen, I do not understand the action plan, or perhaps I may not have access to it at all and therefore do not see any benefit.
- Other topics take up more space and the added value of citizen participation is not directly measurable numerically/economically.
- •One is already thinking 10 steps too far and this produces an excessive demand on all participants involved.

Integration level

15. Integration Level



Vertical Integration

[Cooperation between all levels of government and local players]

Responsibilities and competences must be taken into account, as they are bindingly regulated by law within the framework of the German federal system, that is between the national government, the federal states and the municipalities.

Looking at the city of Dinslaken, it must be examined at the administrative level to what extent the „Kreis Wesel“, the Ruhr authority RVR, the regional associations of the Rhineland and Westphalia-Lippe, the district governments of Düsseldorf and Arnsberg, the government of North Rhine-Westphalia and the national government are to be involved in the implementation of IAP measures. The same applies to the elected parliaments of the different legislative levels.

Furthermore, it should be noted that many organised groups of actors are also linked within their organisations on supraregional levels. Here, the local actors must check how much room for manoeuvre they have locally. If necessary, their higher-level bodies should be involved in the implementation of IAP measures. „Vertical“ integration must be examined and evaluated in each individual case.



Horizontal Integration

[Cooperation across different policy areas and departments of a municipality]

Participation constitutively means that the cooperative relationships between the local actors involved must be considered and clarified in advance. This does not only refer to questions of decision-making competences, but also to the way of interacting and the concrete cooperation.

The roles of politics, administration and civic actors must be clarified in each individual case. Ideally this should be a process "at eye level", starting from the very beginning of each participatory process.

But also within the local administration, it will be increasingly important to achieve interdepartmental cooperation. Here, too, it is important to consider in advance how this cooperation is organised within the framework of responsibilities and the administrative procedures.

15. Integration Level



"Territorial" Integration

[Cooperation between neighbouring municipalities]

This IAP initially refers to the city of Dinslaken. Nevertheless, participatory processes and measures can also affect the interests of neighbouring municipalities. This applies in particular to planning infrastructure, the settlement of businesses or in areas in which neighbouring municipalities are already jointly active (local savings bank, adult education centre, IT-Service...).

In each individual case, it must be examined to what extent the neighbouring municipalities concerned could possibly join a participatory approach in the city of Dinslaken or how different approaches can be coordinated.



"Resources Integration

[between 'hard' (physical) investments and 'soft' (social) investments]

Many participatory processes, measures and projects require a high investment of "hard resources". Their implementation requires a thorough political discussion and are usually more likely to be realised in a medium to longer term.

Others may be implemented more quickly with the use of "soft resources". The ratio of "soft" and "hard" resources may also differ at different stages of the project.

When implementing IAP activities, the relationship between "hard" and "soft" resources must be considered in each individual case and taken into account in the sequence of planning steps.

Future Steps

16. Future Steps

In September 2022, the Dinslaken City Council will vote on the Integrated Action Plan and decide on the first steps for its implementation. The individual measures and actions will then be adopted and implemented successively over a planned period of 5 years.

The existing Urbact Local Group (ULG) has the task of monitoring the implementation of the IAP and giving its own impulses for the implementation of the measures. This is sensibly done within the framework of the Dinslaken Local Agenda 21.

Due to the positive experiences and the successful cooperation within the URBACT process, the participating cities have agreed to cooperate also in the implementation-phase of their action plans in the next 3 - 5 years. Regular monitoring meetings (twice a year) serve to continue the exchange of experiences and learning from each other.

This ongoing exchange will be built upon the strategic objectives of European cooperation and frameworks as the New Leipzig Charter, supporting the building of green, productive and just cities.



Foto: Stadt Dinslaken

