

Deliverable Proof – Reports resulting from the finalisation of a project task, work package, project stage, project as a whole – EIT-BP2020

<p>Name of KIC project the report results from that contributed to/ resulted in the deliverable</p>	<p>Orléans Métropole – Deep demonstration of Healthy, Clean Cities</p>
<p>Name of report</p>	<p>Orléans Métropole D2 Engagement and Activation Overview</p>
<p>Summary/brief description of report</p>	<p>The diagnostic is a way of understanding the current state of citizen engagement and climate action in Orléans Métropole by looking at the existing range of initiatives, policies and practices. It helps us to identify the existing strengths, assets and capabilities that Orléans Métropole has in engaging citizens and climate action. The diagnostic is intended to be a living document that is updated as new information emerges</p>
<p>Date of report</p>	<p>22 December 2020</p>

Orléans Métropole Engagement and Activation Overview

2020



democratic
society



Orléans Métropole Engagement and Activation Overview



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Deliverable 2: Engagement and Activation Overview

a) About EIT Climate KIC Deep Demonstrations

EIT Climate KIC Healthy, Clean Cities Deep Demonstrations

EIT Climate-KIC is a European knowledge and innovation community, working towards a prosperous, inclusive, climate-resilient society founded on a circular, zero-carbon economy. Cities face an enormous challenge in becoming healthy places to live, while reaching net-zero emissions in a short period of time. Across the Healthy, Clean Cities Deep Demonstration, EIT Climate-KIC is working with ambitious mayors, municipalities and design partners to develop portfolios of innovations capable of unlocking transformation across city systems.



About Democratic Society

Democratic Society works for greater participation and dialogue in democracy.

The Democratic Society AISBL (Demsoc) is an international non-profit organisation headquartered in Brussels, working across 20 European countries, with permanent staff in six countries. Since 2006, Demsoc has undertaken practical and research projects supporting more and better democracy, where people and institutions have the desire, opportunity and confidence to participate together.

We work to create opportunities for people to become involved in the decisions that affect their lives and for them to have the skills to do this effectively. We support governments, parliaments and any organisation that wants to involve citizens in decision-making to be transparent, open and welcoming of participation. We actively support spaces, places and processes to make this happen.

We achieve our aims by:

- Promoting a culture of openness and participation in public services
- Delivering practical, empowering participatory projects, products and services that enhance and support collaboration between citizens and public services
- Advocating for new and innovative methods of participation, the culture change that organisations need to make this happen and the skills citizens need to become active participants
- Promoting an evidence-based approach that demonstrates good practice, effective use and clear, strategic benefits
- Producing and publishing resources that support learning and effective participation

- Providing sectoral and thought leadership around democracy, democratic strengthening and effective participation.

Demsoc is a design partner in the EIT Climate-KIC Healthy, Clean Cities Deep Demonstrations, leading civic participation work with cities.

b) What do we mean when we say 'participation'?

Understanding participation

As Democratic Society, we ensure that people have a strong voice in shaping their clean, healthy futures, and that the choices we need to make to address the climate emergency are done with the community members' consent and support.

Participation and engagement of people are used often used interchangeably. While we acknowledge the nuances of the terms, broadly speaking we define both concepts as **the active involvement of people in decision-making processes**.

We recognize that participation context and connotations differ across countries and regions, and consequently that participatory approaches must be attentive to local context in order to become properly embed.

The spectrum of participation

The spectrum of participation highlights the different methods of participation. While the methods needed for participation activities depend on the questions at hand, existing participation activities and capabilities in cities tend to sit at the left end of the spectrum, and at project level.

Inform – Consult – Involve – Collaborate – Empower

Through experiments, we aim to shift cities' willingness and ability to deliver deeper, wider, more inclusive and ongoing participation.

Who is participating

Often times participation is framed as citizen participation. However, who counts as a citizen is dependent on the national context and language, and needs to be considered. In some languages, the term "citizen" is associated with citizenship and voting rights and, by definition, excludes non-citizens. Resident is a person who lives and resides in a place, full- or part-time. This includes groups such as students or people who cannot vote. Our approach ensures that residents, regardless of their nationality, have a stake in their surroundings.

A democratic and inclusive approach to the climate emergency is crucial to avoid deepening of polarization, inequalities and social exclusion. Participation works to ensure that climate action improves the lives of people in Europe's increasingly unequal cities, and avoids negative ripple effects. The solutions to the climate emergency can only be sustainable if they benefit and empower communities, especially marginalised and vulnerable groups who bear the brunt of negative climate impacts.

c) Agents or objects

Democratic Society is committed to working across disciplines and sectors on our climate projects. We are also committed to valuing different types of knowledge, and shedding light on different understandings of change. In order to succeed in diversifying knowledge and contextualizing change, we start by looking at the status quo.

Oftentimes, when we say, “We do public engagement on climate action,” our listeners assume that Democratic Society administers behaviour change campaigns. What common practices and understandings underline that assumption? Economists, for instance, say change in human populations occurs by incentivizing the rational mind or nudging the subconscious one. Under these models, people are individual objects of change to be shaped and shifted into a new framework. That shaping and shifting can be facilitated by providing information, telling new stories, or changing when people make a choice and the material consequences of it. Doing *to* not doing *with*. The behaviour change assumption emerges from these common practices and understandings.

It is, of course, true that people will behave differently in the clean, healthy cities of the future. However, it could be the case that those behaviours are different due to sustainable norms and practices, and not because individuals made a choice or were nudged. We ask: what is the collective infrastructure that shapes how people move, eat, work, and live in their cities?

At Democratic Society, we see people as agents not objects of change with agency that extends well beyond their personal and consumer choices into the realm of policy and governance. Residents can use their own knowledge, lived experience, and decision-making power – as guaranteed by democratic governance structures – to shape their cities. Residents’ behaviours change because they’ve gotten together with their neighbours to design and demand cities in which everyone moves and lives in a different way. The new frameworks that are a product of democratic design will be more equitable and meet the needs of diverse groups.

1. Executive Summary

The diagnostic provides an overview of key achievements, challenges and opportunities for Orléans Métropole (OMET) in terms of climate transition and citizen participation. Based on semi-structured interviews with OMET staff, extensive participant observation in working groups, and supplementary desktop research, our findings reveal four main insights.

1. The current technical and administrative focus on integrated environmental governance constitutes a significant stepping stone towards long-term transition governance.
2. Towards this end, the iterative building of a metropolitan network of citizen participation will enable to amplify and upscale existing climate actions and citizen participation initiatives at a metropolitan scale.
3. This can only be achieved through extensive 'learning by doing', including greater collaboration between OMET departments, with civil society, and with other tiers of territorial governance across the region, including other local authorities.
4. As OMET is a 'late bloomer' in the French landscape of participatory climate transition, it can benefit from the experience of other métropoles and cities as well as from thriving professional communities of practice.

In due course, OMET will be able to share the inspiring story of how it crafted a home-grown transition governance *à l'orléanaise*, which other local authorities will look to for inspiration. The scheduled 'Assises de la transition écologique' (January-April 2021) is the first metropolitan participatory process of its kind for OMET and will help build capacity and commitment on this journey towards greater resilience and exemplar leadership for the whole territory. Demsoc's contribution to the collaborative design of the Assises process has provided strategic and practical support to help amplify and upscale existing actions and ambitions in terms of citizen participation and climate transition.

Synthèse du rapport

Le diagnostic présente un aperçu des actions existantes, des enjeux et des opportunités pour Orléans Métropole (OMET) en termes de transition écologique et de participation citoyenne. L'analyse du rapport s'appuie sur la base de 8 entretiens semi-directifs avec des agents techniques à OMET, d'une immersion au sein de plusieurs groupes de travail à OMET, ainsi que sur une étude documentaire. L'analyse comprend quatre points principaux :

1. En l'état, l'approche technique et administrative de la gouvernance d'une gestion de l'environnement 'intégrée' constitue une étape clé vers une gouvernance de la transition à long-terme
2. À cette fin, le développement d'un réseau de la participation citoyenne à l'échelle métropolitaine permettra d'amplifier et de mieux coordonner les actions existantes en matière de transition écologique et de participation citoyenne.
3. Cette démarche s'appuie sur une logique d'apprentissage continu, c'est-à-dire 'd'apprendre en faisant'. Cela se traduit par une plus grande collaboration entre les services concernés d'OMET, d'un travail en partenariat avec la société civile, ainsi qu'avec d'autres collectivités, dont d'autres échelons de la gouvernance territoriale à travers la région.
4. En tant que nouvel entrant engagé dans le paysage français de la transition écologique et citoyenne, OMET bénéficie de l'expérience pionnière d'autres métropoles et communes, ainsi que de l'existence de réseaux professionnels et communautés de pratiques bien développés en la matière.

À terme, OMET pourra partager le narratif de la conception d'une gouvernance de transition à l'orléanaise, dans lequel d'autres collectivités viendront y puiser leur source d'inspiration. Les Assises de la transition écologique prévues entre janvier et avril 2021 présentent un processus participatif inédit pour OMET. La démarche permettra une montée en capacité généralisée et la réaffirmation d'un engagement dans ce cheminement vers un territoire plus résilient et exemplaire en termes d'actions climat à l'échelle métropolitaine. La participation de Demsoc à la conception collaborative des Assises aura fourni des éléments de soutien à la fois stratégiques et pratiques qui aideront à amplifier et coordonner les actions existantes en matière de transition écologique et citoyenne.

2. About the Diagnostic

a) About Healthy, Clean City (HCC) Deep Demonstrations (DD)

Each Health, Clean Cities (HCC) Deep Demonstration (DD) partner city will work with Climate-KIC and design partners to develop and carry out a portfolio of strategic experiments. Demsoc has its own process (Fig 1), aligning with the HCC Cities Flow, to work with cities to uncover their strengths in civic participation and climate action, build on these through the development of the portfolio of strategic experiments, and involve the community in carrying out and governing the experiments.

This diagnostic report is the main deliverable from the Uncover stage, where we take an appreciative inquiry approach to uncover the civic participation and climate action assets of each city, and build consensus on the city’s ambition towards civic participation on climate action. Demsoc will prepare a diagnostic report for each of the participating cities. These reports will allow us to not only see the strengths of each city, but also to give us a baseline to learn more about what works in different types of cities and contexts.

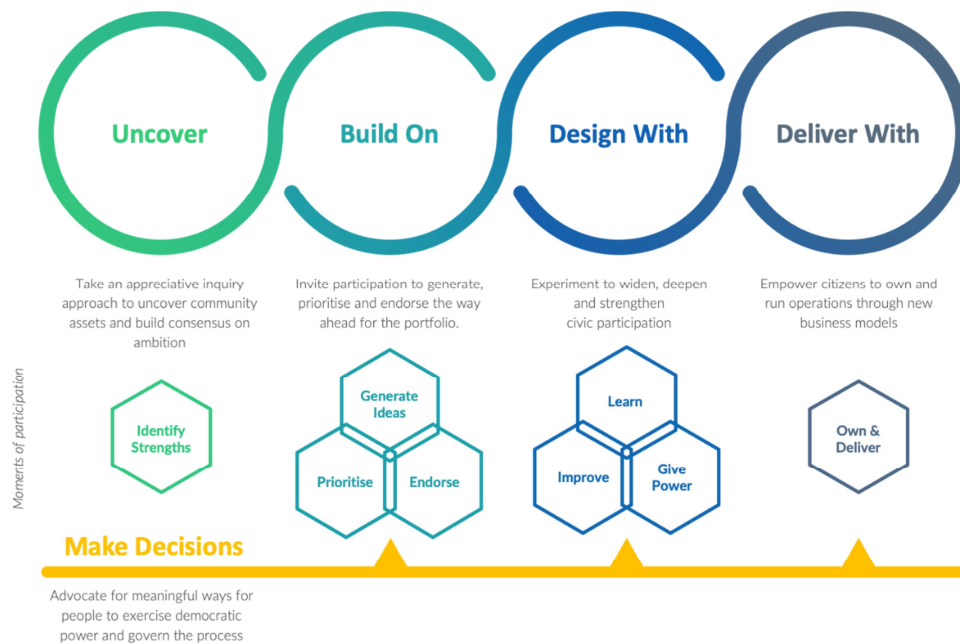


Figure 1 - Demsoc HCC DD approach

What is the diagnostic?

The diagnostic is a way of understanding the current state of citizen engagement and climate action in a city, by looking at the existing range of initiatives, policies and practices. It helps us to identify the existing strengths, assets and capabilities that a city has in engaging citizens and climate action. The diagnostic is intended to be a living document that is updated as new information emerges.

The diagnostic is developed using a mixed methods approach. You can read more about the methodology on the following page.

What is the purpose of the diagnostic?

There are two important aims for the diagnostic:

1. Create a comparable overview of the 10 participating cities, allowing the identification of models and patterns for engagement and activation of communities at city level towards supporting and driving ambitious climate action goals. This will allow Climate-KIC, Demsoc and other design partners to develop a common approach drawn from the learning in each city that can be replicated and scaled elsewhere on timescales that reflect the urgency of the climate challenge.
2. Allow Demsoc's Local Connector in each city, the city itself, and the wider team to develop a better understanding of local strengths and ambitions in relation to participation and climate action. This will provide a useful platform to further develop the portfolio of experiments and interventions to local needs and priorities.

The diagnostic is not intended as a definitive evaluation or audit of the activities in the city, but rather as a tool for understanding where the city is, its ambitions, and its strengths to build on to achieve them. Demsoc welcomes the opportunity to review the lessons and learnings from the diagnostic with the city to discuss how to take democratic climate action further within the city itself.

How will it be used?

- Understand where the Orléans Métropole is on climate action and participation, its ambitions, and its existing strengths and assets to build on
- Identify suitable strategic experiments that align with its ambitions
- Understand Orléans Métropole's readiness and capability to conduct the portfolio of strategic experiments
- Identify the best way that design partners can support the city in the strategic experiments, including through developing new capabilities within Orléans Métropole, or providing expertise and advice.

b) Diagnostic methodology

We used a mixed methods approach to understand citizen participation and climate action in the city.

- We conducted desk research, including reviewing existing reports on climate action and citizen participation, as well as relevant city policies. These include reports that interviewed staff at OMET and other local public agencies and provide diagnostics about opportunities and challenges for climate action and citizen participation.
- We supplemented this with semi-structured interviews with 8 staff working at OMET. We used a both purposive and snow-ball sample based on relevance to research questions (or 'lines of inquiry'), access and availability.
- We gained insight through participant observation through our direct collaboration at various working groups at OMET.

- We ran collaborative workshops with the core OMET team and other technical leads to take stock of the climate participation together, score the current landscape and set ambition.
- We co-facilitated training workshops with OMET technical leads that helped to map key challenges and opportunities for citizen participation across different policy-making themes and types of projects

Limitations

The Diagnostic should be understood as a document uncovering stories of participation and climate in the city, and not as a definitive evaluation or audit.

- Some limitations are linked to our limited capacity to interview active members from the wider community and staff at OMET, and other relevant stakeholders. This was first due to the strict political embargo on public communications just before and shortly after the two rounds of local elections which were held in March and June 2020 due to the covid-19 crisis. It was then prolonged due to the nature of the Assises process and dynamics related to metropolitan governance between July and November 2020. We made up for this limitation by extensively reviewing community initiatives and considering available survey maps of community initiatives conducted by OMET staff and consultancies.

3. Summary of Learnings

This section provides an overview of the findings from the diagnostic. The spider diagram below is accompanied with a short description on each of the engagement and climate components. This section should be read in connection with the 'Detailed learnings' section.

We recognise that the sample of interviews is not extensive, that it is difficult to quantify these elements and that different parts of the city have different degrees of maturity in these elements. The spider diagram below is intended to give more of an indication than a quantification, and with an opportunity to differentiate between systematic, emerging, and novel practices.

The key detailed learnings we have identified are as follows:

1. **Integrated environmental governance is a stepping stone towards transition governance.** Currently, the governance around the implementations of SECAPs (i.e. cross-sectoral climate strategies) remains highly technical and expert-led. There are clear signs this is evolving fast across France, and most notably at OMET. Particularly, the upcoming Assises process for citizen participation provides a window of opportunity to mainstream citizen participation around climate transition over the long-term.
2. **Building a metropolitan network of public participation and collective climate action is an iterative process.** The design and scheduling of the Assises process is setting the stage for a metropolitan network of channels and initiatives for both bottom-up and top-down public participation and climate transition. A metropolitan networking of stakeholders, skills and resources is a gradual process.
3. **'Learning by doing' and internal capacity building constitute strategic experimentation in their own right.** 'Learning by doing', or gaining experience from

local trial and error rather than through ready-made recipes, entails capacity-building: the more one learns, the more equipped one becomes to tackle new challenges and upscale successful experimentations together with the wider community. This takes time, as evidenced in the participatory training workshops held at OMET in the autumn of 2020. Towards this end, OMET can amplify learning and share its own experience through the many professional networks and communities of practice that comprise the rich landscape of citizen participation and territorial collaboration that is currently growing across France.

4. **Drawing inspiration from other local authorities across France and internationally can help OMET cultivate a home-grown transition governance à l'orléanaise.** Many *métropoles* and other tiers of territorial governance such as *départements* and *régions* have launched Assises processes in recent years. Likewise, the renewal of OMET's Development Council can draw inspiration from other development councils in the region and beyond, particularly those that initiate deliberation and consultation around climate transition. Building on the other three Learnings, OMET can also learn from and further collaborate with other tiers of territorial governance close to home (i.e. Département du Loiret, Région Centre Val de Loire and other *métropoles* along the Loire river) and cities abroad to develop its very own approach to participatory climate transition. This can further empower OMET to take stock of the capacity, skills and aspirations of the metropolitan territory.

Based on the above Detailed Learnings, we were able to provide a qualitative appreciation of OMET's achievements and ambitions in terms of ownership, competence, action and collaboration for engagement and climate.

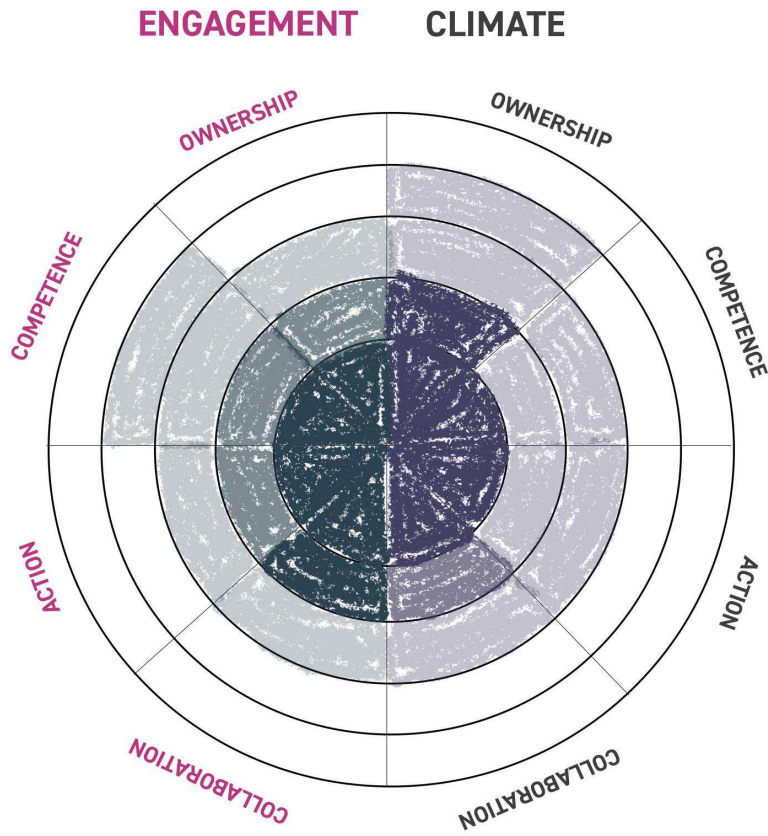


Figure 2 – Demsoc spider diagram overview of observed achievements and opportunities for citizen engagement and climate transition at Orléans Métropole

Engagement	Learnings	Opportunities
Ownership	<ul style="list-style-type: none"> - Shared desire among OMET technical staff and elected officials to engage citizens - No written commitment and discrepancies between elected officials and technical staff about expected levels of citizen participation 	<ul style="list-style-type: none"> - The Assises process provides an opportunity to reaffirm the will to engage citizens through sharing of experience deliberation and action-testing
Competence	<ul style="list-style-type: none"> - The city of Orléans has highly competent though under-resourced staff - A metropolitan network for citizen participation is under construction that will enable to pool resources and know-how at a metropolitan scale 	<ul style="list-style-type: none"> - The collaborative design and organisation of the Assises process is a major contributor in capacity-building and testing of innovative ways of engaging citizens at a metropolitan scale - OMET staff can continue learning from other local authorities and communities of practice to grow in capacity
Action	<ul style="list-style-type: none"> - There is evidence of previous, innovative engagement actions for some departments at OMET. However engagement around climate transition remains limited due to insufficient capacity and is largely project-based. 	<ul style="list-style-type: none"> - The Assises process constitutes a unique opportunity to share experience about existing participatory climate actions as well as explore and test new solutions - The Assises process can build capacity to ensure tested actions become sustainable and are replicated or upscaled
Collaboration	<ul style="list-style-type: none"> - OMET staff and elected officials are keen to collaborate with each other and key stakeholders as well as to engage with citizens - The level of innovation in intra-organisational and multi-stakeholder collaboration remains modest but shows signs of evolving quickly 	<ul style="list-style-type: none"> - The Assises process can pave the way to deeper and long-term forms of embedded citizen participation around climate transition - The general will to collaborate widely can help integrate climate transition into the metropolitan strategy which currently focuses on territorial attractiveness and leadership

Climate	Learnings	Opportunities
Ownership	<ul style="list-style-type: none"> - OMET’s climate strategy (i.e. SECAP) and its action plan provide bold targets, the practical means by which to achieve these remain to be outlined - The bold targets and shared consensus around the desire and need to act signal higher ownership even in the absence of formal political pledges or a climate emergency declaration. 	<ul style="list-style-type: none"> - The Assises process is a major exercise in capacity-building among technical staff, elected officials, citizens and other stakeholders around the need to act and test actions collectively while gaining the necessary buy-in for the climate transition - The Assises process will help translate the SECAP’s targets into concrete participatory climate actions
Competence	<ul style="list-style-type: none"> - OMET staff at the various departments seem to display a high level of competence in terms of environmental issues, however this competence remains largely siloed within the respective departments - OMET staff are aware of the many important social, cultural, legal, financial, practical and behavioural issues that hamper the adoption of impactful climate actions 	<ul style="list-style-type: none"> - The Assises process can help grow competence around networking and translating highly technical climate competence in a cross-cutting manner both across OMET departments and with the wider community
Action	<ul style="list-style-type: none"> - Some behaviour change has been achieved in some areas (e.g. waste reduction, biodiversity, sustainable food and agriculture). There is a legacy of Agenda 21s, transition town initiatives, and various initiatives that are both top-down and bottom-up - Environmental and social monitoring is strong, thanks to the expertise of OMET staff and the work of research labs and various expert public agencies around the territory 	<ul style="list-style-type: none"> - The Assises process will enable the sharing of existing local climate actions at a metropolitan scale and test new collective actions which might be replicated and upscaled, and advertised by networks of climate ambassadors - The existing awareness about the need for both individual and collective action can grow during and after the Assises and contribute to actions becoming sustainable over time, and be empowered by networks of climate transition ambassadors across local authorities and civil society

<p>Collaboration</p>	<ul style="list-style-type: none"> - Collaboration between OMET departments, local authorities and other tiers of territorial governance in the region seems to be low due to siloed workstreams and prerogatives - Collaboration with citizens and stakeholders around climate transition is mostly informational and consultative, and occurs largely at the local council council, except for noteworthy metropolitan policies (e.g. waste management, spatial planning and biodiversity) 	<ul style="list-style-type: none"> - The Assises process and overall French landscape for territorial governance and innovation around climate transition is set to foster greater collaboration between local government, public agencies and the wider community to meet targets for carbon neutrality and socio-ecological resilience
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4. Detailed Learnings

Learning 1: Integrated environmental governance as a stepping stone towards transition governance

In the local context, integrated environmental governance constitutes a stepping stone towards the form of transition governance advocated by EIT Climate KIC. Integrated environmental governance has legal roots in the 'Grenelle 2', a comprehensive environmental law from 2010 that seeks to mainstream greater transparency in the way local authorities and companies manage environmental issues across multiple sectors, from urban planning to waste management.¹ The law even makes recommendations about 'transition governance' and also integrates best practice about environmental impact assessment. Integrated environmental governance builds on the adoption of a sound environmental management system, such as the European EMAS framework that would be required to meet OMET's objective to become EU Green Capital by 2030. The consultancy report by Edderis (2019) commissioned by OMET towards this end highlights that the governance of environmental management can become more transparent and integrate multi-stakeholder collaboration more systematically, including greater citizen participation. Particularly, the scheduled 'Assises de la transition écologique' process can constitute a milestone and generalised capacity-building exercise towards mainstreaming climate actions and transition governance across the territory of Orléans Métropole.

¹ <https://www.vie-publique.fr/eclairage/268502-environnement-essentiel-de-la-loi-grenelle-2>

The traditional approach to environmental governance and environmental management in France is largely technical and expert-driven. Because of its highly technical and administrative nature, the management of environmental issues has traditionally been the preserve of specialist public agencies, experts working in government, and specialist firms and consultancies. Until recently, citizens and other non-expert stakeholders have had limited opportunities to shape the environmental and climate-related policies that directly affect them, traditionally being constrained to public meetings that leave little room to shape or evaluate policies and projects.

With the wave of recent consultations around Sustainable Energy, Climate and Air Plans (SECAP)² across France, there now seems to be greater room for an integration of citizen views and expertise in climate action. Along with the launch of the [EU Climate Pact](#) in mid-December 2020 and innovation in deliberative and participatory democracy globally (Décider Ensemble, 2020), there are multiple signs that transition governance can be empowered by a diversity of grassroots climate actions underpinned by greater citizen participation. It is also increasingly recognised that climate action must be empowered by collective learning, iterative experimentation and a combination of both individual and collective actions among all stakeholders in society³.

At Orléans Métropole (OMET), integrated environmental governance is the beginning of an exciting journey towards climate transition, in continuation of its formal adoption of a SECAP in November 2019. It also notes that local civil society is insufficiently active and structured to become a vehicle for broader citizen participation on climate-related topics, nor is it actively engaged by local authorities across Orléans Métropole. Existing participation seems mostly consultative in the form of mandatory public meetings, as described above.

To better understand the potential for transition governance at Orléans Métropole and across France, we must consider an overview of the multi-layered organisation of French territorial governance through the popular '[millefeuille](#)' (i.e. '[Napoleon](#)') analogy.

² 'Plan Climat Air Energie Territoire' (PCAET). See this comprehensive [explanatory guide](#) by the ADEME (2016), and an English-language [guidebook](#) by the EU Commission (2018).

³ This is in contrast with a [study](#) using Gallop World Poll data from 2007-2008 that showed that 40% of adults worldwide had never heard of climate change (Lee et al. 2015)

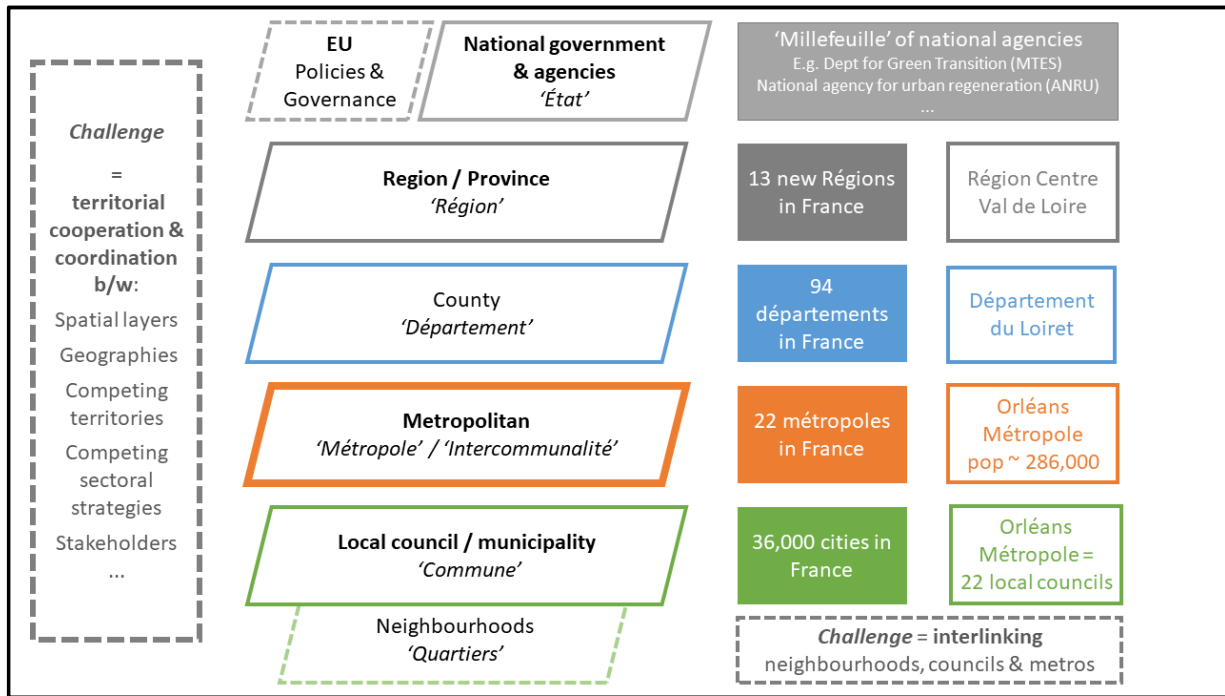


Figure 3 - The 'millefeuille' or 'Napoleon' of French territorial governance

While carefully crafted, the millefeuille approach to territorial governance and policy-making faces multiple challenges in terms of transition governance. These mostly concern: i) the need for greater territorial cooperation and coordination; ii) finding ways to coordinate citizen involvement and roles in climate actions at the local council and metropolitan levels, as citizens are typically concerned by their neighbourhoods rather than strategic issues; iii) the semi-opaque nature of metropolitan council dynamics, as this tier of territorial governance lies beyond direct suffrage.

Interestingly, Development Councils ('Conseils de développement') provide entry points for citizen input into metropolitan council deliberations. Development Councils are mandatory advisory councils that produce recommendations, enquiries, assessments and raise awareness about various metropolitan and other territorial policies. OMET's Development Council is being reshuffled over the coming months to enable greater participation, and thereby contribute to influencing deliberations at OMET council. The renewed Development Council is scheduled to formally begin activity sometime in February 2021, consisting of a chamber/house ('collège') of local actors (both community representatives and experts), and a chamber comprising a selection of active citizens nominated by local council mayors.

In the context of EIT Climate KIC Healthy and Clean Cities, climate leadership and initiative have rested with the team of highly committed staff who have led the métropole's SECAP process and its action plan, namely the Department of Environment and Risk Prevention ('DEPR'). The team is dedicated and well attuned to the needs and aspirations of both technical staff and elected officials at OMET. At the same time, the local ecosystem for citizen participation displays a potential for growth. Opportunities for top-down citizen participation are encouraging but are generally project-based and lack any metropolitan coordinating structure. They are also

distributed unevenly across the metropolitan territory, with some local councils being more active than others. In parallel, various community initiatives are active in some local councils or around specific issues, but they do not seem to coalesce around climate transition at a metropolitan scale, nor do they seem to involve many people across the metropolitan territory. In sum, there is room to grow both demand and supply for citizen participation at a metropolitan scale.

The DEPR team have skilfully rallied technical leads at OMET to help launch a participatory collective learning and action-testing process that takes up the key areas of the SECAP's action plan.⁴ This ongoing work takes stock of a pan-political endeavour to launch an 'Assises process' around the main themes of the SECAP. An 'assises' process is a French multi-stakeholder type of deliberative and ideation forum where citizens, staff and elected officials at local authorities and other public agencies, and experts participate and work together towards the joint-formulation of solutions. This diagnostic constitutes a foundational piece for the collaborative and iterative design of the 'Assises de la transition écologique', a participatory process that is due to start in January 2021⁵. It will bring to life a metropolitan-wide ecosystem of channels for citizen participation and stakeholder engagement. Citizens will be able to participate formally in workshops and discussions led by technical and elected staff at OMET, as well as submit ideas and proposals on a digital participatory platform. Community groups will also be able to schedule and advertise various events themselves about climate-related issues that lie beyond the scope of the formal workshops and discussions. The Assises process constitutes a key milestone to broaden citizen participation around climate transition in the long term.

The term 'Assises' itself denotes a process that is both *grounded and innovative, institutional and bottom-up, structured and exploratory, consultative and deliberative*. Furthermore, it echoes ancient, agora-based traditions of participatory policy-making. The Assises constitutes a major opportunity for transition governance for the 22 local councils that constitute Orléans Métropole that takes stock of its history, current capacity and aspirations for a desirable future. Thanks to the strong deliberative and philosophical tradition in French culture, an Assises process could also lead to the renewal or reaffirmation of a 'socio-ecological contract', as encouraged by the influential institutional NGO 'La 27ème région'.⁶ The latter would famously build on Rousseau's social contract that positions humans as well-meaning and seeking the common good, as a way to engrain kindness and mutual respect towards fellow humans and other life forms in some kind of climate transition pledge. Such an approach, among others, could help empower and cultivate a home-grown transition governance *à l'orléanaise*.

The cross-party coalition that has formed in support of climate transition through the Assises process has been particularly encouraging and supportive of the collaboration between EIT Climate KIC and OMET. Chiefly, the coalition has arisen out of the visionary determination of the

⁴ The 'Assises de la transition écologique' will be framed around nine key themes: 1) a sustainable and resilient city; 2) retrofits of buildings; 3) waste and circular economy; 4) biodiversity; 5) Water management and water environments; 6) renewable energy; 7) flood risk management; 8) mobility; 9) sustainable food and agriculture.

⁵ The public launch of the process has been rescheduled twice due to covid-related public health restrictions and metropolitan governance dynamics following local elections.

⁶ Beyond Jean-Jacques Rousseau, the proposal for a 'socio-ecological contract' draws inspiration from Demos Helsinki and the UK's National Organisation for Local Economies (CLES), among others:

<http://www.la27eregion.fr/le-nouveau-contrat-ecologique-et-social-une-boussole-pour-lavenir-de-la-transformation-publique/>

current, returning mayor of Orléans city council to work with the local green party leader around the Assises concept. This motivation stands in the continuity of his long-standing political engagement in sustainable development and climate transition since at least 2010.⁷ The coalition around the Assises is growing in a general climate of otherwise divergent political agendas around other issues. Our experience mainly demonstrates growing and empowering consensus towards working goals for bold climate actions across the metropolitan territory. The next key step along that collective journey requires to network the wider community at a metropolitan scale.

Learning 2: Building a metropolitan network of public participation is an iterative process

The design and scheduling of the Assises process is slowly setting the stage for a metropolitan networking of channels and initiatives for public participation and climate transition. It is an ambitious, iterative and cumulative process that builds on previous exercises towards that end. While OMET is navigating challenges in terms of territorial coordination, it is moving positively towards greater networking, collaboration and improved dissemination of previously hyperlocal experience and expertise.

The landscape of citizen participation and multi-stakeholder collaboration for climate transition across the city-region displays ample opportunities and challenges for growth and consolidation at a metropolitan scale. The existing ecosystem for citizen participation displays potential for further growth. In essence, existing community initiatives thrive and yet remain largely interest-based or limited in terms of geographical scope. There is great potential to further support these and amplify them so they can be upscaled and empowered at the metropolitan level. Orléans city council adopted a Citizen Participation Charter in 2014 which lists different ways in which Orléans residents can participate in public debates and decision-making.⁸ The existing charter could grow to include principles, pledges and objectives for citizen participation as other French cities and metropolitan agencies have done, and could be upscaled at a metropolitan level.⁹

Overall, there is room to both *deepen* and *broaden* citizen participation initiated by local government by involving local citizens more actively in co-producing local policies and by reaching out to publics that do not normally engage civically. The design phase of the SECAP also shows

⁷ As French MP, the current, returning mayor was elected chair of the Commission for Sustainable Development at the French Parliament (Assemblée nationale) in 2010, after working as rapporteur during the drafting of a significant national environmental law (i.e. Grenelle 2). In 2017, he also co-initiated a cross-party 'green coalition' around sustainable development with other MPs and various NGOs.

⁸https://www.orleans-metropole.fr/fileadmin/orleans/MEDIA/document/mairie_citoyen/participation_citoyenne/charte_participation_citoyenne.pdf

⁹ Compare with the [Guidebook to citizen participation](#) at the city of Grenoble (2017), or the [Roadmap for citizen participation and co-production](#) at the city of Nantes (2015). Both cities are widely acclaimed as leaders in the realm of citizen participation in France.

preliminary though limited public input. A consultancy report by Cerema¹⁰ (2019) particularly highlights the lack of a metropolitan scale to citizen participation, and that participatory processes mostly aim to inform or consult. The report also identifies the need to build capacity within OMET as an organisation: “*although technical services are highly motivated to engage with citizens, they lack an overarching set of mechanisms and tools to do so*” (Cerema, 2019).

The above findings point to the need for a consistent approach aiming to ensure joint ownership of difficult climate-related decisions across society. This would consist in linking together new internal governing mechanisms (within Orléans Métropole) with the participation of external stakeholders, chiefly citizens/users and civil society organisations: ‘*Only through the active involvement of all can the behavioural changes indispensable to a meaningful climate transition take place*’.¹¹ OMET staff are beginning to fill this gap for citizen mobilisation for the upcoming Assises de la transition écologique.

A key rationale for including a strong citizen engagement component within a new integrated governance mechanism is based on *managing political risks*. This aims to take onboard the fact that climate actions require unpopular decisions on trade-offs, such as restricting car use in parts of a city. In a country shaken by the months-long ‘*gilets jaunes*’ (i.e. yellow vests¹²) insurgency against climate-related speed limits on countryside roads, the argument required little convincing.

In Orléans, civil society has also become more active since 2019. On 20 September 2019, the NGOs ‘Il est encore temps Orléans’ and ‘Youth for climate Orléans’ organised a climate protest. Despite a general growth in local democracy and climate awareness, the main participatory initiatives in Orléans are still led by local government. Through a series of internal interviews with four separate Orléans Métropole departments in early March 2020, the interim Local Connector started listing all existing participatory initiatives in Orléans. Most interviews confirmed the diagnostic presented by a consultancy report on citizen participation (Cerema, 2019).

An analysis conducted by the NGO Ouishare reveals that some key stakeholders do not routinely collaborate with OMET, and that community initiatives are often interest-based rather than collective. Therefore, truly collective emulation and collaboration around climate actions seems to be lacking. This finding is supported by the various internal and procured diagnostics performed for OMET about citizen participation and climate action between 2017 and 2019, alongside the research and participant observation conducted by Demsoc in 2020. These reveal challenges and a great potential for the building of a long-term, sustainable metropolitan network for citizen participation that would help coordinate both bottom-up and top-down. For instance, both Ouishare’s own stakeholder mapping analysis and an internal power-mapping exercise at Demsoc reveals that key community groups are still operating on the periphery of policy-making. As described in Learning 1, there are statutory, moral, democratic and practical incentives to involve citizens in shaping the projects and policies that will affect them directly.

¹⁰ Cerema is a public consultancy agency that supports local authorities and other territorial agencies towards climate transition and territorial cohesion. It primarily assesses risks and environmental management, mobility and spatial planning policies.

¹¹ Cerema (2019) report on citizen participation at OMET.

¹² See for example: <https://www.theguardian.com/world/2019/jan/13/yellow-vests-protesters-fight-for-ideological-ownership>

To the point, the Assises process is levelling its communication and engagement strategy at collective climate initiatives and experimentation, rather than at individual consumer action alone. While important, targeting individual consumer action is insufficient to achieve systemic change. This highlights a further entrenched cultural component of the lack of will to engage with collective climate action as embedded in individualist experiences as well as poor understanding of the most impactful climate actions.¹³ In order to engage stakeholders and citizens for the Assises process, OMET staff are also leading the development of an intermunicipal network of technical leads for citizen participation at the metropolitan scale. This emerging network will also enable to engage the community beyond the Assises process.

In all, the existing ecosystem of community-led initiatives deserves to be upscaled, further supported and empowered for it to have a more mainstream impact on local society. Given the growing popularity of cycling, the enduring attractiveness of local food markets, and general appreciation for quality of life and a healthy natural environment, there are signs that institutional support could help amplify existing community actions towards climate and community resilience.

Learning 3: 'Learning by doing' and internal capacity building as strategic experimentation

Orléans Métropole is adopting a 'learning by doing' approach underpinned by extensive capacity-building. A consultancy report about the state of citizen participation commissioned by OMET to assess its readiness towards integrated environmental management (Cerema, 2019)¹⁴ indicated a lack of training about participatory methods that sharply contrasts with a keen desire to learn from the part of individual technical staff. We also observed this insight directly through our collaboration with the different working groups and co-facilitation of training sessions with the Assises technical leads. Respondents at OMET interviewed by the Cerema consultants expressed the following barriers: "*Participation always comes as low priority compared with other projects*" and "*It is difficult to become a revolutionary just on your own!*". OMET staff also seem aware of the challenges of ensuring representative and trust-worthy contributions from citizens, as expressed by OMET staff to the Cerema consultancy: "*One must bear in mind that the voice of those who do participate should not overcast those who do not participate. How can we be mindful of the needs of the majority of residents?*". It is also difficult to involve citizens in the early phases of projects: "*The early stages of projects are poorly planned in advance, which makes it difficult to schedule in citizen participation*". For another respondent: "*It is difficult to meet political requests to engage residents while meeting our project deadlines*". While there is a desire to engage citizens at OMET, there is also a need to build capacity and support in terms of resources and workflows across the agency.

¹³ See the recent representative survey by Eichhorn et al., (2020)

¹⁴ Cerema is a public consultancy agency that supports local authorities and other territorial agencies towards climate transition and territorial cohesion. It primarily assesses environmental risks and management, mobility and spatial planning policies.

The upcoming Assises process both enables engagement with climate transition and capacity building internally at OMET and between the various stakeholders. From our participant observation in working groups with OMET staff, we observed '*an alignment of the stars*'. This recurrent phrase expressed by various OMET staff was shared in an anecdotal manner.

²Nonetheless, it acknowledges a real window of opportunity stemming from a shared and near-consensual political and administrative ambition to leverage the key work streams of the SECAP action plan in a decisively participatory manner. The work is only possible thanks to the presence of highly-qualified expert staff at both Orléans Métropole and the city of Orléans as well as the various contributions of the Design Partners and the EIT Climate KIC team, including the three-people strong Demsoc team which has had the privilege to collaborate locally with key OMET staff.

As early as September 2020, the iterative, collaborative design of the innovative Assises process was valued by the head of the Environment Department (DEPR) as contributing to *changing internal workflows* at OMET. Our active participation in various working groups confirmed this enthusiasm and appreciation was shared across several departments. The design of the Assises has also garnered widespread support among elected officials beyond their differences in terms of political agenda and constituencies, which has crystallised in the creation of a politically diverse steering group for the Assises (in terms of both party affiliation and characteristics of the represented local councils). From the design stage, therefore, the process has forged a goal-oriented consensus around the need for a climate transition underpinned by effective citizen participation. Due to the short turnaround, however, the need for intense cross-departmental collaboration also revealed coordination challenges.

Linked to the above, our participant observation at project management meetings also reveals that the Assises process entails additional workloads for the technical staff. Therefore, the provision of support to technical leads must be kept simple and effective without adding undue workloads. OMET staff can also benefit from easy access to best practice and other staff's know-how. Dissemination of best practice and experience will be facilitated during an intra-organisational training scheme at OMET (see the fourth highlight). In this regard, the design and rolling out of the Assises process constitutes a major capacity-building exercise for the technical staff involved.

Among the many useful conferences, networks and communities of practice in France, one can mention the yearly [Participatory Budgeting conference](#) (several of which explicitly address climate transition issues), and the bi-yearly meeting of [transition towns](#) (villes en transition), with the next one being held in April 2021 in Grenoble.¹⁵ Engagement with such networks can help disseminate best practice as well as help showcase climate transition innovation from local councils at Orléans Métropole. As OMET is preparing for Cit'ergie energy performance certification as part of its SECAP, one can also add the yearly local authorities [Cit'ergie symposium](#) award hosted by the ADEME.

Based on the above, upcoming experimentation will need to create and nurture synergies between in-person and digital technologies for citizen participation in times of uncertainty due to covid-19. To succeed fully on the digital front, one must bear in mind that: "*the barriers to greater online citizen engagement in policy-making are cultural, organisational and constitutional not*

¹⁵ <https://www.grenoble.fr/2050-biennale-edition-2021.htm>

technological. Overcoming these challenges will require greater efforts to raise awareness and capacity both within governments and among citizens” (OECD, 2003, p. 9). This advice concerns both challenges related to *primary* digital divides (i.e. basic access to digital technology) as well as *secondary* ones (i.e. the actual use of technology for civic purposes) digital divides. Therefore, hurdles to participation may have less to do with technology than with culture (e.g. wavering trust in government or interest in participation). It also concerns resistance to technological and democratic innovation within the public sector which can be sometimes observed in France as elsewhere.

To conclude, Orléans Métropole can be considered a ‘late bloomer’ among the cities partaking in the EIT Climate KIC HCC Deep Demonstrations project. As such, it has demonstrated a deep willingness to engage with strategic experimentation by way of an ambitious Assises process that bears promises to yield long-term capacity-building and acculturation at OMET and in the wider community across the metropolitan region. The work has been particularly instrumental in encouraging and supporting an ambitious strategy for the long-term mobilisation of citizens and other stakeholders during and beyond the upcoming Assises process.

Learning 4: Inspiration from other local authorities to craft a transition governance à l’orléanaise

This section considers examples from other French and international local authorities that can inspire OMET to craft participatory climate actions and transition governance à l’orléanaise. This will enable OMET to build a unique metropolitan network of public servants and civil society actors so as to best match the needs, specificities and ambitions across the whole territory.

Many métropoles and other tiers of territorial governance such as ‘départements’ and ‘régions’ have launched Assises processes in recent years. These sit within the wave of participatory innovation in local government observed across France and beyond since 2010¹⁶. An ‘Assises’ process typically takes stock of what has already been achieved to identify the full potential to amplify existing actions and conduct strategic experimentation. The process can culminate in a roadmap or political charter underpinned by a programme of concrete actions. It may also be steered by or enable the creation of a new local governance entity and/or formal political commitments towards bold climate action. At Orléans Métropole, the process will usher an innovative participatory and collaborative process of collective learning, cross-sectoral capacity-building, awareness-raising, dialogue, deliberation, testing of ideas, and commitment towards effective participatory transition governance. It is the very first of its kind in the local history of inter-municipal governance.

As OMET ‘learns by doing’ in launching its very own Assises, staff could dedicate some time monthly to keep track of other Assises processes. The latter could also help shape future Assises processes at OMET. In particular, key insight can be gathered from the [Assises de la transition](#)

¹⁶ In a French context, see for example: Banque des Territoires (2018) and Décider Ensemble (2020). In an international context, see for example Escobar & Elstub (2019) and OECD (2020).

[écologique](#) at Angers Loire Métropole which was formally launched in November 2020 and seems to closely mirror what OMET is setting out to achieve. Furthermore, a key insight from 'Learning 1' is the potential role which the Development Council could play in supporting transition governance and climate actions across the metropolitan territory from early 2021. To this effect, OMET could also learn from other Development Councils within the Région and beyond as to how they have fostered climate actions underpinned by public participation. Local networks of Development Councils would also be useful to tap into. Sources of inspiration for OMET's own climate transition and journey towards transition governance à l'orléanaise can be found in the Appendix.

Demsoc's contribution: Actions in Orleans

Demsoc's contribution truly began with a **strategic framing workshop** held on 10-11 February 2020. It consisted of a two-day co-construction event facilitated by EIT Climate KIC and the design partners, where a broad agreement emerged among Orléans Métropole (OMET) heads of department in favour of a new integrated climate governance body shaped along the lines of Leuven 2030, which has been a core part of the nomination of Leuven as [European Capital of Innovation 2020](#). It enabled the outlining of key challenges and ambitions for climate action and long-term climate transition in relation to the SECAP and other policies. On 6 February 2020, the Department of Environment and Risk Prevention also invited the interim EIT Climate KIC Local Connector to present best practices from across Europe (including French ones) in integrated climate governance and citizen engagement at the Métropole's Strategic Forum which brought together every head of department.

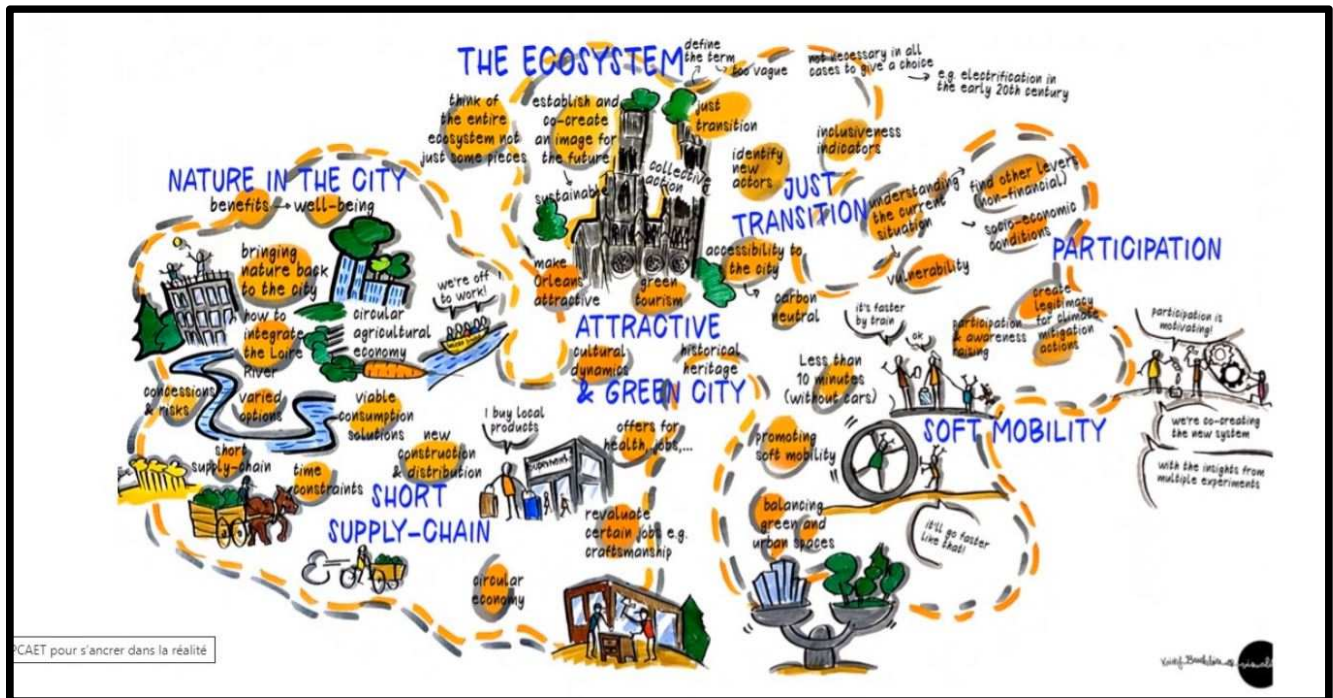


Figure 4 - Original rendering by a professional artist of the discussions at the EIT Climate KIC participatory workshop at OMET in February 2020. It visually highlights some of the key themes that are now structuring the upcoming Assises process.

In March 2020, the interim Local Connector conducted **8 interviews with OMET staff** which helped to confirm and add greater detail to the insight gathered through the Edderis (2019) and Cerema (2019) consultancy reports about citizen participation and environmental governance. The interviews also enabled to explore methodological pathways with his contacts at Orléans Métropole – not least the Director for Innovation – who presented her plans to launch a consultation about citizen participation (*'concertation au sujet de la concertation'*), a mass co-design exercise to explore how policies and services could be co-produced with citizens. Another example was to use the lessons learned from several rounds of experiments on user-centric design in Orléans city, especially regarding the use of innovative neighbourhood recycling units, for which the input of residents was considered extremely useful. Finally, an innovative methodological step that was discussed was to produce a project design grid which would be used and mainstreamed across all of the Métropole's services to ensure that a preliminary criterion of citizen co-design before the project is approved and financed.

Since early September, **the local Demsoc team has participated actively in several working groups** to support the collaborative design of the Assises process. It has been particularly active in the **'Participation Task Force'**, a growing and diverse expert group responsible for the design of the citizen participation component of the Assises process, including contributing to stakeholder and citizen engagement strategy, identifying training requirements among the technical leads of the Assises process, and providing various best practice resources about citizen participation and climate transition. The Participation Task Force has also contributed to the strategic communications working group, including direct collaboration with an external communications consultancy.

A **fully digital training workshop about citizen participation** that involved 27 technical leads in mid-November 2020, in preparation of the Assises process. Participants shared their experience about and discussed key principles of inclusive and effective forms of citizen participation via Zoom and the collaboration tool [Klaxoon](#).¹⁷ By way of two debate questions and storytelling, participants identified and debated both opportunities and challenges for conducting participatory activities with citizens and other stakeholders. In the words of one participant with ample experience of conducting participatory activities: *"The heavy preparation required for designing participation is real! We have tested lots of things, for example: citizen panels, site visits, meetings etc."* Other mentioned challenges include the difficulty in garnering political support, particularly the capacity to convince about the added-value which citizen participation can bring if conducted upstream early in projects, such as cost-savings due to greater citizen buy-in and ownership and fewer objections to development.

The technical leads for the Assises have also benefited from **bespoke support sessions**. These show they are aware of the stakeholders and civil society groups most concerned about their respective themes and aim to inform and consult with them throughout the Assises process. However, more dedicated support and capacity building will likely be needed so they can actively

¹⁷ The full overview of the participatory workshop is available on the following Miro board (in French): [Restitution de l'atelier du 19 nov, Online Whiteboard for Visual Collaboration \(miro.com\)](#)

involve citizens and other key stakeholders to foster mutual learning and collaboration throughout both tracks of the Assises process.

Demsoc is also expected to contribute to the launch of a **'school of transition'** ('école de la transition') in relation to the Assises process, which is set to become a landmark training programme for OMET and potentially a source of inspiration for other métropoles with a similar territorial and organisational setting. As a first step towards generalised internal awareness-raising and training about climate transition, Demsoc is commissioned to host a participatory awareness-raising workshop around biodiversity ('[Fresque de la biodiversité](#)'), a training format which is proving popular among many public and private organisations in France. Key technical staff are expected to gain training hours to learn more about climate transition and community engagement best practice. It is also hoped the school of transition will help to raise awareness about climate-friendly behaviour and lifestyles in order to meet the SECAP goal of making OMET an 'exemplary' local authority. The latter will also support its planned application to the Cit'ergie energy transition certification for public sector agencies.

As part of the collaborative design of the Assises process, the local Demsoc team has also adapted Demsoc's **Theory of Change** to the local context, which was subsequently adopted by OMET staff and used as a communication tool with elected officials to highlight the benefits of long-term citizen participation in relation to key existing land-use and sectoral policy documents (e.g. OMET's comprehensive land-use plan and mobility plan, among many others). Through participation at various working groups at OMET, the Demsoc team also made recommendations about citizen participation principles and made suggestions about the clarity of commitments to the public about the design, conduct and evaluation of citizen participation. Demsoc has also advocated continuous capacity-building for long-term citizen participation to be pursued both through and beyond the Assises process. Using the Assises process as a springboard, OMET staff are seeking to progressively upscale both mechanisms and capacity for metropolitan-wide citizen participation (see *Learning 2*). This is thanks to the presence of highly committed and competent staff across the MET departments we have interacted with, and to the joint, collaborative efforts of the EIT Climate KIC team and Design Partners.

A more general highlight concerns the **dissemination of and experimentation with best practice** through professional communities of practice and networks in the related fields of climate transition and local democratic innovation. Demsoc's support towards this end played out in complementary ways. From the early design of the Assises process with the Department for Environment and Risk Prevention (DEPR) and other key staff at OMET and the city of Orléans, Demsoc has advocated clear engagement principles and 'deep' forms of citizen participation to be facilitated during the Assises process and beyond. The innovative Assises process bears the promise of opening up to even greater participation and capacity building of the general public around climate action. Furthermore, Demsoc and the Head of the Citizen Participation unit attended the landmark one-stop conference for citizen participation which attracts hundreds of community engagement practitioners, elected officials, community group leaders and researchers (i.e. the *Rencontres Nationales de la Participation* held in Mulhouse in November 2020). As OMET staff were previously unaware of this professional conference, the sharing of best practice acted as a positive eye-opener for the Head of Citizen Participation. The Demsoc-hosted workshop enabled the sharing of insights from both Orléans Métropole and Leuven 2030. OMET staff will likely continue to attend similar conferences in the future. Further engagement with key communities of practice will strengthen ongoing networking efforts by other dedicated staff at the Citizen Participation Unit, who participate in the climate COP led by Région Centre Val de Loire,

and have also contributed to the drafting of the landmark Manifesto for Participatory Metropolitan Agencies released in 2020 under the auspices of the ICPC.¹⁸ Therefore, Demsoc's collaboration has partly amplified existing efforts towards dissemination of best practice and transparent engagement principles at OMET, particularly in trying to hardwire these in the very design of the Assises process together with key OMET staff alongside the receptive steering and encouraging leadership by elected off.

The Demsoc team has also been active in the collaborative design of the public Launch event for the Assises (scheduled for 12 January 2021). Particularly, **the team contacted and conducted video interviews with leading experts** working in the fields of local democratic innovation, climate transition and biodiversity across France. The interviews will help raise awareness about key challenges and opportunities for climate transition as well as showcase existing innovation and experimentation to inspire the local community to take action. The digital video format of the interviews also enables to reach out to residents across Orléans Métropole in their own home and therefore bypass the need to consider social distancing due to covid-19, as has been done for other Assises processes and deliberative fora (e.g. Assises de la transition écologique at Angers Loire Métropole; Forum Open Agrifood 2020). The Demsoc team has also contributed to discussions about various practical, creative ways to engage citizens who face digital divides to address issues of exclusion and non-participation in times of social restrictions and covid uncertainty.

¹⁸ Manifeste des Métropoles Participatives: <https://i-cpc.org/wp-content/uploads/2020/10/Manifeste-des-m%C3%A9tropoles-participatives-ICPC-1.pdf>

5. Recommendations and Next Steps

The main recommendations and next steps arising from the four Detailed Learnings are as follows:

- **Pursue continuous capacity-building during and beyond the Assises** to enable and empower long-term citizen participation and cross-departmental collaboration at OMET around climate transition. Among others, the 'School of Transition' is a promising long-term initiative that will make OMET an exemplary territorial agency. Capacity-building and dissemination of OMET's own innovative experimentation can take place through various existing professional communities of practice across France (Learning 3).
- **The renewal of the Development Council is a key opportunity for greater citizen input into metropolitan council deliberations**, via the different expert working groups that it can initiate around climate-related issues. OMET's Development Council will benefit from the recent insight gathered by the National Network of Development Councils (CNCD) about how development councils can successfully engage citizens and other stakeholders around SECAPs (Learnings 1 and 4).
- As Leuven 2030 proved an inspiring governance model for OMET staff in February 2020, **OMET can continue to learn from other local authorities and territorial agencies across France and internationally** (Learnings 2 and 4).
- Finally, and building on all the above, OMET will have much to share at the end of the Assises process and beyond on its journey from integrated environmental governance to a **sustainable, home-grown transition governance à l'orléanaise**. Through its strong motivation, unique set of opportunities, and growing skills, OMET can pursue continuous 'learning by doing' and climate leadership simultaneously, turning it from a 'late bloomer' to a regional pioneer in its own right. Such transition governance can be further amplified through **growing territorial collaboration** with other local authorities at the level of local councils, département and région along the unique UNESCO-protected Loire river and beyond, as advocated by multiple national and regional public agencies. Beginning with the current Assises process, OMET can simultaneously take stock of its rich history and assets and humbly lead the metropolitan community towards writing the collective story of its climate transition. As novelist Harold Miller wrote: *"The real leader has no need to lead – he is content to point the way."*

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Appendix

Selective list of Development Councils with participatory commissions around climate and participatory democratic transition

Name of Development Council	Relevant thematic commissions, working groups & enquiries (examples)
Pays de Lorient	Green economy, Democracy & citizenship, Agriculture, Housing & spatial planning, Territorial strategy
Loire Angers	SECAP (2018-), Smart Cities (2019-), Biodiversity (2019-), Mobility (2018-)
Grenoble-Alpes Métropole	SECAP (2011), Housing strategy (2018), Local democracy - transparency & openness (2020), Metropolitan comprehensive plan (PLUi) (2018)
Métropole de Rennes	Environmental monitoring linked to the SECAP, Open Data platform, 5G enquiry, Roadmap for an aging region, Awareness-raising about UN Sustainable Development Goals
Lille Métropole	SECAP (2020), Urban fixture in public space (2021)

List of Assises and similar processes related to transition governance at other local authorities in France

Local authority / Organisation	Name of Assises process	Date / Year	Description, key activities and outputs
Angers Loire Métropole	Assises de la transition écologique	Autumn 2020 - 2021	<ul style="list-style-type: none"> • 7 cross-cutting themes; including 'OFF' channel • Ideation platform • Community-led initiatives & workshops
Région Centre Val de Loire	2ème Assises de la démocratie permanente	Autumn 2020	<ul style="list-style-type: none"> • Sharing of experience and showcasing initiatives related to region-wide local democratic innovations
Communauté Urbaine de Dunkerque	Assises européennes de la transition énergétique	Jan-March 2021	<ul style="list-style-type: none"> • Yearly Assises bringing local authorities from across Europe (3 days) • Digital workshops and fairs over 2 months in 2021
Département Haute Vienne	Assises de l'environnement et de la transition écologique	August-October 2020	<ul style="list-style-type: none"> • 7 cross-cutting themes; including original contributions • Ideation platform • Showcasing community views
Community-led Synergie Transition 06	Assises de la transition écologique et citoyenne	29 Oct – 2 Nov 2018	<ul style="list-style-type: none"> • Participatory environmental diagnostic led by university researchers and community groups in Nice
Montpellier Méditerranée Métropole	1ères Assises territoriales de la transition agro-écologique	5-6 Feb 2019	<ul style="list-style-type: none"> • Plenaries and workshops around sustainable agriculture and food • Mostly local authorities from across France
ADEME (energy information agency)	Assises de l'économie circulaire	7-8 Sept 2020	<ul style="list-style-type: none"> • Presentations around circular economy
Open Agrifood Orléans	Forum Open Agrifood 2020	4-5 Nov 2020	<ul style="list-style-type: none"> • Sustainable food production & consumption; Public health • Online fora & workshops