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## Foreword

In a democratic society, the premise of the stable development of the country is tight cooperation with civil society. The premise of the development of strong civil society is, however, a strong, efficient public sector where the public is involved in any kind of decision-making in a competent way.

When laying down a plan, it is inevitable to take into account the positions of all the people that might be influenced by the activities planned, both directly and indirectly. In order to achieve this more efficiently, it is crucial to know and master the methodology of public involvement. Many an Estonian rural municipality is compiling a general plan, various development plans, different reconstruction plans of infrastructural networks, etc. Also, detailed plans are being compiled. All these plan documents imply active participation by the citizens and taking the citizens' interests into account in the end.

In accordance with a survey carried out in the spring of 2006, the Peipsi Center for Transboundary Cooperation elaborated public involvement training; when designing the content of it, wishes expressed by the representatives of local governments in the course of the survey were taken into consideration. This material is meant primarily as additional material to the reports at the public involvement training of the Peipsi Center for Transboundary Cooperation. We hope that the training materials will help you to come to a common solution considering every interest in involvement processes in the future.

The training was elaborated within the Interreg III B Programme ([www.bsrinterreg.net/](http://www.bsrinterreg.net/)) (the TRABANT Project). TRABANT (in English, "Transnational River Basin Districts on the Eastern Side of the Baltic Sea Network") is an international cooperation project whose aim is to improve the quality of water in the Baltic Sea and its surroundings. The project seeks to introduce various aspects of the protection of water bodies, such as the integration of ecological specifications and spatial plans. The homepage of the project is [www.ymparisto.fi/default.asp?contentid=174029&lan=en](http://www.ymparisto.fi/default.asp?contentid=174029&lan=en). The training programme is co-financed by the Environmental Investment Centre ([www.kik.ee](http://www.kik.ee)).

Wishing a successful realisation of the involvement process,

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# **1. Introduction to content of public involvement and legal framework of involvement**

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## ***1.1. Introduction to involvement idea***

The content of involvement is the mutual activities of public authority and interest groups or interested persons in the process of making public decisions. It is vital here not to forget that this is a two-way activity, and involvement will reach its destination only if both parties are ready to contribute.

The aim of involvement is to establish the various interests concerning the decision and to come to a solution satisfactory for as many parties as possible by means of a transparent decision-making process. As a result of effective involvement, all of the parties should understand why and on what basis the particular final decision was made. Persons whose positions were ignored should see the arguments, proceeding from which the interest reflected in the decision outbalanced their interests.

The involvement idea has stemmed from the principle of democracy and due to the aim of carrying out the principle as efficiently as possible. The premise of democracy is to consider and reflect various interests in making decisions concerning society, and involvement is a means to ensure that the interests of the various groups are found out extensively, balanced between each other and integrated in decision-making. The importance of involvement has been discussed more in the last few decades, when it was found that the means offered by representative democracy so far were sufficient to involve as many members of society as possible in the elaboration of community rules. The chief means of implementing representative democracy – participation in election – has proved to be insufficient without additional supportive mechanisms. If the decision-making process is not transparent enough and the persons cannot see that their interests are protected, citizens' alienation from government (i.e., low electoral activity and little interest in processes in society) and, proceeding from the fact, in turn the question of the legitimacy of decisions made by the rulers are going to rise (e.g., if rulers elected by 40% of citizens determine issues concerning the life of every citizen, then how to be sure that the interests of the remaining 60% are considered?).

Stemming from the problems mentioned in the previous passage, the idea of participatory democracy developed next to representative democracy, which sets as its goals finding out common interests, voicing problems and finding common solutions. The method of participatory democracy is continuous dialogue between interest groups and as its starting point the conviction stands that partaking in designing policies and decision-making processes is not to happen just during elections. It is considered that for both groups and individuals, the period between elections might be a time much more important and efficient to influence political decisions and legislative drafting.

Three activities constitute the framework of involvement: informing, consulting, and participating. Informing is the unilateral activity of public authority to inform interest groups on decisions/plans planned. During consulting, first, the positions of interest groups are asked about by public authority, and then the interest groups submit their

opinions and proposals. Basically, the charting of different interests happens during consulting. The juxtaposition of ascertained interests and their balancing is what happens during the third activity, partaking, and its content is an initiative by interest groups and an opportunity offered by public authority to partake in the decision-making process.

In the theory of involvement, much response has been given to the ladder of citizen participation formulated in 1969 by Arnstein, which divides participation in eight different levels:

8. Citizen control
7. Delegated power
6. Partnership
5. Placation
4. Consultation
3. Informing
2. Therapy
1. Manipulation

In case of these levels of involvement and participation, citizens' power will be harnessed efficiently only on the seventh and eighth levels, where the delegation of power and citizen control over the execution of such delegation can be seen clearly. The higher the level, the smaller the state's opportunity to manipulate its citizens and direct its decisions in advance. While it is considered to be a lack of participation in case of the first two levels, then starting from the fourth level, it is possible to talk about involvement to an extent. On the third to fifth level, merely hearing the citizens out and informing them of government decisions is happening, whereas there is no guarantee that the positions and interests of citizens will be considered. By going through the three last levels, actual access of all citizens to power should be guaranteed, and therefore also the opportunity to influence decision-making.

In case of involvement, a number of different aims can be pointed out. These can be divided conditionally in long-term goals whose positive effect will be evident on a broader level of exercising democracy, and short-term goals that aim at achieving immediate outputs via the decision-making process of involvement.

Of the long-term goals of involvement, we have mentioned higher legitimacy of decisions and cutting down the alienation of people earlier. Legitimacy is accomplished when citizens understand the background of public decisions and the arguments that actually directed the decision-making process. Such understanding will enable the citizens to identify themselves with the decision-makers and will also prove that the opinion of the individual does matter in practice and that the citizen is able to relate themselves to their state and the decisions made in it. If the citizen sees that his/her interests are considered, he/she will protect them, and thus a new goal is achieved – growth of the activity of society. Expressing different interests will help to achieve the next long-term goal, which is higher-quality decision-making. No decision-maker should anticipate that they are autonomously aware of every detail of more importance. Communication with interest groups will help the decision-maker to find out all arguments and, proceeding from these, to make as high-quality decisions as possible that will need no remake, should new evidence come up. Achieving the abovementioned goals will, in turn, result in a better general awareness of public decisions.

Of more short-term goals stemming from the decision-making process, the following could be pointed out: to increase the awareness of every party and to attain multilateral understanding of problems, to obtain public consent in relation to public decisions, to enable efficient response to the needs of interest groups, and to avoid remaking or problems in a later stage of the decision-making process.

## ***1.2. Legal framework of involvement***

The legal framework of involvement will be formed in the interaction of national legislation and international standards binding on Estonia. Also at the European Union level, and primarily in the field of the environment, there are directives governing involvement issues. Whereby a directive is not directly applied within the judicial area of a member state and is to be taken over to national legislation in order to become valid (which Estonia has done), then the requirements for directives are not highlighted here separately. But one should not forget that several national provisions proceed a great deal from what the directives dictate (e.g., directive on the availability of environmental information and directive on environmental impact assessment).

The duty of involvement lies with every public authority irrespective of their field of activity. Since in environmental issues the need for involvement is especially acute due to the direct impact of environmental decisions to every group of population, several special laws were worked out in the field. Of international obligations, the convention on involvement ratified by Estonia governs expressly environmental issues. Owing to this, when giving an overview of the legal framework, first the general legal background of involvement and then, if there are particularities concerning the governing of the environmental field, also standards concerning the environment are explained. One should not forget that environmental standards are not separated from the rest of the judicial area, and also when deciding environmental issues, general legislation should be the first basis to proceed from, and only then special regulations making specifications.

In the Estonian judicial area, involvement is governed at a general level by the following legislation:

- Constitution of the Republic of Estonia
- Public Information Act
- Administrative Procedure Act
- Normative Technical Rules for the Drafts of the Legislation of General Application of the Government of the Republic

The Constitution of the Republic of Estonia provides guarantees of involvement activities via every person's right to obtain freely information spread for general use (§ 44), every person's right to address state authorities and local government authorities with memoranda and applications (§ 46) and every person's right to address the court in case their rights or freedoms are violated (§ 15). The execution of said rights are also protected by every person's right to remain faithful to their opinions and convictions (§ 41) and their right to spread freely ideas, opinions, convictions, and other information in word, printing, picture or any other way (§ 45); also, their right to gather in non-profit associations and societies (§ 48).

The Public Information Act (hereinafter referred to as the ATbS) stipulates the rules for involvement in relation to informing carried out by public authority. The Administrative Procedure Act (hereinafter referred to as the HMS) governs involvement in passing administrative rulings and performing administrative operations by providing a special procedure in the form of open proceedings. The Normative Technical Rules for the Drafts of the Legislation of General Application governs informing citizens and their participation in the legislative drafting process. The regulation imposes on the compiler of the draft, in particular, the obligation to explain in the explanatory memorandum of the draft, who the draft was submitted to for approval and receiving opinions and proposals, and what the results of considering the opinions and proposals were.

In the environmental field, the most crucial code of practise is the Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (hereinafter referred to as the Aarhus Convention). Since the provisions of international law are an integral part of the Estonian legal system, said Convention complements and specifies constitutional guarantees in case of environmental issues and provides them with a framework, from which every law of a lower level in the field shall proceed.

The special laws of the environmental field stem in the governing of involvement from the general principles stipulated by the Administrative Procedure Act, while they also provide several peculiarities and specifications as to particular procedures. As more important laws, the Environmental Impact Assessment and Environmental Management System Act (hereinafter referred to as the KeHJS) and the Planning Act (hereinafter referred to as the PIS) might be pointed out. Proceeding from environmental permits issued or plans and strategies approved in a particular field, several field-based laws also stipulate the application of open proceedings. For instance, the Waste Act in relation to waste permits and waste management plans, the Ambient Air Protection Act in relation to pollution permits, the Water Act in relation to accepting permits for the special use of water and water management plans, and the Earth's Crust Act in relation to issuing prospecting permits and extraction permits.

Non-binding involvement guidelines comprise the Estonian Civil Society Development Concept (EKAK) and the Action Plan of the Government of the Republic determining the mutual roles and coexistence of public authority and civic initiative.

### **With whom lies the obligation to inform?**

Proceeding from the ATbS, state and local government authorities (hereinafter referred to as KOV); legal persons in public law; legal persons in private law, if they carry out public tasks; undertakings in possession of a special or exclusive right or monopolies in relation to information concerning the terms and conditions, prices of the supply of goods and services and their changes, and non-profit associations, foundations and commercial undertakings established or co-established by the state, a KOV or legal person in public law in relation to information concerning the use of funds allocated from the state or local budget, shall inform the public of their decisions and their respective effects.

The Aarhus Convention vests the informing obligation with a “public authority”. The list mentioned in the ATbS corresponds in general to the definition of a public authority stipulated Clause 2 of Section 2 of the Convention.

### **With whom lies the obligation to involve?**

As it was mentioned before, the Aarhus Convention vests the involvement obligation with a public authority defined in the Convention. Similarly to the Convention, the HMS stipulates the involvement principles to be applied by an administrative authority, which is defined in §§ 2 and 8 of the Act as “an authority, body or person authorised to carry out public administration tasks by a law, a regulation issued on the basis of it, or an administration contract”.

The KeHJS foresees “decision-makers” and “developers” involved in the environmental impact assessment and environmental impact strategic assessment process, and these notions are defined in Paragraph 1 of § 8 and in § 9 of the Act respectively. It is noteworthy that the developer does not have to be an authority exercising public authority, but a person planning and carrying out activities. Thus, the KeHJS vests the involvement obligation with a much wider set of persons.

In a planning procedure, the involvement obligation lies with a ministry, county governor or KOV, depending on whether a national or county plan or a general or detailed plan is being compiled.

In special environmental acts, the obliged authority is, depending on the permit or the plan being laid down or the strategy, the Ministry of the Environment (e.g., granting an extraction permit in national mines, granting an ambient air permit), a county environmental authority (e.g., permits for the special use of water, ambient air pollution permits), or a KOV (working out waste management plans).

### **Who should be involved in the decision-making process?**

According to Paragraphs 2 and 3 of § 47 of the HMS, the addressee of the administrative act; the person whose rights the administrative act might prejudice; the administrative authority whose approval is necessary, and the public, shall be informed of the commencement of a proceeding.

In addition to the aforesaid, the HMS obliges, in the course of the proceeding, to hear out the interested person and the person whose rights might be affected by the act to be issued (Paragraph 1 of § 49; Paragraph 1 of § 50; § 11 of the HMS). The set of said persons should be determined by the administrative authority itself, proceeding from a particular case.

In environmental issues, the Aarhus Convention comprises the notions of “the public” and “the interested public” when mentioning the addressees of involvement. The interested public is defined via Clauses 4 and 5 of Section 2 as follows:

*“one or several natural or legal persons and, according to national legislation or practice, also organisations, groups or associations thereof that are influenced or are likely to be influenced by decision-making or that are interested in settling environmental issues;*

*also, non-governmental organisations promoting environmental protection meeting national requirements are treated as the interested public.”*

### **In proceeding of which decisions should involvement be?**

Open proceedings in passing administrative decisions stipulated in the HMS shall be conducted in case they are imposed by the law or this is necessary to settle the case and will not damage interests of the parties to the proceeding in a fundamental way. Thus, also in case the obligation does not stem directly from the law, the administrative authority should ponder within any administrative proceeding, whether the involvement of a wider set of participants in decision-making via conducting an open proceeding should be necessary.

According to a general rule stemming from § 46 of the HMS, in case the conducting of an open proceeding is obligatory to issue a legal act, this shall be conducted also in order to amend or repeal the legal act. In special laws, one exception from the rule may be made: for instance, in order to make insignificant amendments in environmental permits, an open proceeding is not usually obligatory.

When proceeding environmental issues, the Aarhus Convention obliges to inform the public on and involve them in activities enlisted in Annex I of the Convention. Said Annex contains a sector-based list of activities assumed to have a significant environmental impact and the approval or denial of which should therefore be discussed in public beforehand. In addition to the activities listed, the public authority shall also ponder in any other particular case whether the activity might involve a significant environmental impact and, in case the answer is affirmative, also involve the public in the decision-making process.

Of Estonian legislation in effect, open proceedings are obligatory to be conducted, for example, in case of environmental impact assessment (incl. strategic assessment), planning, granting a permit for the special use of water, drawing up a water management plan, drawing up waste management plans, granting waste permits, granting ambient air pollution permits.

### **When is the right moment for involvement?**

According to the HMS, the public shall be informed on the commencement of open proceedings (Paragraph 3 of § 47). One should also note that prior to performing an act in relation the party of the proceeding that might damage their rights, it is mandatory to offer an opportunity to submit opinions and objections (Paragraph 2 of § 40).

The provisions of the Aarhus Convention are indefinite when determining the moment of commencement, yet assume that the time limits of proceedings stipulated by national legislation originate from the principles mentioned in the Convention. According to the convention, the public should be involved in an early, formative stage of the activity/application/decision planned, while any option is open. In order to inform in a proper manner, reasonable time limits should be stipulated enabling the public to prepare for decision-making in a sufficient way and to partake in the decision-making.

As examples of Estonian national regulation, the proceeding stipulated in the KeHJS might be given, within which the public is informed within 14 days starting from the passage of a decision to commence/not to commence the proceeding (§ 12). After the finishing of the environmental impact assessment programme, public display and discussion shall take place (§ 16), where the public will be able to explain their positions.

According to the PIS, public informing shall take place within 1 month after the passage of the decision to initiate a plan (§ 12), and public display and discussion after the adoption of the plan by the decision-maker (§ 18).

The Water Act stipulates in relation to compiling a water management plan that a notification shall be published 2 months prior to the initiation of the compiling the water management plan, the objectives of the plan shall be introduced within a month after the passage of a decision to initiate it, and public discussions shall be arranged, in order to introduce the starting points of the plan and the project (§ 38<sup>2</sup>).

The proceeding described in the aforementioned laws could therefore be contrasted to the principles of the Aarhus Convention to assess, for example, whether public involvement is guaranteed in a stage where any option is open.

### **How do legal acts govern the content of involvement?**

According to the principle of the HMS, an administrative proceeding shall be conducted in purposeful and efficient, as well simple and quick manner, avoiding excessive costs and trouble for people (Paragraph 2 § 5).

The practical means of involvement shall be informing of initiation (§ 47), display of draft acts (§ 48), submitting proposals and objections in a written proceeding (§ 49) and public discussion of the matter in a sitting (§ 50).

According to the Aarhus Convention, public authority should inspire the applicant to try to determine the interested public, in order to discuss prior to the submitting of an application the objectives and of the application and forward information on it.

After the initiation of the proceeding, the public should be able, according to the Convention, to submit apt comments, information, analyses and opinions in writing or at a public discussion or at request. When making decisions, public viewpoints owing to participation should be taken into consideration in due course and, when preparing general legislation, public proposals should be taken into account as much as possible.

The aforementioned norms do not contain very explicit instructions as to the content of involvement; they rather stipulate general criteria that any kind of involvement activities should meet. Explicit rules are not prescribed since in each particular case one should proceed from circumstances inherent to the particular case and needs created by said circumstances. When meeting needs, the executor of public authority should still evaluate if their activities correspond to the criteria prescribed in legislation, and adjust their activities on the basis of them as well.

For instance, the Supreme Court has published the following statement:

“Pursuant to the principle of democracy and good administrative practice, the institution shall inform the public on substantial decisions in a more intense way than prescribed in legislation, if it is clear that merely the media prescribed by legislation are not sufficient, so that the information could, in practice, reach the interested persons, and additional informing will not bring about unreasonable costs. This requirement is especially true about environmental decisions.” (Court ruling of the Supreme Court in Administrative Case No. 3-3-1-31-03 from May 7, 2003 (Contestation of the Protection Rules of the Pirita River Landscape Protection Area))

In the court case referred, persons in possession of registered immovable in the Landscape Protection Area were informed of the laying down and changing of protection rules only in the minimum extent stipulated by legislation. In practice, the court stated that the objective of informing is not only to meet the requirements of the law, but also the actual awareness of the persons of the passage of decisions affecting them. Thus, the court reminded us that the task of public authority is to find out the will of the people as the powers that be, and to realise it.

### **Fixing involvement results**

The involvement process results rather seldom in taking into account the interests of all the people involved to the extent desired. Therefore, fixing circumstances of importance in the proceeding for the purposes of ensuring the transparency of arguments and of the consideration process becomes crucial. Involvement results fixed in writing will help to restate the positions having arisen in the course of the process and the reasoning for the decision later, and will avoid a situation where the participants might think that the involvement was merely imaginary and did not affect the final result of the proceeding in any way whatsoever.

According to the HMS, every opinion, proposal or objection uttered orally shall be recorded in minutes (Paragraph 5 of § 49). Also, minutes shall be taken at the open sitting (Paragraph 5 of § 45). Whereby minutes reflect only the various positions expressed in the course of the discussion, rather than the way the decision-maker pondered on and balanced said positions later on, also the justification of the decisions is vital, in addition to taking the minutes. A corresponding principle is included in the HMS, according to Paragraph 3 of § 56 of which it is mandatory to substantiate in the particular administrative act on the basis of discretion, which considerations were proceeded from while issuing the act. A similar obligation is also included in Clause 9 of Section 6 of the Aarhus Convention.

### **Contestation of involvement/non-involvement**

One of the goals of involvement is to avoid subsequent disputes and a need to reconsider decisions. In order to enable follow-up inspection of the legitimate execution of involvement, legislation prescribes the possibility of challenging decisions born as a result of activities performed within involvement or the involvement process. Here, substantive and formal contestation should be distinguished. In the involvement process, public authority uses discretion when making its decisions, and follow-up inspection (incl. also the inspection of courts) will not intervene in the content of discretion. It is only possible to challenge a violation of the procedural requirements of involvement. For

example, a person cannot challenge the content of arguments used by decision-makers nor the fact that the decision does not reflect the positions submitted by the person. Yet it is possible to challenge failure to consider different interests or submit reasoning by the decision-maker.

For instance, in a contestation of the plan of the park of the Jämejala Hospital, the Supreme Court deemed the annulment of a decision by the Rural Municipality Council to be reasoned due to the fact that it was not evident from the activities of the Council that the advantages and disadvantages of the various locations were considered in a sufficient manner while planning the location of the prison hospital (incl. the fact what damage might the establishment of a prison entail for the park). (See Court ruling of the Supreme Court in Administrative Case No. 3-3-1-54-03 from 14.10.2003.)

Provisions governing involvement are part of the procedural requirements of adopting an act and, therefore, owing to a violation of involvement requirements, an act can be declared invalid only in case such a violation may have affected the decision of the matter.

Two separate means are stipulated for the contestation of involvement. First, challenge proceedings in the form of the self-control of public authority, where the decision-maker checks themselves the legitimacy of their activities (Ch. 5 of the HMS). Second, administrative proceedings conducted by an independent and autonomous court (pursuant to the Code of Administrative Court Procedure).

A person may submit a challenge in case they find that their rights were violated or freedoms restricted by issuing an administrative act or during an administrative proceeding. When their challenge is unsettled or in case of a violation of the requirements of the challenge procedure, the person may address administrative court. They may address administrative court also without submitting a challenge in the first place. According to legislation, a person shall have the right to challenge if they find that their rights were violated or freedoms restricted with an administrative act or operation. In environmental matters, non-governmental organisations promoting environmental protection enjoy an extended right of challenge, owing to the Aarhus Convention. The right to challenge of said organisations is based on the premise that, as representatives of the interested public, they have a substantiated interest in the decision.

To sum up, it may be said that going through the stages of involvement in a purposeful and efficient way should ensure a percentage of contestation of decisions as low as possible and provide decision-makers in case of contestation with a stronger assurance that the decision they made will remain in force after a court sitting.

## **2. Principles of and requirements for public involvement pursuant to Planning Act**

Peep Leppik, OÜ Hendrikson ja Ko

### ***2.1. Essence and principle of planning***

The main objective of planning in the meaning of the Planning Act is agreeing upon the principles and terms and conditions of the development of the planned area, so that preconditions taking into account the needs and interests of as many members of society as possible are guaranteed for designing sustainable and balanced spatial development, spatial planning, land use and construction.

In the course of planning, a more or less important, substantial controversy between maintaining and changing the existing situation needs to be settled. One of the most essential principles of planning is designing balanced development of the area planned via simultaneous handling of the various development aspects. Therefore, representatives of different specialties and interest groups should partake in compiling a plan from the beginning, argue, inform and train each other, ponder various developments, and agree upon the principles and terms and conditions of sustainable and balanced development.

## ***2.2. Requirements for public involvement pursuant to Planning Act in effect***

Requirements for public participation in the planning process are stipulated by the Planning Act, which requires taking into account the opinions of every person interested in the planning process and balancing them. This means that while compiling a plan, cooperation is one the most vital prerequisites for successful and unbiased spatial planning. Therefore, § 16 of the Planning Act – *cooperation while compiling a plan* – has a special meaning. The Act does not describe in detail in which way people should be involved, discussions organised and cooperation performed during compiling a plan. This depends on a great variety of things in case of a particular plan: type of the plan, location and size of the area planned and values therein, extent and nature of changes, extent and nature of a possible conflict between public interests and private interests, nature of building, etc., stemming from which the local government, county government or ministry organising the compiling of the plan must decide the extent of involvement and disclosure.

The Act leaves the organiser of the compiling of the plan with enormous freedom of choice as to which forms of involvement and cooperation to use during the compiling of the plan, how much and who to communicate with. Here, one should bear in mind while planning involvement and cooperation that timely informing, cooperation and involvement create trust and diminish the risk of irresolvable conflicts considerably. The later and the less the representatives of various interests are informed and involved in the compiling of the plan, the bigger the risk of conflicts.

Cl. 2 of Paragraph 2 of § 4 of the Planning Act stipulates that in the course of the compilation of a plan, the local government shall ensure taking into account and balancing the interests of interested persons, which shall be a prerequisite for adopting the plan.

If we regard concurrently the provision referred to in the pervious passage and § 16, the **idea of the Planning Act** becomes evident: **the prerequisite for taking into account and balancing the interests of interested persons is the timely and adequate**

**involvement of the interested persons and cooperating with them in the course of the compiling of the plan.**

Thus, planning is a process of coming to **agreements** and **learning** through continuous cooperation.

### **3. Principles of and requirements for public involvement pursuant to the Water Framework Directive**

Mariina Hiio, Water Department of the Ministry of the Environment

#### ***3.1. Legal basis***

The water policy of the European Union (EU) and the water policy of Estonia are being formed and determined since 2001 by the EU framework Directive on water policy (2000/60/EC) adopted in December 2000. The objective of the framework directive on water policy is to establish in all the Member States of the EU a harmonised framework proceeding from uniform principles, in order to organise the protection and use of water. Thence, the framework Directive on water policy influences the implementation of all water-related legislation.

#### ***3.2. Objective of Directive***

The framework Directive on water policy aims at ensuring a good or as nature-identical condition of all waters (groundwater, surface water, coastal waters) as possible and sustainable water use by the year 2015.

The uniform activity framework will help to protect and improve the condition of the ecosystems of water and to save it from further deterioration. It is vital to protect the aquatic environment from discharges, emissions and other hazards and harmful substances in order to achieve the presence of good quality surface and groundwater, to use water in a sustainable manner.

The good condition of surface water is a condition in which both a good ecological and a good chemical condition are achieved. In order to describe a good ecological condition, biological quality elements, hydromorphological and physical-chemical quality indicators are used. All quality elements and indicators to describe ecological condition must be classified into five different classes of condition (very good, good, poor, bad very bad).

The good condition of groundwater is a condition in which both a good chemical and a good quantitative condition are achieved. In case of groundwater, classification is made into two classes: good or bad.

#### ***3.3. The catchment area principle***

In order to ensure rational management of water supplies, a water management plan is laid down for every river basin and sub-basin. One of the most important principles of that is the arrangement and control of the water economy on the basis of river basins, thus destroying the administrative boundaries.

There are three catchment area-based basins in Estonia: Eastern Estonia, Western Estonia and Koiva, and eight sub-basins: Viru, Peipsi, Võrtsjärv, Pandivere groundwater, Pärnu, Matsalu, Western Islands and Harju.

### ***3.4. Water management plan and the public***

The difference between the water management plan of a basin and that of a sub-basin lies chiefly in details. The water management plan of a sub-basin concentrates mostly on resolving the water problems of the people and enterprises of the area at local level; therefore the compiling of a water management plan necessitates tight cooperation between the population, local governments, various state authorities and local undertakings during the entire process. Thus, public involvement is a vital element in the process of compiling water management plans, since this is how the protection of the interests of water users is guaranteed. In order to arouse and increase interest of the public, public meetings are organised where everyone may have a say. Also, the observations of local people about the condition of a water body are of great interest to the compilers of the water management plan. The tasks, goals and activities described in the water management plan shall be taken into account in the future in the development plan of the public water supply and sewerage system of the local government unit, while compiling general and detailed plans and while changing them, according to the Water Act.

The compilation of the water management plan of a basin and its accomplishment are coordinated by the Ministry of the Environment. In case of a sub-basin, the responsible environmental authority of the respective sub-basin. In case of trans-boundary water bodies, also neighbouring countries where the water of the water body is being influenced or used will be involved in the compiling of the plan.

When compiling a water management plan, several stages are covered, the results of what will be introduced at public seminars and meetings.

- 1) Describing the sub-basin – a survey of water bodies will be completed and the existing condition of the water bodies will be determined, information on the influencers of the condition will be gathered;
- 2) Impact assessment – the significance of the influencers of the condition of the water body and the extent of the impact will be assessed, potential influencers of the water condition will be determined;
- 3) Arranging monitoring – the monitoring systems and verification measures will be arranged, in order to monitor changes in the conditions of the water bodies and to assess the efficiency of the measures taken;
- 4) Setting goals – precise, measurable goals to be achieved and time limits for achieving each goal will be determined;
- 5) Water use analysis – the measures (costs) planned to improve the water condition and the income recovered in water use will be assessed;

- 6) Measure programme – a measure programme will be worked out to achieve the goals, in which the measures are ranked according to efficiency and the execution of which will commence immediately after the accomplishment of the water management plan;
- 7) Approval of the water management plan – the water management plan will be approved with the water users, county governments, local governments and ministries concerned.

For the time being, two water management plans for sub-basins are confirmed with a directive of the Minister of the Environment: Pandivere groundwater and Pärnu. Western Islands and Viru are to be confirmed. The remaining water management plans of sub-basins will be confirmed in the first half of the year 2007. The water management plans of basins will be accomplished by the year 2009.

### ***3.5. Implementing a water management plan***

In order to coordinate the accomplishment of the goals of the water management plan of a confirmed sub-basin, the implementation of a water management plan and updating a water management plan, a coordinating workgroup will be summoned on the basis of a directive by the Minister of the Environment, which will:

- 1) coordinate the application and updating of the water management plan between the interested parties;
- 2) concord the activities designed in the water management plan with the interested parties;
- 3) provide assessments and recommendations to activities designed in the water management plan, the results of the activities, reports, and provide recommendations in order to specify the water management plan and to harmonise it with other action plans and programmes;
- 4) carry out the prioritisation of the objects and measures of the measure plan of the water management plan of the sub-basin and make proposals to the local government as to the preparation of project applications.

The basic members of the workgroup are the representatives of the environmental authorities in the territory of the sub-basin and, if need be, the following persons will be asked to participate at the discussions of the workgroup:

- 1) representatives of local governments in the territory of the sub-basin;
- 2) representatives of county governments in the territory of the sub-basin;
- 3) representatives of manufacturers in the territory of the sub-basin;
- 4) representatives of land improvement bureaus;
- 5) representatives of health protection offices;
- 6) representatives of local water undertakings;
- 7) representatives of non-governmental environmental organisations;
- 8) other interested parties.

The workgroup will submit a yearly report to the Minister of the Environment on the implementation of the water management plan and on the achieving of the goals set in the water management plan.

## **4. Forms of involvement**

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### ***4.1. Analysis of interest groups***

There are several reasons for people to partake in the involvement process:

1. The involvement of people will increase the project designed, the quality of the process.
2. It will improve the implementation of the plans designed and avoid possible court proceedings and time delays.
3. Involvement will increase democracy and protect the interests of the individual.
4. It will introduce to the public legal requirements and restrictions.
5. It will increase the social activity of citizens.
6. It will reduce possible future conflicts with the public accompanying the accomplishment of the project.
7. Involvement will allow to obtain more information about local traditions and conditions.
8. It will increase the transparency of the activities and the responsibility of decision-makers.

Carrying out the involvement process requires an organisation responsible and a team. Pursuant to the complexity of the involvement process, the involvement team may range from one person up to an entire organisation.

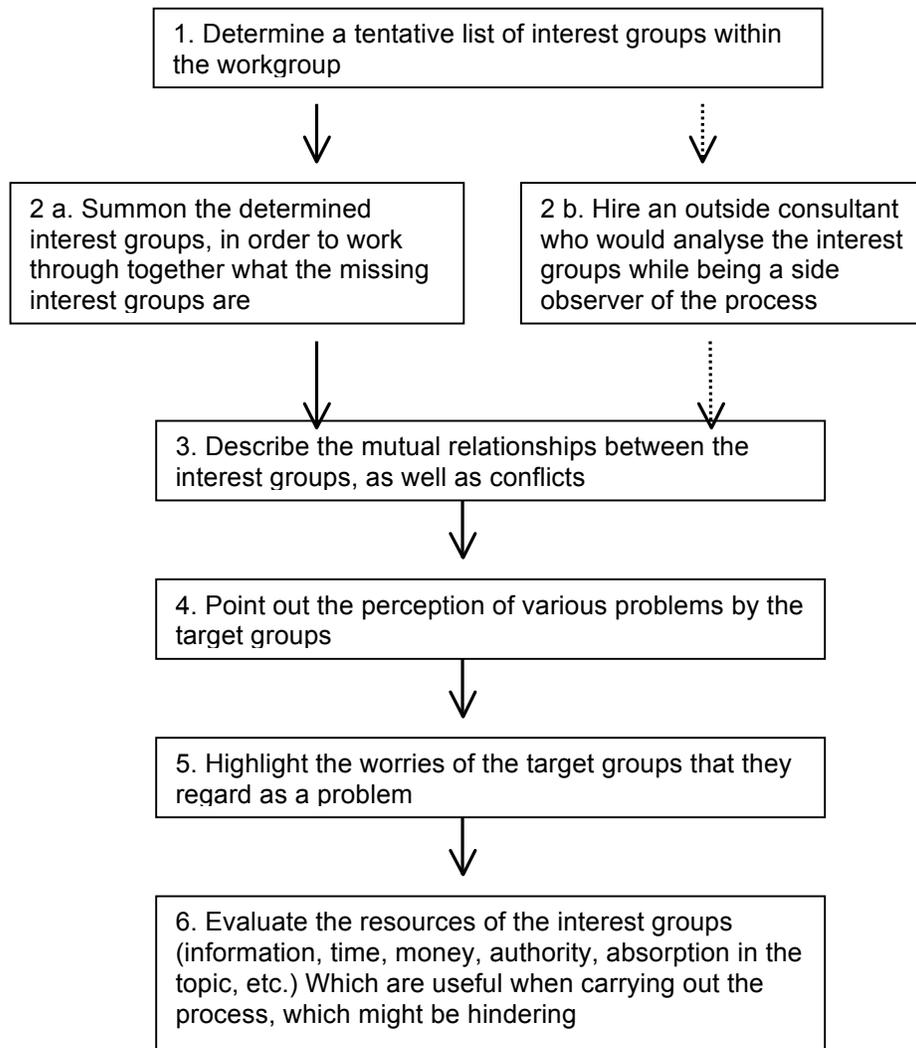
One of the primary and most crucial parts of the involvement process is determining the objective and interest groups of involvement. In order to find out who should be involved, it is advisable to carry out an analysis of the target group. The key issues while carrying out the analysis of the target group are:

1. What are the main interest groups?
2. What are their mutual relationships?
3. Are there any conflicts between the interest groups?
4. How do the interest groups perceive and word the problem?
5. What are the basic concerns of the interest groups and how could they be motivated to participate?

Originating from the involvement objective, the criteria for the interest groups should be determined. Interest groups may be divided on a geographical, social-economic, field of activity, etc. basis. The following drawing offers one possible scheme for defining interest groups. The first stage while determining interest groups is drawing up a tentative list by the involvement process workgroup. A more adequate list may be settled at brainstorming during the first involvement process, in order to induce a greater sense of participation in the interest groups while working out the result of the process. It is useful to break down the stages in the drawing separately.

The analysis of the interest groups is also the time during which an involvement strategy ought to be determined. When building up the strategy, the following questions are to be answered:

1. Why should people participate, or what is estimated to be achieved by their participation?
2. Who should participate?
3. When should people be involved in the process, and to which extent?
4. What is the extent of the result?
5. What kind of organiser, initiator is needed, and who are the co-operators to the process?
6. Which methods and means are used to carry out the process?
7. What additional resources are needed?



## 4.2. Methods of involvement and choosing them

Involvement is divided in three according to the objective of the involvement: **informing**, **consulting**, and **participation**. Stemming from the division, it is possible to point out the most widespread and formalised forms of involvement. According to the objective of involvement, a suitable form and means should be selected via which the involvement process will be implemented. An overview of the forms is given in the following table.

<b>Informing</b> (forwarding certain information to citizens)	<b>Consulting</b> (merely receiving feedback)	<b>Participation</b> (active cooperation with citizens)
<b>Forms</b>		
<ul style="list-style-type: none"> <li>•1 Access for citizens to documents <i>(sending documents by e-mail or mail, adding them to homepages, making on-the-spot copies in institutions, etc.)</i></li> <li>•2 Document registries, catalogues, indices</li> <li>•3 Question and answer pages, e.g. on the Internet</li> <li>•4 Official documents, drafts, reports, manuals</li> <li>•5 Public communiqués, press conferences, interviews, speeches and reports</li> <li>•6 Information centre services</li> <li>•7 Brochures, posters, audio-video materials, informational bulletins, and their wide spreading</li> <li>•8 Direct mailing materials, advertisements, newspapers</li> <li>•9 Cooperation with representative organisations of non-profit associations to exchange information, etc.</li> </ul>	Written consultation Advisory bodies Public hearings Focus groups Interviews Citizen 'panels' Company 'panels' Workgroups Seminars Conferences Referenda Opinion polling Questionnaires Roundtable conferences	Citizen forums Consensus conferences Citizen "courts" Planning cells Visioning Role plays Brainstorming Problem/cause analyses

The choice of an involvement method will have to consider the openness, final result, speed of the process and the content of involvement (see table below)

<b>Principle</b>	<b>Advice to select method</b>
Openness	1) Use methods and means that allow the availability of information. 2) Make a selection of methods and means, so that the decision-making process is transparent. 3) Allow the interest groups to check the usefulness of the data, methods and means.
Final result	1) Use various methods and means to explain the different views. 2) Select suitable methods and means based on the knowledge of the interest groups. 3) Allow flexibility and changing of the methods and means due to extraordinary circumstances.
Speed	1) Use various methods and means to accelerate the involvement process and render it more efficient.

	2) Encourage cooperation between the interest groups and collective perception of problems.
Content	1) Use the means to gather knowledge and understanding in the system. 2) Record the activities and results.

An effective result of the involvement process requires the involvement of as many interest groups as possible and thereby also investing time and money. Since the interests and activity of interest groups vary to a great extent, the involvement process should not be confined to only one certain method. At the same time, one should not forget not to use too many a different involvement method. The multiplicity of methods might confuse the interest groups.

The involvement process may be divided in three by time periods:

- 1 **commencement stage** (working out an involvement strategy and initiating involvement)
- 2 **organising and implementing**
- 3 **evaluating** (monitoring)

When selecting involvement forms, it is crucial to analyse their suitability with the objective of the involvement, the fact whether it is informing, consulting or participation, and the time periods of the involvement. It is inevitable to remember that not every problem takes active and thorough citizen involvement. The extent of involvement depends largely on the fact how fast the various target groups make up their mind and how important the result is to the interest groups. The extent of involvement is rather frequently determined by its initiator. At that, it is very useful to negotiate the time and extent of the involvement process also with interest groups, in order to obtain approval on behalf of every party. The following table helps to fix the use of some involvement forms according to the stage and activity. The table gives just a few examples.

The characters + - and 0 show the efficiency of the method.

+ shows that the efficiency of the method is high

0 shows that the efficiency of the use of the method is medium

- shows that within the respective involvement stage or type the efficiency of the involvement form is low

Method	Initial phase	Implementing	Evaluating	Informing	Consulting	Participation
Brainstorming	+	+	0	-	0	+
Opinion polling	0	+	0	-	+	-
Public hearings	+	+	0	+	+	-
Focus group	+	+	0	-	+	+
Interviews	0	+	0	+	+	0
Written consultation	-	+	0	0	+	-
Citizen "courts"	0	+	-	+	+	+
Citizen panel	-	+	0	-	+	0
Questionnaires	-	+	-	-	+	-
Advisory bodies	+	0	-	0	0	+
Panels	-	+	+	-	0	+
Referenda	-	+	-	-	0	-
Role plays	0	+	-	0	+	+
Seminars, conferences	-	+	-	0	+	+

Workgroups	+	+	0	0	+	+
Visioning	-	+	-	-	0	+
Roundtable conferences	0	+	-	+	+	+

- 1) **Brainstorming** – A discussion where various interest groups are represented and whose objective is to come up collectively with a large number of new ideas on the topic handled. Will help to generate new ideas, evaluate and systematise them, and solve problems.
- 2) **Opinion polling** – Polling carried out in order to learn the opinion of a large group of people. It is important not forget that the questions should be simple and unambiguous. Takes lots of preparatory work. Both working out the questions and carrying out the polling are rather time and resource-consuming.
- 3) **Public hearings** – Public hearing is a public meeting to discuss a topic. Often officials meeting citizens and interest groups. Every interested person can participate. The more open forms of consultation are used, the less random the information and comments received from the citizens and interest groups as feedback are, and the smaller the risk that when passing decisions only information received from few social groups will be taken into accounts is. Similar to a forum where are questions and answers. During public hearing, possibilities for resolve the topic will be gathered.
- 4) **Company “panels”** – Statistically representative sample of companies whose task as consultants is to discuss chiefly economic issues. Similar to a citizen panel.
- 5) **Focus groups** – A focus group constitutes a planned discussion organised within a small group on a certain topic. This is a great opportunity for the participants to learn from the experience of their conversational partners. The advantage of a focus group over a thorough interview is the fact that information can be obtained faster as fewer meetings need to be planned, and, even more so, group work enables people to use ideas obtained from the others in order to express their views more clearly.
- 6) **Interviews** – An interview is a discussion with open questions and the opportunity to give a wider overview of the topic on one’s side. It helps you to delve in detail into people’s definite viewpoints and their reasoning. It allows collecting qualitative material as to the topic explored.
- 7) **Written consultation** – Written consultation is giving and sending certain documents to the citizens and interest groups for commenting. An immediate and simple way of communicating, e.g. with the interest groups whose opinion is needed. Consultation is in writing, as a rule, though other variants are possible.
- 8) **Citizen “courts”** – Finding a solution to a problem using a method similar to a court session. This is an expert inquiry where 10-12 citizens chosen as a random sample act as judges. The inquiry is open to everyone. A meeting is

held in 4-10 days to discuss the issue. A decision is passed on the last day that does not have to be a full agreement.

- 9) **Citizen “panels”** – A citizen panel is a body of citizens selected at random, which assembles for two days, with the goal to ponder attentively a problem important to the public. The panel members listen carefully to different expert opinions and submit their recommendations as to solve the problem. A citizen panel will:
  - a) enable the participants to learn properly one or several problems important to the public;
  - b) enable the different parties to present their positions as to the problem;
  - c) give information on the values, thoughts, needs and interests of the public.
- 10) **Questionnaires** – Questionnaires are used mostly to learn the opinion of a certain sample. Questionnaires with both proposed answers and open answers are drawn up. The questionnaires give data analysable quantitatively. Balancing the sample is often hard in case of questionnaires. Often, they do not allow the profoundness of the topic.
- 11) **Informal consulting** – Informal consulting comprises all informal communication with the interest groups (phone calls, mail and email, invitations to informal meeting, etc.). The objective is just to collect information. The method is flexible and fast although not very transparent.
- 12) **Advisory bodies** – Advisory bodies are bodies of interest groups formed according to the purposes of involvement, which give advice on solving certain problems and help to come to a consensus. Here are representatives of various institutions, organisations, etc. These can be both short-term and long-term councils, commissions, committees, etc. The advisory bodies can also carry out involvement processes by themselves, e.g. by organising public hearings or by using other similar forms.
- 13) **Planning cells** – An active citizen discussion over matters raised by the public sector. The opinion of the participants will form by discussing the question in depth between them; a report is generated by the end of the discussion. Consist mostly of 25 people.
- 14) **Referenda** – Opinion polling during which a large number of the population is questioned in order to learn an extended opinion. Few questions are asked that allow the respondents to choose between two options.
- 15) **Role plays** – Active citizen involvement during which the participants act in an imagined situation impersonating the roles given to them. Increases communication between the various target groups and helps to understand better the content of the problems. Gives the participants a chance to see the situation via a role not inherent to them.
- 16) **Seminars, conferences** – Debates on topics and in ways prescribed by the organisers. Methods that are conjointly both informing and reflecting on citizen participation. An expert competent in the topic discussed is often called to report at a seminar or conference. The report is later followed by a discussion.

- 17) **Workgroups** – Interactive meetings during which the citizens will be given a chance to have their say and be decision-makers.
- 18) **Visioning** – A discussion held in an informal atmosphere which will result in a vision of the community or a service. In the course of it, the needs and future plans of the various social groups will be pointed out. A wide overview of possible developments and possible preferences of the people and groups will be generated. Increases mutual collaboration and understanding between the interest groups.
- 19) **Roundtable conference** – An open discussion between the reported participants facilitated by the organisers.

## **5. Practical means of public involvement**

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Transboundary Cooperation

Communication is the prerequisite of involvement. Without exchanging information, forwarding and receiving messages, involvement is impossible.

### ***5.1. Passive and active methods for forwarding information***

The methods for forwarding information may be divided conditionally into *passive* and *active* ones. In case of passive methods, the people will be guaranteed to have an opportunity to receive information: the basic elements are public and available; local people know the phone numbers to call in case of a question, etc. While applying the active methods, various channels for forwarding information can be used to forward information – newspapers, journals, television, the radio, the Internet. In case of need, the representatives of an important target group will be contacted, meetings and briefings will be held to forward information.

Prior to planning informing (public involvement), it is vital to find out the answers to the following questions:

- 1 What is the message that you wish to deliver?
- 2 At who, at which target group is it directed?
- 3 How to ensure that the information reaches the target group?
- 4 Which channel is the most fitting to deliver the particular message?

### ***5.2. Public relations***

Public involvement can certainly be related to public relations, which are a means of management and arrange bilateral communication between an organisation and its target groups. Public relations help to create and maintain the good reputation of the organisation among the various target groups. The objective of public relations is to

create trust. Public relations planned and executed professionally will facilitate the achievement of the goals of the organisation.

### ***5.3. Media relations and direct communication***

The most effective way to inform the public and the target groups is to do it via the media. Therefore, communication with the media is an integral part of public relations.

The media influences the formation of public opinion. In case of direct communication, it is not possible to deliver the message simultaneously to a big auditorium and via the media, yet immediate communication provides a good chance to explain views, get feedback and avoid information pollution generated so easily in case of distributed communication, etc.

### ***5.4. Target groups***

Prior to forwarding messages, target groups who the information is directed at are to be charted. While determining target groups, it is vital to identify the experts, opinion formers, etc., important for the organisation, whose opinion is highly appreciated by the target groups. It is not always effectual that the organisation communicates directly with the target group; a neutral comment by a third person can be more convincing.

The target groups of a non-profit association, for instance, are the members (inner target groups), sponsors, potential supporters of the association, state authorities, politicians, self-governing agencies, other non-profit and professional organisations, foreign partners, journalists, et al.

The representatives of the various target groups use different media channels. It is beneficial to know which media channel is preferred by one or another target group. It is surely vital to use a language accepted and understood by the target group; for example, the use of a language characteristic of the youth is absolutely justified in messages meant for the youth.

### ***5.5. Specifics of media channels***

Each media channel has its peculiarities that the public relations manager should know and consider. Mass media channels may be classified into the writing media (newspapers, journals, news agencies), the electronic media (the radio, television) and the new media (the Internet).

If one phone call of a few minutes is enough for a news item to be born, a longer news story in a newspaper takes time to communicate with several sources, draw up a text, edit, find illustrations, design, etc. The preparation of a TV programme can be even more time-consuming: planning the idea, appearing at a location with the cameras, lighting and audio equipment, etc. On TV, the picture is a more important message carrier than text. Television is the media channel with the largest auditorium, while the advantage of the radio being its immediacy. The new media has won a crucial place on the media

landscape: online news reach the consumer in minutes, the possibilities for obtaining information are unlimited.

Media channels can also be classified on the basis of spreading: local, regional and national. For instance: a national daily newspaper, a local county newspaper, a regional radio station covering several counties.

## **5.6. Some ways of conveying information**

### **Press release**

Before forwarding information, the messages must be worded carefully, and only then you will choose a channel suitable for conveying the information. In other words, one must find the answers to the following questions:

- 1 What to say and why?
- 2 Who is this information important for?
- 3 Who is the message directed at?
- 4 Is the message of news value?
- 5 What form should the message take to make sense to the target group?
- 6 Has anyone already spread messages on the same topic?

A press release expresses a news message that is to be forwarded to selected target groups. In order for a message to pass the news threshold, it will have to meet at least three-four news criteria. The news criteria are as follows:

- 1 Topicality – the message is topical, its various aspects being discussed and written about.
- 2 Significance – learning about the message is crucial for many people, this information can influence decisions, choices, etc.
- 3 Singularity – the message contains something sensational and unusual. For example, it is news if a person bites a dog, not if a dog bites a person.
- 4 Geographical and emotional intimacy – the event reflected in the message happens nearby, while events happening farther interest people less.
- 5 Freshness – the event reflected in the message has happened during the past 24 hours or is still awaiting.
- 6 Conflict situation – the message contains disagreements, a quarrel, contradictions of the different parties.
- 7 Prominence – celebrities related to the events reflected in the message.

In addition to the news criteria, certain other circumstances need to be taken into account. It is crucial to consider the nature and orientation of the media channel before conveying the message (for example, a reader of the magazine “Kroonika” is not willing to discover in the journal a piece of problem writing on the problems of the Estonian regional development). Some day it can be tougher to pass the news threshold than on another, as the number of news is different on different days. Helping out target journalists (a journalist who writes/speaks on a certain field on a regular basis) will also contribute to receiving a needed media reflection, while the journalist must surely retain his/her independence. It is also essential to know the working process of the editor’s

office; for example, you have to take into account the fact that a journalist needs time enough to do his/her job.

A press release is the easiest way to offer a message to the media. The press release must contain the name, address, phone number, e-mail address of the organisation and the transmitter of the press release, its issue date. The title of the press release is short, to the point and will inform on what is going to be tackled in the it. It is advisable to use an active verb in the title. While drawing up a press release, it is useful to take into consideration the reversed structure of a journalistic news story, according to which the most important is the first. A press release must answer six questions: who, what, where, when, why, how. The first passage of the press release should arouse interest, followed by passages elaborating on the topic, quotes, details, etc. The press release must be short, correct, punctual and clear.

### **Opinion story**

If there is wish to explain views or express opinion, it is possible to write a comment or opinion story to the newspaper. The purpose of the opinion page of newspapers is to help the readers in forming their own opinion on current issues. It is good journalistic practice to give the floor to every party to a conflict situation. An opinion story usually consists of four parts: introduction, opinion, details and findings. The introduction presents the background having motivated to write the opinion story in a brief, captivating manner. Then you give your opinion and further the details that support the opinion. At the end of the opinion story, proposals are made and solutions recommended changing the situation.

### **Press conference**

Additionally, every organisation has the opportunity to organise a press conference or briefing to convey its message. In order to do that, messages to be forwarded and the answers to possible questions are to be prepared, speakers fixed, draw up handouts for journalists, find a room fitting the event, and send out invitations. A speaker at a press conference should speak in a comprehensible manner and avoid complicated professional terminology. After the event you will have to consider the possibility that the journalists will want to take individual interviews additionally.

### **Website**

A very important channel to forward information is also the website of the organisation, which may be considered the business card of the organisation. When laying it down and administering it, you will have to think over the following: which information the target groups need, which should the structure and design of the website be, how to guarantee that information on the website is updated on a current basis.

### **Recommendations as to communicating with the press**

Before responding to a journalist, it is practical to agree upon where and how the forwarding of information will happen. On the whole, responding to a journalist is not to happen immediately, as an answer unprepared can be uncertain and inadequate. Therefore, it is helpful to take extra time for preparing. In case of questions remaining unclear, concretising questions need to be asked. In case of refusal to answer, it must

be reasoned why it is not possible to respond. The mere phrase “No comment” is not good enough. One must not be arrogant or lowly with the journalist. The journalist does his/her job when asking for information and it is fruitful to help him/her in order to have a good relationship.

## **6. Participation of non-profit associations in public involvement**

Peep Mardiste, Estonian Green Movement-FoE

### ***6.1. Prerequisites for involvement of associations: cooperation capability of citizens' associations***

Citizens' associations have a crucial role to play in a developed civil society. A civil society is considered to be developed on the whole, if all its three sectors are strong: a capable public sector, a strong private sector and active citizens' associations. In order for the society to function in an unbiased way, the associations must be capable of meeting the expectations and tasks assigned to them. The protection of public interests via associations' participation in every kind of development processes (incl. related to water protection) is one of the tasks of the associations.

Citizens' associations have different roles and importance in different societies. The associations only become a remarkable force if they are well-organised and in good dialogue with both each other and the other partners. The first examples of better organisation are the formation and strength of the sector-based umbrella organisations and federations of the associations. If the associations of one sector (for example, social assistance or environmental protection) are capable of doing extensive practical cooperation and establish umbrella organisations and federations for information exchange and cooperation, rather than compete with one another and act as rivals, then we can talk about the first level of the organisation of civil society.

Close cooperation between associations in a field is fruitful for various reasons. Firstly, it will render the activities of the associations more effective. Via closer and more confidential mutual information exchange, the associations of one field will be able to accomplish mutual division of tasks and specialisation, minimise unnecessary duplication and competition. Secondly, sector-based cooperation will create also the basis for the exchange of ideas from which common positions on topics important to the associations will be born. This is exactly why both the public and private sector prefer the umbrella organisations and cooperation platforms of field-based associations as partners: it is often difficult to communicate with separate organisations in a fruitful manner, owing to controversial positions. Sector-based federations of associations will be asked to come to discussions and join groups of experts more preferably.

In Estonia, the associations of practically all essential sectors have developed domain-based umbrella organisations or cooperation networks. Some of them are shown in the following list:

- 1 Education (Estonian Teachers' Association, Estonian Non-formal Adult Education Association)
- 2 Health (Estonian Medical Association, Estonian Hospitals' Association)
- 3 Environmental protection (Estonian Council of Environmental NGOs)
- 4 Social work (Estonian Social Sphere Roundtable)
- 5 Culture (Estonian Association of Folk Culture Central Societies)
- 6 Religion (Estonian Council of Churches)
- 7 Students (Federation of Estonian Student Unions)
- 8 Rural life (Estonian rural movement Kodukant, Estonian Farmers' Federation)

In addition to close cooperation of the associations by domains, cooperation between the associations of different domains has a central role in the development of civil society. The capability of associations of different fields of activity, interests and orientations to perform cooperation between one another and to formulate common interests is very essential. While associations active in different domains are capable of agreeing upon common objectives and of doing cooperation to achieve them, we may speak about a new stage in the development of civil society.

There are several positive examples of supra-sector-based cooperation between citizens' associations. The Network of Estonian Nonprofit Organizations (EMSL) has been active since 1991. The EMSL unites both domain-based federations and umbrella organisations with the purpose to stand for the development of civic initiative and civil society. The Network's activities as the advocate of free associations active in public interests have been very fruitful and it is considered to be a serious partner by both the public and private sector. The Roundtable of Estonian Non-profit Organizations (EMÜ) is another example where associations active in different fields of Estonian life are collaborating with the purpose to achieve common positions in the principal issues of the non-profit sector. Every association registered in Estonia can participate in the yearly general assembly of the EMÜ with an equal right to vote, where it will be possible to initiate and approve appeals and propositions essential for the associations. A material source document was adopted within the EMÜ in 2002 enabling to clarify the values and positions of the citizens' associations in society in a better way: the Code of Ethics of the Citizens' Association. The Code of Ethics provides the principles for dignified activities for the associations (democratic management, prudent use of funds, responsibility, transparency, etc.).

## ***6.2. Prerequisites for involvement of associations: legal framework***

Citizens' associations will be successful in participating in processes initiated by the state and local governments if the involvement is accomplished on the basis of a uniform procedure understood by everyone, not at random. This is why it is extremely important that both single citizens and the public sector have worked out, laid down and brought into force rules for the involvement of citizens' associations hand in glove with the associations. Said rules may be part of a concept of broader cooperation between the public sector and the associations, or very narrow and practical instructions in a respective law.

Broader agreements governing cooperation between the public sector and the associations are surprisingly scarce throughout the world. The best known of them are the separate cooperation frameworks in the United Kingdom (the COMPACT Agreements in England, Northern Ireland, Scotland, Wales), ACCORD in Canada and the Croatian Agreement. There is an agreement between the government and the third sector also in Estonia: the Estonian Civil Society Development Concept (EKAK). The EKAK was approved by the parliament in 2002 and a joint committee of the EKAK was established to supervise its implementation, with both politicians and representatives of the associations. In 2006 the strategy for 2007-2010 to support civic initiative for the practical implementation of the EKAK (the KATS) was drawn up.

Agreements between the citizens' associations and the government are vital, yet still relatively insignificantly spread throughout the world within the framework of involvement as yet. Demanding involvement and its practical organisation via binding national regulations and international conventions are more important. Legislation at several national levels provide the requirement for public informing and the involvement of interest groups; typically, the involvement requirement is included, for example, in legislation providing planning processes, environmental impact assessment or issuing permits. Internationally, an important pioneer in the spreading of good involvement practice has been the so-called Aarhus Convention, which addresses people's free access to environmental information and their right to participate in passing environmental decisions. While the Convention touches only the environmental domain, yet, having been concluded in 1998, it has been a model for many an initiative concerning involvement also in other sectors.

### ***6.3. Possibilities for associations to participate in decision-making processes***

If the associations of a country or region are capable of good mutual cooperation and setting common goals, it is an adequate prerequisite for active participation in the decision-making processes of the public sector. Associations that operate in countries of developed participatory democracy where the public involvement mechanisms are being used on a daily basis are in an even better situation. In such countries, the contribution of the associations depends solely on their interest in and capability of having a say. At the same, the lack of an involvement obligation fixed in respective national or regional legislation or that of a well-established tradition will constitute no insurmountable obstacle to have a say in the decision-making processes of citizens' associations.

While involving associations, their legitimacy is of importance. It is material that independent organisations and those acting in public interests be involved in the first place. In independent associations, public authority (state or local authorities) will have no control – either via its representatives in the council of the organisation or via the funding of the organisation. Under associations acting in public interests, the ones standing for not only the interests of their members, but also for those of the society in a broader sense (i.e. one which stands for and protects public interests) are meant as a rule.

It will not be sufficient for involvement if a few associations lacking legitimacy are included in the decision-making process – be it, for example, associations acting solely

in business interests (e.g., an association of oil companies), or those under the control of a state authority. It is essential that equal opportunities for participation be created for every interested association and that the associations themselves be able to select their representatives in expert committees, for instance.

One of the premises of active participation is a serious interest of the associations in relation to the topic in question (for example, water protection). It is hard for the public sector to accept an association in a high-level thematic key group if said association has never before spoken on the current topic. Should an association have a general interest to be involved in processes on a constant basis, it should be “in the picture” – have competence and formed opinions in the respective topic. The more active the association in publicising its views (at public discussions, in correspondence with offices, as well as via the media, for example), the bigger its legitimacy in the eyes of the other partners and the relative importance of its pronouncements at debates.

Participation opportunities are expanding for associations. In case of a sufficient interest and competency, also a small association acting at local level can partake at material debates formulating the future tendencies of the state. Moreover, the associations have access also to Pan-European decision-making processes the Member States of the European Union (incl. Estonia), provided they have respective skills. There are several ways to participate in the legislative drafting of the European Union, all of which have their specifics: through the European Economic and Social Committee, the European Parliament, the European Commission, the Council of the European Union. Creating an opportunity for citizens' associations to have a say has become a custom in Europe, therefore the associations should always boldly announce their wish to participate and protect their interests in an active way.

#### ***6.4. Example of active participation in decision-making processes by association: Estonian Council for Environmental NGOs (EKO)***

Unlike in many other fields (for instance, education, culture, social), more serious cooperation between the Estonian environmental associations developed only at the beginning of the 2000s. This is even more remarkable as environmental associations have quite long a history in Estonia: the Estonian Naturalist Society was established in 1853; also, for instance, the Estonian Ornithological Society (1921), the Tartu Students' Nature Protection Circle (1958), the Estonian Nature Conservation Society (1966), the Estonian Green Movement-FoE (1988), etc., have had a long history.

The Estonian Council for Environmental NGOs (EKO) was established as a cooperative body of environmental associations with a nationwide scope in 2001. One of the main functions of the EKO is active exchange of information between organisations and formulating common views on essential national environmental policy questions. The EKO adds an extra surplus value to its 9 member organisations as it creates a possibility for an exchange of views on very different topics of social life, ensures a division of tasks and reduces unnecessary competition between organisations. At that, the EKO has not become an excessive encumbrance for the member organisations: it is a wholly informal cooperation body, with no permanent secretariat, staff or even budget. Central is a common need for a frequent exchange of information and views.

At the same time, the Estonian Council for Environmental NGOs by no means represents all the environmental associations – it is directed at those interested in partaking in national environmental processes. However, many a governmental authority (Ministry of the Environment, in the first place) has recognised the EKO as a professional partner. The Estonian Council for Environmental NGOs has made up voluminous comments on individual draft laws and development plans in the environmental field. To acknowledge the valued practical contribution by the EKO, a representative of the EKO was asked to join 20 national committees or groups of expert altogether in the year 2005. These bodies cover a variety of domains starting from outright environmental (the key group of nature conservation development plan) to civil society development (joint committee of the EKAK) issues. The informal, yet very efficient form of collaboration of the EKO has been set as an example by many other associations of the Estonian no-profit sectors.

## 7. Evaluating the involvement process

Ederi Ojasoo, Peipsi Center for Transboundary Cooperation

### ***7.1. Monitoring and evaluation of involvement process and its significance***

An important stage in the involvement process is its evaluation and monitoring. The main objective of evaluation and monitoring is to get an evaluation of the activities performed and their efficiency, from the viewpoint of both the organisers and the participants.

Evaluating the involvement process will help you to ascertain and integrate the benefit accompanying the project among all of the participants in the project. This, in its turn, will generate a basis for better collaboration in the future. Moreover, it will help the managers to improve their knowledge on the public involvement process, which, in turn, will render participation in new projects more effective.

When evaluating the involvement process, three aspects are to be valued: **content, relations and procedures.**

While analysing the content part of the process, it is vital to regard the topics and issues raised: what was tackled, what was taken into account and what not. This will give an overview of problems substantial for the participants, of which the organisers might not have known in the first place. A content-related analysis will help understand if all the interest groups have understood the objectives in a similar way. The analysis of the content will also facilitate activities in need of cooperation and interpreting final results.

Another important topic to be valued is the social relations in the process. It is considered who the organiser is and how they relate with one another. The more close the communication between the different social groups, the higher the social value of the involvement process and the better it is to foster and disclose the surplus value of the process. Analysing social relations is important also in order to monitor the investment of resources (it is understood better why certain decisions are passed), in order to know

better how to guarantee financial investments (why money is spent on certain things). The analysis will also ensure learning about related programmes and networks and evaluating the capability of the networks. It is certainly very essential to pay tribute to the participants: monitoring the results and acknowledging even insignificant achievements is one of the ways to encourage interest groups' participation! While evaluating relationships, it is also crucial to maintain the topicality of the subjects and to foster collaboration.

When analysing the process, it is inevitable to evaluate how the involvement was organised. Evaluating the process will facilitate better understanding of national and local policies, laws and regulations. It will also help to understand the past, culture and previous experience of undertakings of the participants.

A typical mistake is to assume that all the interest groups are interested in the issue. Therefore, an unpleasant surprise may occur when not all of the interest groups show up at the meeting. Irrelevant indicators and methods are often proposed. In addition, it may remain unclear how the information is going to be used and who should use it. Different expectations in relation to the use of information can lead to frustration and little involvement. And, in the end, the information gathered may prove inappropriate in practice.

Evaluation may be carried out by a consultant hired for the purpose, an investigator or a representative of the initiator of the project. The evaluator will determine the necessary indicators and criteria him/herself. When collecting data and determining indicators, an outside evaluator can contact the interest groups.

The following table displays the criteria that will allow selecting between evaluation by interest groups or an outside evaluator. X denotes the most appropriate and, in case of a domain/problem in the middle column, the most suitable type of evaluation.

	<b>Domains/problems</b>	<b>Evaluation by interest groups</b>	<b>External evaluation</b>
<b>Content</b>	The emphasis is on learning by the interest groups	x	
	The emphasis is on reporting		x
	In addition to the project plan, room will be left also for the evaluation of other problems	x	
<b>Relations</b>	The ability to solve problems is important	x	
	The interest groups will learn a lesson for future projects	x	
	There is a danger that the dominating interest groups will utilise the involvement process in their own needs		x
	The evaluator is an outside expert		x
	The outside expert is a facilitator of the process	x	
<b>Procedures</b>	The interest groups take part in the monitoring process	x	x
	The interest groups are involved in determining the objectives and the scope of activities	x	
	Money and time are restricting factors		x

## **7.2. Indicators of evaluation**

Domains covered by monitoring and evaluation are to be pointed out in the project or evaluation plan. If the evaluators are the participants, one has to be ready also for the fact that because of unexpected project results or proposals submitted by the interest groups, a new evaluation of problems will have to be carried out later.

If domains to be valued are agreed upon, indicators for each domain will have to be selected. The **indicators** are easily measured criteria that will provide information on changes having occurred under certain conditions. A good indicator is measurable, exact, changing in time and easy to use.

Indicators selected to evaluate the process must include both intangible and tangible changes. This is especially true in case of projects where personal and social development is valued.

Since the evaluators generally cannot know things in advance, it is sometimes rational not to determine the indicators beforehand. The indicators are often location-specific and temporary, consequently they must be checked on a constant basis!

The following table is based on the example of English HarmoniCOP. The criteria used in process evaluation were determined in the first place. Thus, it was possible to select the most suitable indicators, i.e. such that were easiest to accomplish. Thence, evaluation may put the entire process in a more positive light than it really is. The table gives a concise overview of the criteria and indicators used when evaluating. The given examples demonstrate how to determine criteria or factors of success and how to render them measurable by choosing appropriate indicators.

<b>Criteria/factors of success</b>	<b>Indicator</b>
1. Involvement of all main sectors, interest groups and geographical areas	Interest groups (type and number) that have been reached at
	Interest groups (type and number) that have been involved
2. Effective forwarding of information on process and role of interest groups in process	Number of interest groups that have received information on process and on role of associated groups yet
	Number of interest groups that understand process and their role in it
3. Testing extent of involvement methods	Number of interest groups that have received information on process and on role of associated groups yet
	Number of interest groups that understand process and their role in it
4. Increasing the capability of interest groups to make collective decisions	Feedback on what has been learned and suggestions of improvement
	Number of interest groups that consider process meaningful
	Number of interest groups that think that their contribution really changed something
	Number of interest groups that would like to partake in

	further stages
5. Increase desire of interest groups to act in water management domain	Number of interest groups that really wish to act
6. Increasing mutual understanding in relation to views and positions of interest groups	Extent of understanding positions of others
	Way how interest groups announce conflicts

### **7.3. Methodology, means and methods of evaluating the involvement process**

There are a number of methods and means to monitor and evaluate the involvement aspects of the project. Most of these methods and means can be used also in other involvement stages and they can be adjusted according to the special needs of evaluation.

Before starting the evaluation process, the need for information is to be worded and the best means determined. Next are the four methods of evaluation:

- **Informal assessments.** Informal discussions with citizens and organisations of civil society. Internal discussions and assessments among government officials and leaders are also of importance.
- **Collecting and analysing quantitative data** In order to gather these data and compare them between different ministries, a uniform procedure and measurability will have to be created.
- **Questioning participants and public opinion polls.**
- **Reviews-assessments.** This is a systematic and intense assessment of activities and may contain gathering and a profound analysis of varied information of a wide range. Used in case of activities that are very important, resource-consuming, experimental or complicated.

The use of expectation and feedback questionnaires supports monitoring and evaluation in an early stage of the process. In order to understand the unexpressed views of the interest groups, it is useful to ask that the participants let know their expectations before the seminar and could express their opinion also after the event.

A *valuation sheet* will be given to each participant immediately before the end of the process, so that they could provide their assessment. Such questionnaires contain questions about the strengths and weaknesses of the process, suggestions of improvement and, naturally, also ideas and pleas to participate in follow-up processes.

It is extremely important that the participants be involved in a follow-up process and that they get to comment on the validity and relevance of the results and how the results could be improved or enhanced in the future. Feedback or response from the interest groups can be obtained by means of *web pages* or during phone interviews and personal *thorough interviews*. However, in order to avoid disappointment or conflicts, it is

wise to ask from the interest groups more information than it is possible to manage with, considering the existing human, time and financial resources. For example, it is not a good idea to create a web page involving the public if you cannot guarantee a sufficient number of people to organise and classify the information, comments and responses to be received. It is often clear in a follow-up stage of the process that there are not actually enough resources in order to guarantee representation, competence and justice for all of the interest groups. Thereby, more resources need to be applied in order to render the participation process more effective.

## **7.4. List of evaluation questions**

### **Social learning**

In case of evaluation, first the questions whether social learning (mutual learning of the interest groups) occurred during the process and how this happened are to be answered. The features of social learning are as follows:

- 1 The participants' knowledge in relation to the reasons and influences of their problem fields have increased
- 2 The participants' attitude has changed and they are more tolerant in relation to the various views
- 3 The participants can acknowledge the views of the others in a better manner
- 4 The joint interventions executed have been successful

The following is a list of activities that can be used while evaluating certain components of social learning, as well as submitting a general thorough assessment.

<b>Events expressing attitude</b>	√	<b>Events of solving the problem</b>	√
Winning attention and accomplishing awareness of interest groups		Introducing one's views to the others	
Mobilising activists: devotion to cooperation		Determining common problems, ascertaining of resources	
Ensuring legitimacy of interest groups and organisers		Creating and distributing of information	
Promoting diversity		Finding alternative possibilities	
Relating contributions and interests		Choosing intervention strategy	
Negotiations in relation to roles and identities		Planning specific steps	
Ensuring devotion by participants and organisations representing them		Implementing	
Contrasting/comparing efforts done and agreements made		Evaluating final results	

## **7.5. Risks related to involvement**

In case of any form of involvement, there is a risk that not all of the interest groups are represented, the right to participate is not unambiguous or involvement may be concentrated on patronage in practice. Especially in case of sensitive topics, there is a

risk that the interest groups will not give unbiased information and in case the interest groups are to evaluate costs involved in some policies, they will have no motivation to evaluate possible costs on the side of the state related to their domain in a conservative way. Possible problems in case of sensitive subjects will arise if:

- Many different interest groups concentrate on a variety of different topics;
- The situation highlights controversial feelings, values and expectations;
- Facts from different sources are controversial or arguable;
- The different interest groups have different cultures, habits of communication and approaches;
- There have been conflict situations and unsolved problems about the same topic in the recent past;
- There is much ambiguity and ignorance in relation to the solutions of the situation;
- The mutual relationships between the interest groups are lacking, scarce or deteriorating;
- If the situation is not solved now in a proper way, a conflict may arise in the nearest future.

Accomplishing effective involvement is complicated and can also be quite costly a process, regarding the time and resources. There is no involvement means to reach out to each group – less organised, smaller and not so clear interest groups may be left out of the process and any means may not suit every situation. At the same time, wide-ranging consulting can usually be merely a much formalised and exactly structured procedure. While communicating with the interest groups, there may also be a risk that the involvers may intercommunicate with people who, in practice, have often defined themselves as the representatives of the interest groups, and there is no way to guarantee that they do represent the alleged interest group or part of society. Therefore, it is the involvers who always need to know which interest group and on what grounds is represented, and how large a portion of the population is, in turn, represented by a particular interest group. Information received from the interest groups may be one-sided, of poor quality or indirectly relevant to the matter.

If consulting occurs too late, the parties interested in the decision will no longer be able to influence the phrasing of the problem or the alteration of an existing policy or law. The latter are, however, very essential parts of the involvement process. On the other hand, consulting in a very early stage may become more like accentuating the specific interests of the various interest groups and highlighting their own interests by presenting them as the interests of society as a whole. In case of involvement, there is also the risk of the so-called involvement fatigue, which arises when interest groups that are questioned for opinions and comments feel that a thorough response would be too much for them for some reason, they are unable to meet the requirements set for them, or the proposals made by them earlier have not been taken into account, or ignoring them has not been grounded.

While planning consulting, one should take into consideration that participation-related costs should be as small as possible and that enough time should be given to respond. The most important aspect certain to be emphasised is the need to establish mutual trust. With well-planned consulting process following the requirements and principles of good practice, the formation of involvement fatigue can be reduced considerably.

## **8. Public involvement methods applied by the Peipsi Center for Transboundary Cooperation**

This chapter introduces the methods of public involvement that have been applied also by the Peipsi Center for Transboundary Cooperation.

### ***8.1. Focus group interview***

#### **Method description**

A focus group constitutes a planned discussion organised within a small group on a certain topic. This is a great opportunity for the participants to learn from the experience of their conversational partners. The advantage of a focus group over a thorough interview is the fact that information can be obtained faster as fewer meetings need to be planned, and, even more so, group work enables people to use ideas obtained from the others in order to express their views more clearly.

#### **Activities performed**

The Peipsi Center for Transboundary Cooperation carried out 9 focus group interviews in the Emajõgi River area in 2003, in which environmental protection activists, the students of the environmental class of the local school, village activists, water tourism operators, fishermen, farmers, the representatives of the Summerhouse Association, the Rowing Club, local governments and non-profit associations were involved. The topics tackled in the focus groups were connected to water economy. People consented to partake in the focus groups rather readily, yet opinions were also uttered that they would not find enough time for that. Most of the focus groups took place in Tartu. Primarily, the answers to questions how the participants explicate water economy to themselves, what the situation of the neighbourhood of the Emajõgi River is and what the local environmental issues are were sought.

#### **Results**

The focus group method manifested contradictions among the focus groups in relation to whether allow human intervention in rendering natural areas visitor-friendly or leave them intact. The term “water economy” was not easily comprehensible for the participants in the focus groups. It was chiefly related to water for human consumption and its purification, water transport. Water shortage and the attraction of water bodies also emerged. Of water transport issues, its abundance and the lack of control over it popped up acutely. The students supported more active environmental protection in the area than so far. The other focus groups, however, found that stronger environmental protection would impede traditional human activities and newer development activities and business. The condition of fish resources was considered to be poor. The spread of environmental information was considered to be satisfactory and sufficient as a rule, yet it was stated that there should be a more serious interest to build that system up.

#### **Analysis**

The focus group method of public involvement is efficient if the initiators are strong. In focus groups carried out by the Peipsi Center for Transboundary Cooperation, the questions were asked mostly by the moderator. While carrying out the focus groups of the representatives of fishermen and environmental protection organisations, the moderator had considerably less work than in the other group debates. Since the method is not used in Estonia extensively, first participation aroused uncertainty and prejudices in people. In general, the focus group interviews gave the result needed and participation activity by the selected target groups was a much bigger hit than predicted. The interviews made with the focus groups gave feedback on public opinion and their willingness to change the problems, as well as plenty of information that was not known in the first place. The discussions were chiefly free and easy; in most cases, the discussions formed to complement one another or also to exchange information.

To sum up, it can be said that the focus group interview method of public involvement is efficacious and a very good method to consult people and make them take part actively. Also applicable in the starting phase and implementation of the involvement process.

## ***8.2. Citizen panel***

### **Method description**

A citizen panel is a body of citizens selected at random, which assembles for two days, with the goal to ponder attentively a problem important to the public. The panel members listen carefully to different expert opinions and submit their recommendations as to solve the problem. A citizen panel will:

- enable the participants to learn properly one or several problems important to the public;
- enable the different parties to present their positions as to the problem;
- give information on the values, thoughts, needs and interests of the public.

### **Activities performed**

In November 2003, the Peipsi Center for Transboundary Cooperation carried out the citizen panel, "Water transport on the Emajõgi River in the Alam-Pedja Nature Reserve", with the local people of Puhja and Rannu.

The preparations started already a few months prior to the citizen panel. Several meetings and discussions with local politicians, environmental specialists and non-profit associations were held. The same topic was discussed also with the representatives of the business sector from the Tartu River Port. The meetings helped to find out the best way of selecting the participants in the panel, the panel leader and witnesses; they also secured citizen activity in participating in the process.

The participants were chosen at random. In order to summon the citizen panel, up to 800 notices were handed out with newspapers, to which 49 responses were received. The participants were of different sex and age, educational and working backgrounds. The percentage of the desire to participate by the people was 6.1%, which can be explained by the young tradition of public involvement in Estonia. Altogether, 14 people

took part in the citizen panel: 8 women and 6 men. The event was guided by a professional moderator.

The citizen panel concentrated on the question what a compromise between the environmental protection activists, undertakings and local population in relation to water transport on the Emajõgi River in the Alam-Pedja Nature Reserve could be like.

During the two days, the witnesses presented their vision in the river transport issue. Then the citizens were divided into four groups where their recommendations and proposals to improve water traffic on the Emajõgi River were worked out.

## **Results**

The representatives of the local governments were very enthusiastic about the citizen panel and were greatly interested in the results. The results of group works showed that the local population was interested in having a say in Emajõgi River water transport development issues. The consensus was that when developing shipping traffic, it is material to take into account the opinion of the local population and the natural environment. It was witnessed by several experts – witnesses who did a report on the topic discussed – admitted that they did not think the local people would be that aware of the issue. It was a general consensus that the citizen panel increased the participants' awareness of water and water transport-related topics.

## **Analysis**

The citizen panel demonstrated that the citizens were capable of passing decisions at expert level if enough information in a respective field was given to them. The general atmosphere of the citizen panel was very warm. All the participants felt like part of it and that their opinion was reckoned with. The citizen panel assured that collective thinking in a pleasant and creative atmosphere will help anticipate problems and reach compromises.

To sum up, it can be said that it is a public involvement method that could be applied more frequently than so far. Since this is a relatively expensive and time-consuming method, it is reasonable to use it to resolve acute conflicts.

### ***8.3. Role plays***

A role play is a way of involvement that permits the participants to communicate with one another in various roles and, in this way, to convey their vision about the topic discussed and to comprehend the opinions of the other interest groups and participants.

Role plays allow dialogues on a general level. In a role play, all the participants will get the role of a new member of society whose opinion they will represent in a simulated situation (they do not appear in their actual job or everyday social context). The purpose of a role play is to improve people's understanding of the opinions of different interest groups and to find a solution to the problems in a playful and creative manner.

In order to carry out the game, first a scenario for the game, role descriptions and a problem task are to be prepared, materials supporting the game readied (the room, stationery), the rules jotted down, observation means prepared (e.g., a video camera, a dictaphone, etc.), so that it would be easier to gather feedback. During the game, the game leader will have to secure the dynamism of the game and a suitable atmosphere, as well as take notes required and monitor the progress of the game. After the game, the game leader must carry through a feedback circle where the progress and final result of the game will be analysed.

The peculiarity of role plays is their variety. There is no certain scenario for a role play. A role play can be organised as a simulated meeting, discussion group, public hearing, forum, etc. In a role play, various involvement methods may be simulated. The following is two examples of role plays accomplished by the Peipsi Center for Transboundary Cooperation: a web based forum and a roundtable conference.

## ***8.4. Role play for schoolchildren***

### **Method description**

One of the simplest role plays for schoolchildren is a web based forum that will allow a relatively large group of students from various areas to participate. This is simple and easy for the game leader in both carrying out of the game and the analysis stage. The method assumes the existence of a respective Internet homepage where the action takes place. The student groups act as certain interest groups and they will have to provide their opinion about the discussion topics in the forum part.

### **Activities performed**

The role play ORK was a pilot project on public involvement for children carried through by the Peipsi Center for Transboundary Cooperation within the 2005-2006 TRABANT project ("Transnational River Basin Districts on the Eastern Side of the Baltic Sea Network"). The planning and involvement-based simulation game started on November 1, 2005, and ended in the spring of 2006. ORK concentrated on two topical issues: the building of a port and the establishment of a holiday village in a nature conservation area. The purpose of the situation game was to explain and introduce to the students of the 7<sup>th</sup> and 8<sup>th</sup> forms of Estonian schools the need to involve different interest groups in various planning activities.

In order to carry out the role play, a special homepage [www.ctc.ee/ork](http://www.ctc.ee/ork) was created. Student groups from all over Estonian took part in the game. The game had two parts and a summing-up meeting of the groups was held at the end of them both.

### **Results**

The web based role play found a lot of positive feedback among both the students and the teachers. It was very nice that the children could maintain the simulated environment in the course of the game. The groups got used to their roles well and presented their views according to their vision. At meetings where the meetings of the different groups were simulated an active discussion emerged, during which the students could maintain

their roles. It also gave an overview of the children's perception and understanding about the problem handled and its effect. To sum up, it may be said that the children's knowledge was weak in the natural and environmental fields, while being stronger in social-economic fields. For instance, they would understand very well that a pensioner will need help in their old-age days and that the young want new, beautiful houses, but they would not feel the value of protected animal and plant species – they were ready to build structures developing economy in their habitats.

## **Analysis**

The role play is a suitable (student) involvement method in order to find out the participants' attitude towards topical environmental issues and spatial planning and the influence of economic development on nature. This suits for both informing and involving the citizens, gives an overview of the extent of the perception of the problem and the participants' knowledge in the field. An active and funny method also according to the students.

### ***8.5. Role plays for adults in summer school of Peipsi Center for Transboundary Cooperation***

#### **Method description**

At seminars and discussion, a role play can be an active discussion according to a given scenario over a simulated problem in a simulated environment. The participants will be given roles, whose interests they must represent during solving a situational task. The game leader must provide the scenario of the problem, the roles and their descriptions and allow the participants to discuss freely in their new roles.

#### **Activities performed**

On the 24<sup>th</sup> August 2006, the Peipsi Center for Transboundary Cooperation carried out a public involvement training as a pilot project within the trans-boundary cooperation summer school. The same game scenario was used as in case of the web based role play directed at children in 2005-2006. The purpose of the game was to make the participants think about how difficult it is to reach a consensus. The role play was preceded by a theoretical overview on public involvement, methods and advice when involving the public. After the seminar, the participants were to simulate a roundtable conference and reach a decision satisfactory for all the parties.

#### **Results**

As a result of the role play, a decision was reached that was favoured by persons who had appeared more actively, who had got used to their role intensively, and could protect the views of their role and thus influence the final decision. Participants in the discussion circle of the game admitted that involvement was much easier in theory than in practice. They reached a consensus that the method should certainly be used at the meetings of the various target groups, since the process tested reflected the decision-making

process also in real life. The representatives of the low-voiced interest groups were cornered and their decision was not asked when passing the final decision. The fact that the decision was only made by the leading groups was spotted not before the follow-up analysis of the game, and it was generally recognised that, in order to find out public opinion, the quieter and more modest need to be encouraged.

## **Analysis**

Using a role play is an excellent involvement method as it will help understand the decision-making scheme. The role play will reveal to the participants how difficult it is to pass a decision that would consider the interests of all the target groups. In case of the present example, the participants were shy in the first place, yet in the course of the game, the reserved discussion developed into a heated debate to protect the people's rights and demands.

The positive side of role plays is that they bring people closer to one another. There will be matter for discussion during a follow-up analysis and for deciphering the topic for a long time. A situation where many a participant has to represent the interests of a role conflicting with the interests of their usual role will facilitate better understanding of the positions of the different interest groups. A role play is an efficient method in the initial phase of involvement, as well as during the involvement process; it suits for active citizen involvement and consulting. In case of a good scenario, a well-worded conflict and approach to the problem, there is a relatively high probability that the role play is a success; the role of the game leader in directing the game will be less important than that of the participants.

## ***8.6. Interview***

### **Method description**

Interviews and polling are the two most widespread methods while conducting opinion polling. In case of a structured interview, a questionnaire prepared will be used, while a thorough interview is rather a discussion with an opportunity to give a broader overview of your own on the topic (also proceeding from a questioning plan). The interview allows collecting qualitative material as to the topic explored. It will help to measure people's attitudes and delve into the people's more specific views and the reasons thereof in greater detail.

### **Activities performed**

In connection with the elaboration of the public involvement training programme, the Peipsi Center for Transboundary Cooperation carried through an opinion poll in 2006. The objective of the poll was to learn about the involvement-related experience and training needs of local governments and the topics to be approached in the future training. The poll looked for the answers to three questions:

- 1) What is the officials' awareness of the requirements related to public involvement?
- 2) To which extent are the officials aware of involvement-related methods and means?

### 3) What are the officials' expectations regarding the public involvement training?

The polling was carried out in the form of phone interviews based on a structured questionnaire but asking additional, concretising questions as need be. The polling covered five Estonian counties that differed from each other geographically and by social-economic characters. In each county, one representative of the county government, city government and 2-6 representatives of local governments that have been involved in planning-related questions were interviewed. A total of 28 officials were questioned.

#### **Results**

As a result of the poll, it became clear that the representatives of the local governments comprehend very well the need of public involvement in various processes. The involvement training was considered necessary and vital to improve the productivity of the officials' work. It also became evident from the poll that the involvement-related competency of the county and government officials was higher than that of the representatives of the rural municipalities. This can also stem from the fact that there are fewer specialists of a particular specialty in rural municipality governments, wherefore also planning-related issues and tasks, for example, will be solved by an official of a different qualification.

#### **Analysis**

Using interviews in opinion polling is an effective method of citizen consulting. The method is efficient in an early involvement stage while planning and charting problems. Allows dialogue between the interviewer and the respondent. Also provides an opportunity to examine the background of the respondent and the factors affecting his/her opinion. The interviewee will be presented a chance to declare their opinion without a third person influencing or obstructing them. When involving the public, the interview method is good to be used to learn the opinion of a certain target group. Provides explicit answers to the questions of the interviewer, as well as background information.

## ***8.7. Visioning***

#### **Method description**

Visioning is a discussion held in an informal atmosphere which will result in a vision of the development of the community or a service. In the course of it, the needs and future plans of the various social groups will be pointed out. A wide overview of possible developments and possible preferences of the people and groups will be generated. Increases mutual collaboration and understanding between the interest groups. Frequently, visioning is not a firm plan for the future, rather a broad overview of development possibilities and possible preferences of people and groups. Visioning is quite often used to establish agreements, create a cooperative atmosphere or also resolve a particular question.

The following concentrates on the example of visioning carried out by the Peipsi Center for Transboundary Cooperation, in the course of which the problems of trans-boundary cooperation were discussed and all kinds of solutions to resolve them were proposed.

### **Activities performed**

During three years, the Peipsi Center for Transboundary Cooperation has organised an international summer school of trans-boundary cooperation. The objective of the summer school is to provide non-profit associations and local governments with knowledge about different aspects of trans-boundary cooperation, such as the history, forms, structures, various support programmes of trans-boundary cooperation, European regions, etc. In addition to academic lectures, group and individual works are done. One of the central objectives of the summer school is to generate new ideas in order to promote trans-boundary cooperation more efficient than so far via various projects. The objective of the group works is to advance trans-boundary problems in a creative and idea-based manner and to lay down a project with the group, generate a vision of well-operating trans-boundary cooperation and its supporting activities. People were engaged in visioning several times during the week in the summer school. Also, as much time as possible was allocated to them for that purpose, and an informal atmosphere was established. Although the participants of the summer school were strangers at first, owing to the workshops and discussion circles of the summer school, fast mingling occurred that ensured the openness of visioning later on.

### **Results**

The participants of the summer school had divided into groups to do group work, according to their interests. Each group defined a problem possible to be solved in cooperation. During the week, the objectives, target groups, activities and also possible financial sources were studied thoroughly, and on the last day of the summer school, very well elaborated and actually working project ideas were presented.

The project ideas of the summer school of 2006 were:

1. Trans-boundary partnership to increase youth involvement. The objective of the project is to increase youth participation in decision-making processes at both national and international level.
2. Trans-boundary water economy. The objective of the project is to improve the condition of trans-boundary water bodies through creating a catchment area management system.
3. Improving collaboration between local governments, business undertakings and non-profit organisations via the development of IT technologies. Increase the administrative capability of said institutions and information exchange via the implementation of new IT technologies. The Estonian partners can be good trainers in case of this project, since we have developed in the field more than any other participating party.

One of the projects of 2006 is already being financed by this moment and is about to be carried through, and another is waiting response from the financier.

The participants valued the necessity and usefulness of the group works very highly. Real results and an opportunity to work on with the results in practice were perceived.

## **Analysis**

Those participating in group work who spotted an attainable result in their project idea have been communicating with each other after the end of the summer school to elaborate on the project idea. This assures that such a method works well to improve and foster cooperation.

In case of the bigger groups, it was hard to spot a common topic and problem that would meet everyone's expectations. The optimum size of a group could be 5-7 people.

The presence of a good group leader who would manage the process and channel it in the right direction is also vital, as people would just argue and talk about various subjects. The task of the group leader is also to observe that all the participants had a chance to propose their idea, and to discriminate between relevant and irrelevant information.

The method used to involve the public worked very well as group work and gave a good result.

## ***8.8. Roundtable conference***

### **Method description**

A roundtable conference is an open discussion between the representatives of certain target groups.

### **Activities performed**

Within the tourism project, Peipsi Veetee (Peipsi Waterway), from July to October 2006, 3 roundtables were carried out, in which local cultural activists, local government officials, the representatives of tourism and business circles and experts from various fields participated. The objective of the roundtable meetings was to contribute to transforming the Lake Peipsi region into a developed and attractive economic and tourism area that facilitates the improvement of the human environment and the active involvement of the lakeside people in society.

### **Results**

All the interest groups that could have a say in developing said subject matter were represented at the roundtables. The chief task – getting a whole picture of the current situation – was accomplished. All the participants gave an overview of what they have done in the region in the fields of tourism and culture, what the future plans are and what could be done collectively. As a result of the roundtables, a report was drawn up that can be relied on while making further development plans.

### **Analysis**

Thanks to their relatively informal structure, every participant had a chance to voice their opinion at the roundtables. Since the roundtable topics laid down were rather general, the discussions allowed flexibility in the interests of the participants.

## **8.9. Advisory bodies**

### **Method description**

Advisory bodies are bodies of interest groups formed according to the purposes of involvement, which give advice on solving certain problems and help to come to a consensus. Here are representatives of various institutions, organisations, etc. These can be both short-term and long-term councils, commissions, committees, etc. The advisory bodies can also carry out involvement processes by themselves, e.g. by organising public hearings or by using other similar forms.

### **Activities performed**

The Peipsi Council is a representative body of the area whose objective is to contribute to the promotion of the sustainable development of the area via greater collaboration between different sectors and administrative regions both on this and that side of Lake Peipsi.

As the first stage, meetings with the representatives of the county governments, rural municipalities and non-profit organisations were held on the initiative of the Peipsi Center for Transboundary Cooperation, in order to find out the problems of the area and a need for a cooperative and representative body – the Peipsi Council – and its possible working mechanisms. Also, definite project ideas were already proposed.

According to the results of the meetings, three workgroups were established where most of the work should be done: water transport, tourism; environmental protection; education, culture. The representatives of the public, business and third sector are expected to partake in the work of the Council. Experts participate in the workgroups as visiting members.

### **Results**

The Peipsi Council is not active for the time being, as there was no local activity to keep the Council running and to manage it.

### **Analysis**

The Council worked until the Peipsi Center for Transboundary Cooperation managed it, yet the idea was that the Peipsi CTC will initiate the process but the workgroups will operate on autonomously on local initiative. However, no such bottom-up initiative emerged.

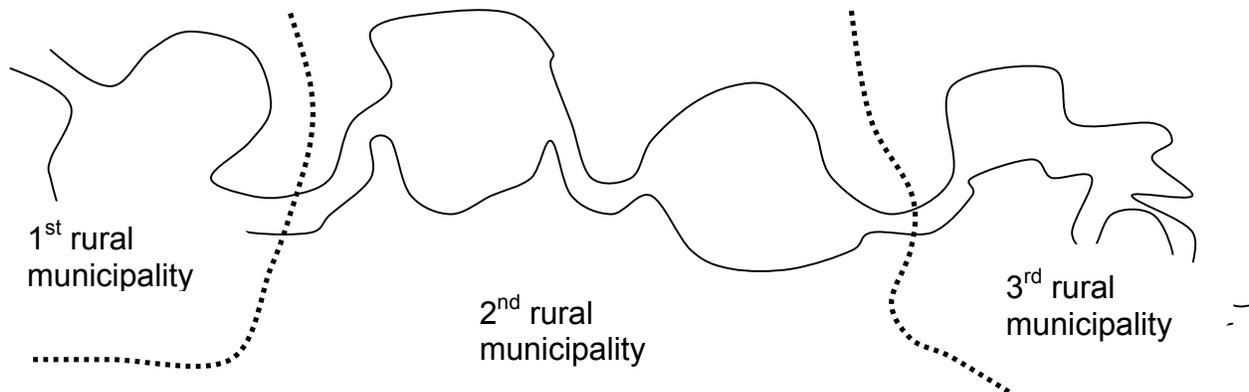
Since it is not outright citizen involvement, but rather one collaboration method based on citizen participation, it will work primarily in case of topics where the members of the advisory body feel a strong obligation and desire on their behalf to discuss the topic and improve the situation.

## 9. Tasks supporting training

Ederi Ojasoo

Next, we will present some practical tasks of public involvement supporting the training programme.

### ***9.1. Rural municipality governments' trouble with purification of reservoirs***



There is a river where are four reservoirs downstream. The first three of them need regulation, the last is already regulated.

When coming along the river downstream, the first rural municipality and the first reservoir will be in your way. The reservoir is rather deep and therefore also in a good condition, yet in a few years the purification of the reservoir is still to be done. Healing the reservoir would only be possible by removing the sediment via pumping it out. Unfortunately, the water level of the reservoir cannot be lowered and the sediments removed as the water capacity is too big and the water would gather again very slowly, whereby the downstream water bodies would be dry for a very long time. This must not happen as in case of any activities in the water bodies, the amount of sanitary water in the watercourse must be guaranteed.

Going downstream, the second rural municipality will be in your way, with even two reservoirs. Both reservoirs need purification. In case of the first reservoir, it would be possible to lower the water level and remove the sediments, yet if you lower the water level of the reservoir now, it would spoil again the reservoir downstream already purified.

However, the rural municipality downstream will not accept that. Purifying the second reservoir would be easy as it is a small, shallow lake with shelving shores. On the initiative of the villagers, the development of the reservoir rehabilitation and river purification idea has been launched. The reservoir is also important because of the green frogs living there! The best time for purification is when the tadpoles have already come to the shore, i.e. the second half of summer. The works must certainly be finished before the frogs hide in the mud for winter. The same time is also best for the birds as fledglings will already be capable of flying away.

If you go even more downstream, the third rural municipality will be in your way, where there is also a reservoir already regulated. The people of the rural municipality are merry and happy and will not want to hear anything about the activities of their neighbours, since it would jeopardise their reservoir regulated already.

To sum it up, the problem is that the downstream water bodies are regulated while the upstream water bodies are not regulated. The rural municipalities are afraid that if an upstream reservoir is going to be regulated one day, the already regulated downstream water bodies will be in danger. So far, there seems to be no solution to the problem. However, you must proceed with the knowledge that every problem has a solution! What would a balancing solution be like?

Your task is to create three groups, three representations of the rural municipalities, and to play over a discussion and come to a collective solution as a result of this.

## ***9.2. Restoring fish spawning grounds***

Many Estonian historical trout rivers are scarce of spawning places and habitats necessary for the fish, as the oxbow lakes of the rivers have grown muddy, the rivers have been dammed up and, thus, many a fast-flowing river passage has been destroyed. One possibility to solve the problem is to construct artificial spawning grounds for the fish. Such spawning grounds have been constructed in several rivers in Estonia yet. In order to restore the spawning places, places rich in rapids will be created on fitting river sections for the fish to reproduce, and the riverbed will be covered in shingle. One of such water bodies where the spawning grounds were restored is the Looga Stream.

The first artificial spawning ground for the brown trout was constructed in the middle course of the Looga Stream in 2001. The material needed (shingle) was sifted manually from natural gravel. Right in the first autumn, the explorers found the spawning place being used – 6-7 spawning nests were found on the spawning ground (5-6 m in length, 6 m in width). Also in the second autumn, the spawning nests were there; they have been used obviously ever since. In the Puukli Stream with relatively similar natural conditions, the same coarse shingle was used, yet the fish have not started using the spawning ground yet.

Since restoring the spawning grounds does not result in success in any water body, it has not been used in many water bodies correspondingly. This is, however, one of the scarce chances how to improve the condition of salmonids in our water bodies. What ought to be done so that the construction of spawning grounds continue on rivers, and

where could one find the initiative for such activities to happen? What to do if a river flows through many local governments and the neighbouring rural municipalities are not interested in the case, but constructing spawning grounds only within your local government will not improve the situation in the whole river?

Your task is to find with your group as many suitable answers to the following questions as possible:

- 1 If there were a similar problem in your local government and you were to solve it, what would you do?
- 2 Who would you address with the spawning ground restoration problem?
- 3 How would you involve the local people in the restoring of the spawning places of brown trout? As you know, single efforts will not yield much fruit. It is inevitable to alter the way of thinking of larger social groups. But in relation to what should the way of thinking change? In what way should it be done?

### ***9.3. Determining participating interest groups and their goals***

Kolmesoo Rural Municipality is a rather small rural municipality, with a population of nearly 2,500. Your task is to compile a detailed plan for Kolmesoo Rural Municipality. You are an outside expert and do not know much of the inside problems of the Rural Municipality. It is known that the communication between the people and the local government is not particularly flawless. There is a school in the Rural Municipality, yet the school has little room. Several social institutions, such as the nursery school, the general practitioner's centre, etc., have little room too. For a long time, only creating foreign relations of the Rural Municipality and strengthening cooperation with the neighbouring rural municipalities have been dealt with. Local life needs to be radically reformed. There is hope that a new general plan could channel the development to the better. At the same time, a water management plan of the catchment area of Lake Soodevahe has just been finished, which, in addition to national limitations to land use, stipulates, in turn, several limitations to land use and restrictions on activities in the area planned. With reference to that, it would be a wise deed to combine the two things with one another. But in what way?

Your task is to put down the objectives and participating groups of the (involvement) process (why namely those groups, why is the process important to them, why are they important to the parties carrying out the process?). The second task is to work through via which methods you reach the selected interest groups? Through which information sources? What level of communication should you use (official or a friend's communication, a plea, etc.)?

### ***9.4. Press release and news release***

Kolmesoo Rural Municipality (see previous clause) decided to issue a permit to establish a subsidiary rather next to the rural municipality centre to an enterprise manufacturing plastic sledges, in order to improve local life. The Rural Municipality Government is in favour of the idea in every way, as it will create money and new jobs in the Rural Municipality and promote the Rural Municipality. This, in turn, would entail an influx of new inhabitants and faster economic development. The local people are, on the one

hand, a little sceptic, as they appreciate highly their relatively intact human environment. They are also afraid that the sledge company will import outside labour force into the Rural Municipality, who will not value the local environment (it is an area of cultural and environmental value). It is possible that the suspicions are aroused by a strong communal sense. The project has caused some irritation also in the eyes of the county environmental authority, in whose opinion the sledge factory could have a harmful impact on the environment. Since the raw material is plastic, the production will inevitably discharge contaminants.

Your task is to draw up a press release pursuant to the role of your group. The groups are as follows:

- a) Rural Municipality Government
- b) Environmental authority
- c) Local people

You will have 15 minutes to do it!

## **9.5. Role play**

A role play is an excellent opportunity to tighten communication between interest groups that do not meet on a daily basis. The role play will enable discussion on a given topic on a very general level and in new roles.

The task of the person carrying out the game is to invent a role play scenario and put down the rules of the game. During the game, it is important to observe the course of the events and take notes, in order to carry through an after-discussion at the end of the game.

On the following pages, you will find an example of a planning-related role play.

### **Game scenario “Let’s make a big port”**

On the border of two countries, **Lärtase** and **Estuka**, there is a large lake, **Baabua**, with an area of **2,611 km<sup>2</sup>**. The lake biota is very rich, as the natural environment has been little disturbed. Considerable economic activities are missing. The lake is home to many protected species. The density of lakeside population is rather uneven. There are villages and cities as well as uninhabited places around the lake.

The chief source of keeping of the lakeside villages is fishing. In winters, the village men sit on the lake with their pulling devices for weeks, in order to provide living for themselves and their families. Since it is a border water body, Lärtase and Estuka have competed from ancient times - the aim of all the Baabua-sided villages is to catch more fish than the neighbouring country and the neighbouring villages. Recently, the situation has got better and there is even cooperation between the fishermen villages of the two countries. The area is very unique and attractive also culture-wise. Customs and traditions have been handed on from generation to generation; they are honoured also by today’s youth, who have rendered them a little more modern, as a matter of fact.

The largest settlement of the country of Estuka by the side of Lake Baabua is **Tüguuru** City, with a population of nearly 15,000. The life of the city has been developing very fast lately, as the family of the well-known businessman, **Dollar**, moved to the city a year ago. Unexpectedly, two new businesses emerged in the city. Now, however, the businessman is pondering about a new plan. Similarly to the local people, he is also fond of the resources of the lake, though from a slightly different angle.

The businessman Mr Dollar has decided to establish a big port which would cover the fish potential and waterway of the entire lake. Classy white cruisers would transport tourists from both countries between the Estuka city Tüguuru and the Lärtase city **Röba**. The businessman is also going to take a few bigger fishing boats on the lake, hire local fishermen aboard and make the fishing more effective. He is also planning to establish a local fishing industry and attract more foreign investors to the area than before, to whom he could sell everything a few times more expensively. The port builder (businessman Dollar) is going to fix all necessary documents as fast as possible and bring the new ships into the new port in a year already.

The local people are a bit scared by the new idea. They have been told about a better future and a big wealth that will occur to the area owing to the building of a new port. Along with the new port, new jobs, the development of trade and tourism, new business clients and inhabitants in the city have been promised. The local fishermen are afraid that if big ships come, they will not be able to go on the lake in their little boats any more. The beautiful fisherman life near the city would be gone. Instead, a posh summer region with hotels and health spas would be erected. The fishermen are scared to lose their traditional life and job. Environmental protection activists are very resolutely opposing the activities planned. They fear oil spillage in the closed water body, a rapid decrease of the fish resources of the lake, and a change in the biological human environment. Culture explorers fear the fading of local culture. A serious conflict has arisen between the interests of the developers and the environmental protection activists.

## **Role introduction and tasks**

The participants in the game can choose among the roles mentioned below. In order to make it your way – build a port or prohibit its construction – you must find allies. Your task is to play over a roundtable conference, at the end of which a consensus has to be reached: whether the port will be built or not; if yes, then on what conditions and requirements. You must agree on your precise role and tactics in your team and come to compromises satisfying every party when negotiating with the other parties. Two of you will play the role of the moderator of the meeting. During the game, you must find as many supporters of your ideas as possible, since you will be stronger then and able to make it your way. As a final result, the interests of all the groups will have to be taken into account! Everyone has an equal right to their wishes!

### **1. Local coast fishermen**

You have been fishing for a long time, thus providing living for your families. Now they want to deprive you of your independent earnings and substitute them with those of a salaried worker. People can catch increasingly more fish from the lake from their fishing boats and this worries you. Also, the jetties in the way of the building will be gone. You

appreciate the preserving of local life as it is. Heavy boat traffic (and possible oil spillage) will scare the fish and other animals of the lake away.

It is in your interests to find the best solutions for your commune by negotiating and with cleverness. In order to be strong, you must find allies. Do not forget to use the journalists to inform about your actions and ideas!

## **2. Port builder, developer**

You are a business tycoon bearing profit in mind and only see well in the port construction. In addition to the fact that it would earn you lots of money, the building of the port would also benefit to the future development of the city, in your opinion. A new infrastructure would be built up in the city (communication lines, a road network, etc.), in order to guarantee better transport connection with the port and the rest of the cities. The port would be an important employer for the locals and would also increase the number of city dwellers. Also, more tourists would visit the city who would earn the city additional money. However, your plans are disturbed by the local people who do not seem to understand you. Among them, there are both allies and enemies. Also, you oftentimes have to fight the press that tries to make up a new story from every sentence uttered by you.

Your interest is to build the port at any cost. The higher the profit the port earns, the better.

## **3. Organised local small businessman**

You and your family have been living in the city for a considerable period of time and you are therefore interested in the development of the city and creating/maintaining a liveable human environment for your family. At the same time, your field of activity is small business (shop-keeping, bakery, sewing workshop, car repair, beauty salon, hotel/campsite, etc.) and, in order to promote the business, it is essential that new people come to the city (to use services offered by you and buy goods from your shops). Your chief goal is to get higher profit and therefore you will have to consider if the building of a port would contribute to your business.

Your interests are improving your life, getting new jobs, maintaining the current peaceful and secure life. You will have to think whether and how it would be possible to make profit from developing the infrastructures accompanying the building of the port. Wouldn't your small businesses be jeopardised in connection with the competing large-scale corporation moving in due to the city becoming a port city, which would be able to offer lower prices, thus ousting you from competition in the end?

## **4. Local people**

You have been living in the city for quite some time and are interested in maintaining local wellbeing. You are worried about the future of your small city, since jobs are scarce and the young prefer a life full of opportunities in a big city. At the same time, you are worried that the building of the port is accompanied by increasingly heavier traffic, large port structures that need not to suit the wooden architecture of the small city, and a risk to the visual appearance of the coastal area. There is also the danger that on the emergence of the port, active trade movement with the other shore of the lake will begin,

and large-scale corporations will move in the city that would, indeed, offer work for the local people, yet would not invest in the development of the city, rather than take all profit out of the city. The area has unique culture, which makes it attractive for tourists. If large numbers of visitors arrive, the danger may arise that your culture, customs and traditions are turned into an object of sale.

Your interests are to improve the life of the city, better and faster development of the social and economic environment than so far. At the same time, you want to maintain and take the cultural heritage to the following generations.

## **5. Greens**

You are the local environmental protection activists who are part of a global environmental protection activists' association. All sorts of bigger and smaller decisions and actions influencing the environment are of importance to you. You stand for the principle that no chaos would emerge in the world, that people would not destroy the environment and themselves with it. The green mentality that ensures the stability of nature and the artificial environment created by humans is important to you. In your opinion, the building of the port represents a serious danger to the protected species, the coast, the ecological systems. Since the port builder does not support your way of thinking, dissension and a fierce war of words have developed between you.

It is in your interests to stop the building of the port at any rate or, in the last resort, find with the developer a solution how to build the port in an as environment-friendly and sparing way as possible. The building of the port depends on you.

## **6. Journalists**

You work for a local newspaper giving local and national information. For the time being, your working days are very hasty and exciting. In connection with the construction of the new port in Tüguuru City, a heated war of words between the port builders and the environmental protection activists is about to break out. A situation is developing where the parties involved in the matter are dividing into two antagonistic camps: the port supporters and opponents. Since you are an unbiased journalist, you will try to reflect the opinions of the different parties and interest groups. You are onlookers in the process and must sum up the views of the interest groups and, later on, also the associations of the interest groups, and report them in the future.

It is in your interests to reflect local life in the newspaper as colourfully as possible. In case no interest group has sent you new information, ask them yourself what is going on and what they think of the situation. You are also an unbiased interest group whose opinion will be asked at the end of the game.

## **7. Local supporters of culture**

You are a non-profit association consisting of local cultural activists who also organise the biggest cultural events of the city. The building of the port would make the cultural life of the city more colourful. The city has developed from a one-time fishing village; fishing and a connection to the lake have always been an integral part of local coastal culture. The city is known in its area for its fish festival for years now. There are also plans to establish the Baabua Lake Museum in the empty rooms located on the second

floor of the local culture club on the beach. The culture club building is a presentable wooden building built at the beginning of the 20<sup>th</sup> century, although it is not under heritage protection yet.

It is in your interests to keep local coastal culture alive and not to let it disappear or be damaged by the effects of the port building.

## **8. Local government**

The development of your city has been at a standstill for decades: for a long time, nothing new was built or established here. You are overwhelmingly happy that at last enterprising people have found the way here and finally also the life of your city will start to develop. The life of the city has been the same for the past decades: the shops are where they were also 50 years ago, the jetties are old and rotten, the houses are discoloured and the fences are slanting in places. There is nothing to show to the tourists or even your own city people. The achievements in economic development are inconsiderable. Therefore, the port idea is like a great door to opportunities. The port building would create jobs, you could display yourself as the organiser of an investment, etc. At the same, the city people are suspicious as usual. As if they did not realise the substantiality of the port. The young environmental protection activists who have energy to protest and just to squabble are also quite annoying. The approval of the press is of utmost importance to you. Thus, you must be careful not to come under fire from the press yourself and not to say the wrong things.

It is in your interests to find the best solution for the commune by negotiating and with cleverness.

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