

IST Network of Excellence Project
FP6-2004-IST-4-027219
Thematic Priority 2: Information Society Technologies
DEMO_net
The Democracy Network

**DEMO-net: Report on the first Stakeholder Workshop in Edinburgh,
14th June 2006:**

“Challenges and Barriers of eParticipation Research and Practice”

Editors : Alexander Kramer, John Shaddock, Maria Wimmer

Revision : final version

Dissemination Level : Public

Author(s) : Georg Aichholzer, Colin Fraser, Alexander Kramer, Barbara Lippa, Naoum Liotas, Oystein Sæbø, John Shaddock, Asta Torleifstottir, Maria Wimmer, Roman Winkler

Due date of deliverable : 30 June 2006

Actual submission date : 9 August 2006

Start date of project : 01 January 2006

Duration : 4 years

WP no.: 1

Organisation name of lead contractor for this deliverable : University of Koblenz-Landau (IWVI) and Yorkshire and Humber Assembly (YHA)

Abstract: This document describes the aims and methodology of the first stakeholder dialogue of DEMO_net and summarises the results. The workshop was organised within workpackage 1 on 14th June 2006 in Edinburgh, UK, by the WP 1 leaders.

Project funded by the European Community under the FP6 IST Programme

© Copyright by the DEMO_net Consortium

The DEMO-net Consortium consists of:

County of North Jutland – Digital North Denmark	Coordinator	Denmark
University of Leeds	Partner	United Kingdom
Örebro University	Partner	Sweden
University of Koblenz-Landau	Partner	Germany
Fraunhofer Gesellschaft zur Förderung der angewandten Forschung e.V.	Partner	Germany
Institut für Informationsmanagement Bremen GmbH	Partner	Germany
University of Macedonia	Partner	Greece
Institute of Communication and Computer Systems	Partner	Greece
Copenhagen Business School	Partner	Denmark
Aalborg University	Partner	Denmark
Fondation National des Sciences Politiques	Partner	France
Technical University of Košice	Partner	Slovakia
Consiglio Nazionale delle Ricerche	Partner	Italy
University of Bergamo	Partner	Italy
Yorkshire and Humber Assembly	Partner	United Kingdom
European Projects and Management Agency (EPMA)	Partner	Czech Republic
Napier University	Partner	United Kingdom
University of Iceland	Partner	Iceland
University of Helsinki	Partner	Finland

Table of contents

1	INTRODUCTION	5
2	AGENDA OF THE WORKSHOP.....	6
3	PRESENTATIONS.....	7
4	BREAKOUT SESSIONS.....	8
4.1	REPORT FROM GROUP 1	10
4.1.1	POTENTIALS	10
4.1.2	BARRIERS/CHALLENGES.....	10
4.1.3	PROPOSAL	11
4.2	REPORT FROM GROUP 2	11
4.2.1	SKILLS.....	11
4.2.2	ACCOUNTABILITY AND TRANSPARENCY	12
4.2.3	BUSINESS CASE.....	12
4.2.4	BENEFITS	12
4.2.5	GENERAL FRAME, LEGAL CONDITIONS	13
4.2.6	CAPTURE <=> FEEDBACK LOOP	13
4.2.7	FITTING INTO DAILY PROCESSES	13
4.2.8	COMMUNICATION.....	13
4.2.9	SCALABILITY.....	14
4.2.10	KNOWLEDGE MANAGEMENT AND USE OF BUSINESS LOGIC.....	14
4.2.11	STAKEHOLDERS.....	14
4.2.12	CULTURE.....	14
4.2.13	TECHNOLOGY.....	15
4.3	REPORT FROM GROUP 3	15
4.3.1	NEED TO UNDERSTAND WHAT EPARTICIPATION WORKS WHY.....	15
4.3.2	NEED TO UNDERSTAND WHO PARTICIPATES AND WHY	15
4.3.3	NEED TO UNDERSTAND HOW TO DEAL WITH LARGE SCALE REAL-WORLD ENGAGEMENT	16
4.3.4	NEED TO UNDERSTAND HOW TRUST AFFECTS PARTICIPATION	16
4.3.5	NEEDS FOR EDUCATION	16
4.3.6	NEEDS FOR INTEGRATION	16
4.3.7	NEED TO UNDERSTAND ROLE OF OPEN SOURCE.....	16
4.4	REPORT FROM GROUP 4	16
4.4.1	OVERALL IDENTIFIED CHALLENGES AND BARRIERS	17

4.4.2	TECHNOLOGY.....	17
4.4.3	SOCIAL CONTEXT.....	17
4.5	REPORT FROM GROUP 5	18
4.6	REPORT FROM GROUP 6	20
4.6.1	MOTIVATION TO (E-)PARTICIPATE.....	20
4.6.2	EPARTICIPATION FRAMEWORK.....	21
4.6.3	FUTURE DEVELOPMENT OF DEMOCRACY.....	21
4.6.4	IMPACT OF SOCIAL MOVEMENTS AND NGOS.....	21
4.6.5	EVALUATION OF EPARTICIPATION	22
4.7	REPORT FROM GROUP 7	22
4.7.1	SOCIAL INCLUSION – TAILORING INFORMATION FOR CITIZENS WITHOUT SETTING AGENDAS	22
4.7.2	GOVERNMENT/INTERNET INTERACTION.....	23
5	SUMMARY OF ISSUES RAISED.....	25
5.1	POLITICAL-STRATEGIC ISSUES	26
5.2	ORGANISATIONAL ISSUES (INCLUDING LEGAL ASPECTS)	29
5.3	PUBLIC VALUE GENERATION ISSUES.....	31
5.4	SOCIAL ISSUES.....	32
5.5	SOCIO-ECONOMIC ISSUES	33
5.6	SOCIO-TECHNICAL ISSUES	34
5.7	TECHNOLOGICAL ISSUES	36
5.8	DEPLOYMENT ISSUES	38
6	CONCLUSIONS.....	39
	APPENDIX – LIST OF PARTICIPANTS	40

1 Introduction

The European Commission has provided four years funding for a Network of Excellence on eParticipation. The overarching objective of DEMO-net is to strengthen scientific, technological and social research excellence in eParticipation. The aim is to advance the way research is carried out in Europe with respect to quality, efficiency, innovation and impact to overcome the currently fragmented approach to eParticipation in this important European research area.¹ With this overall objective, the network provides a major contribution to the strategic goals set by the European Council.

Within the project, workpackage 1 represents the overarching umbrella of activities aiming at lasting integration. The specific objectives of WP 1 are

- identifying the challenges for a durable and sustainable integration strategy of eParticipation research,
- develop a coherent and sustainable strategy with the associated processes for the integration of
 - fragmented research and single disciplines towards multidisciplinary, integrated research, and
 - eParticipation research and eParticipation application in order to
 - a. transfer research results to the practical implementation and
 - b. acquire knowledge of the challenges and barriers as well as needs of eParticipation research from the practical applications
 - eParticipation experts and PhD students,
- initiating the settlement of a durable integration with key actors in the application field via best practice methodologies and technologies in eParticipation applications, and
- determining how best-practice methodologies, technologies and eParticipation applications can be integrated into regional, national, and EU level.

In the course of Task 1.1, WP 1 focuses the identification of the challenges for a durable and sustainable integration strategy of eParticipation research.

The first deliverable of the workpackage was a workshop with relevant stakeholders² from the EU, national, regional and local levels. Leading practitioners in the field of eParticipation have outlined the issues they have seen facing government and society. DEMO-net researchers have given an overview of current research in the field of eParticipation.

¹ For more details see the Description of Work and the website of DEMO-net: <http://www.demo-net.org/>

² The list of participants is provided in the appendix

The core of the workshop has been breakout sessions of small workgroups, where practitioners, academics and ICT industry have jointly considered challenges, success factors, needs and barriers of eParticipation research and application across Europe. The workshop focused on questions such as how research can be brought to implementation and application as well as how the needs of practice can be taken up by research. Discussion also addressed means to realise a stronger dialogue between research and practice. Benefits for governments, politicians, ICT industry, research, citizens and the general public have been examined as well.

The report at hand reflects major results of the workshop, which was held on 14th June 2006 in Edinburgh, UK.

2 Agenda of the workshop

The workshop was divided into two parts: a) presentations, and b) working group and plenary discussions. The agenda was set up as follows:

- 9:30 – 10:00 *Registration*
- 10:00 – 10:05 Welcome and aim of the workshop
Maria Wimmer, University of Koblenz-Landau, DE
- 10.05 – 10.45 Introduction to DEMO-net & first results of the project
Ann Macintosh, ITC, Napier University, UK
- 10:45 – 11:45 *Presentations by Government and technology vendor experts in their eParticipation cases, solutions and research requirements I (20 min presentations each)*
eParticipation – the role of Cities
Chris Newby, Liverpool City Council, UK
Personalisation, information engagement and technology
David Dickinson, Fujitsu, UK
Challenges and barriers of eParticipation in the Austrian Parliament
Günther Schefbeck, Austrian Parliament, AT
- 11:45 – 12:00 *Coffee break*
- 12:00 – 13:20 *Presentations by Government and technology vendor experts in their eParticipation cases, solutions and research requirements II (20 min presentations each)*
eParticipation - a perspective from Ireland
John McAleer, South West Regional Authority, IR
eDemocracy and online engagement in Bristol
Carol Hayward, Bristol City Council, UK
Challenges and opportunities for technology vendors of eParticipation systems

John Glover, iNovem, UK

eParticipation as a policy tool: the Tuscany case

Francesco Molinari, IT

13:20 – 13:30 Discussion

13:30 – 14:30 *Lunch break*

14:30 – 15:45 Breakout sessions of 4 - 7 persons per group discussing the challenges and barriers of eParticipation research and practice

- Group facilitators and clerks from Demo-net guiding and documenting discussions
- Rapporteur reporting back

15:45 – 16:00 *Coffee break*

16:00 – 16:30 Reporting back of working group results

16:30 – 17:00 Common discussion of challenges and barriers identified and how these could be overcome (plus wrap-up)

17:00 *Close*

3 Presentations

The presentations of experts from eParticipation research, governments and ICT vendors built the basis for the latter workgroup discussions. The presentations are available at: <http://www.demo-net.org/demo/events-on-demo-net/challenges-and-barriers-of-e-participation-research-and-practice/>.

After an introduction to the workshop objectives given by Maria Wimmer, Ann Macintosh introduced a general understanding of eParticipation and the overall aims as well as first results of DEMO-net.

Subsequently, seven presentations were given by stakeholders from governments and IT vendors thereby presenting cases of eParticipation as well as addressing experiences, challenges and barriers of eParticipation research and application.

In his presentation, Chris Newby introduced experiences on eParticipation at the Liverpool City Council. He reported on the changes that took place in Liverpool from 1998 to 2006, and the problems the city had to deal with when introducing ICT and eParticipation means. Apart from that, in his role as president of “Telecities”, Chris Newby reflected the importance of a Cities network in order to share experiences and bring forward eParticipation in European cities.

David Dickenson from Fujitsu shared what he believes to be the principal challenges and barriers to both the public and private sectors as they seek to achieve government policy aspirations of personalisation and information engagement. Rather more optimistically, he also gave examples of how these challenges and barriers might be overcome.

Guenther Schefbeck from the Austrian Parliament Office first reflected eDemocracy and eParticipation starting from a theoretical / philosophical approach on eDemocracy starting with the core understanding of participation. Subsequently, he described the initiative of

the Austrian Parliament on consulting citizens and experts on a certain new law or directive before it is being approved by the Parliament. The Rechtsinformationssystem is considered a tool to open the parliament and its decisions for the public with the goal of a more transparent process in decision and policy making.

After a short introduction to his approach on eDemocracy and eParticipation and the issues that come with it, John McAleer from the South West Regional Authority introduced a platform for eConsultation that has been developed in Ireland.

Carol Hayward introduced the history of online engagement of the Bristol City Council. Starting in 2002 with the consultation Finder, she described the introduction of ePetitioning, eConsultation and many more activities Bristol City Council initiated in the last years to engage citizens in city matters.

John Glover from iNovem discussed the challenges and opportunities for technology vendors of eParticipation systems.

Finally, Francesco Molinari reflected the usage of eParticipation as a policy tool from a scientific perspective and from the view and experiences of an independent consultant for the Tuscany region in Italy.

4 Breakout sessions

The second part of the stakeholder workshop was dedicated to small workgroup discussions, where the expectations, experiences, challenges, success factors, needs and difficulties of eParticipation research and practice had to be discussed. Seven small workgroups were formed out of practitioners, academics and ICT industry.

In order to get a reasonable variety of discussion points, groups were formed according to the following criteria:

- Diversity of countries, including regional spread (north – central – south – east – west)
- Diversity of expertise: experts from research, governments and ICT industry
- Diversity of research disciplines (political – social – ICT) and application areas (Social Inclusion, eGovernment, Groupware, Urban Planning, Organisational Decision-Making, Open Source in eParticipation) in each of the groups
- Also partners from within DEMO-net were grouped to counterbalance above criteria of the external experts.

Each group discussion was led by a facilitator who was responsible for the flow and coverage of discussion. A clerk took notes of the discussion feeding into the written report at hand (see reports per group below).

The facilitators were briefed in advance to follow a certain structure and some principles of discussion. E.g. each group started with a short introduction of every participant highlighting his or her expertise, experiences and interest in eParticipation. A general discussion should follow to identify interests of the group members. Facilitators were provided

with a list of questions in certain areas (see the following table). These questions were not intended to be either exhaustive or necessary. Instead, they were merely suggested to stimulate discussion in the topic areas. Above all, the facilitators were instructed to not necessarily address each question. Instead, it was key to discuss some solid 'challenges and barriers' lying in the group's interests and expertise.

Topic	Possible questions
Successes (or failures)	<p>What examples do you have of eParticipation in practice? What are the fruitful research areas?</p> <p>What has worked and what hasn't?</p> <p>Is eParticipation moving forward as quickly as you would anticipate (in research and in practice)?</p>
Relevance	How important is eParticipation? Is it central to eGovernment/eGovernance or just one component?
Future of Democracy	Can you describe what changes you see taking place in the processes of democracy over the next twenty years – at the local/neighbourhood, national and international levels? What are the implications for eParticipation research and practice? What challenges will this give?
Stakeholders	Who will use eParticipation techniques? Who will decide what approaches to adopt? How will market and non-market (e.g. community-based) applications of eParticipation co-exist?
Technology	What are the interesting technological developments in eParticipation? How will those developments change what is possible? Will they change what we understand as democracy? What are the problems of applying the developments in practice? What technological constraints need to be addressed?
Social context	What key social changes will impact on the approaches to eParticipation. Will society in the future be more or less inclusive? What approaches will increase inclusion? What are the constraints on being more inclusive? How will the structure of power change and what impact will eParticipation have on that?
Organisation	What organisational challenges do developments in eParticipation create? Will geography be more or less important (i.e. will democracy be more tied to location or less)?
Business case	What is the business case for eParticipation? Are there cost savings to be made? What is the financial benefit of greater participation in democratic processes? Will eParticipation make the business of government easier? Will it contribute to the effectiveness of local communities?
Political sphere	What are the implications of developments in eParticipation for democratic decision-making? How can the legitimacy of political decision-making be maximised? What new approaches are needed?

The Public	Is there a public demand for eParticipation? From whom? How is this expressed? What will make democratic engagement easier? What problems are there at present?
------------	---

After the group discussions, the rapporteurs reported back to the plenum. A general discussion helped to clarify potential misunderstandings from single group results.

In the following sections, the results from the single workgroups are reported.

4.1 Report from Group 1

Participants:

- **Kim Viborg Andersen**, Copenhagen Business School (DK) (**Facilitator**)
- **Roman Winkler**, Institute of Technology-Assessment (AT) (**Clerk**)
- **Brigitte Paulsen**, The Municipality of Højeby (DK) (**Rapporteur**)
- **Pekka Aula**, University of Helsinki (FI)
- **Mark Deakin**, Napier University (UK)
- **David Dickinson**, Fujitsu (UK)
- **Javier Ossandon**, Ancitel (IT)

The participants discussed challenges and barriers of eParticipation mainly from the view of governmental (and administrative) institutions. The ultimate precondition for eParticipation is: *Politicians have to have a keen interest in the views and opinions of citizens.*

So the central question that has to be dealt with in the context of eParticipation is, *what is the added-value of eParticipation options for citizens?* Here it is important to identify personal and psychological factors in relation to political engagement.

The potentials and barriers which were identified and which are related to eParticipation are described as follows:

4.1.1 Potentials

It is important to consider eParticipation as an enabler for governments and administrations to achieve better political decisions. However, there is also a need to understand that eParticipation represents a societal benefit which does not involve a loss of political power. Furthermore it is crucial to develop different models of engagement while taking into account different power (governance) layers.

4.1.2 Barriers/Challenges

While talking about eParticipation and the engagement of citizens, it is also important to consider, that there is still a high percentage of administrations that are not yet prepared to

interact with citizens via ICT. One of the reasons for this barrier is the lack of skills of administrative staff in handling ICT.

Another barrier in the governmental administration can be found in the lack of interoperability of existing databases.

‘Language problems’ between administrations, political representatives and citizens do exist. It is important that policy issues will be ‘translated’ in order to make them comprehensible for citizens.

Structural problems: There is a lack of promotion activities attracting citizens’ interest and encouraging them to get politically involved.

Lack of trust in technology and in political institutions respectively in political representatives exists.

ICT is often used as “broadcasting technologies”. It is a challenge to make full use of the interactive potential of ICT (decisive criterion).

4.1.3 Proposal

For a better effectiveness, eParticipation should be combined with “offline Participation” i.e. face-to-face meetings.

To move towards “successful” eParticipation for both, politicians and citizens, engagement via ICT should start at the local level to get citizens used to new forms of political participation. This may pave the way for eParticipation at the regional, national and supranational (EU) level as well.

4.2 Report from Group 2

Participants:

- **Maria Wimmer**, University of Koblenz-Landau, DE (**facilitator & clerk**)
- **Asta Torleifstottir**, University of Iceland, IS (**clerk & rapporteur**)
- **John Glover**, iNovem, UK
- **Christos Halaris**, NTUA, GR
- **Francesco Molinari**, IT
- **Sabine Richter**, Planungsverband, DE
- **Ella Smith**, Napier University, UK
- **Angus Whyte**, Napier University, UK

4.2.1 Skills

Skills and education are key factors for successful online participation. During the discussion, the following points have been taken into account:

The need for education in political participation is a key. Users should be educated in their expectations on participation, and especially eParticipation. Thereby, one needs to already start at children to educate them on participation by enabling them to participate in decision-making i.e. in schools (cf. UN on children’s rights ...).

There is also a need for skills development. Skills in participation through digital means are still missing. The question here is, how do we get the skills needed for all stakeholders? The expectations are high especially regarding response time when using eTools and eApplications.

The next step: facilitation – e.g. issues of stress in work. Make case studies and experiences. People are not experts.

4.2.2 Accountability and transparency

The following questions are important concerning this matter:

Accountability is key in participation.

eParticipation is expected to increase transparency. Is it really so?

4.2.3 Business case

Funding and proper business models are important for a successful implementation of eParticipation projects. There are several aspects that should be considered:

Start small, scale fast

Information overflow vs. paper overflow

Define the appropriate mechanisms of business models – where can participation really make a difference?

Build the value chain from internal to external and then back

Implementing in the private sector, “planners and developers” are expected to engage during the process

4.2.4 Benefits

What are the benefits for citizens and politics, when introducing eParticipation? The following points are of importance for this matter:

Define where participation makes a difference.

Digital divide is not the problem; → rather: what is in for a stakeholder to participate? Why should he/she participate?

Need to understand what the impact of eParticipation and more direct participation is – and impact where? Fast feedback must be ensured leading as well to increased speed of impact.

Need to distinguish capabilities and benefits.

Need to clarify the issue of necessary traffic: Why should I participate? Why should I use online tools for participation?

4.2.5 General frame, legal conditions

The framework for eParticipation consists also of legal and other issues that have an impact on the development and deployment of eParticipation. The following list gives a short overview on the matters that should be considered:

Challenge: Take care of eInclusion. People find a way to participate if the issue is of interest to them – even if they have no eSkills

Sustainability

Requirement to comply with legal frames

Lack of political support

4.2.6 Capture <=> feedback loop

Citizens want to have a fast response or feedback on their impact on political processes. The need for having tools to record and track discussion points and the necessity of fast feedback are being stressed in the following paragraphs:

Need to define and live a participation lifecycle; i.e. capture and feedback-loop - we need to get tools and instruments to support the capturing of discussion points and opinions and the feedback to the participants about their impact on decisions through their participation.

The subject matter needs to be made approachable. Formalized tools shall help to structure information - including feedback.

People don't trust to use governments' websites. A model of discussing and gathering information within citizens discussions and then with governments should be executed (loop).

4.2.7 Fitting into daily processes

Participation and community engagement need to be tied into the process of local government activities:

Community engagement should not be solely a platitude. It should be fitted into the machinery of local governments. Also governmental processes should be constantly mapped.

4.2.8 Communication

Proper communication is one of the most important issues of eParticipation. The challenges and barriers of this aspect are listed below:

Needs: eParticipation needs a proper communication strategy, including creating consensus. Consensus is usually in the middle of policy cycles, but people have to be right in from the beginning.

Challenge: How to manage the informal communication state.

Need for proper public communication strategies. Suggestion: Tramp into the stakeholder shoes & make things easier

It is not a matter of “e”. Increase the participation
Control element as a key issue in discussion. Management of communications
Broadcasting selected information

4.2.9 Scalability

Understand that “one size fits all” does not work at all. So research and development must consider aspects like age, gender, perception or social context. The barrier in this aspect can be found in the situation that government is possibly scared of scaling projects up.

4.2.10 Knowledge management and use of business logic

Proper knowledge and information management is important for eParticipation and the processes around eParticipation. Aspects to be considered:

- Online analytical processes (OLAP) of political participation.
- Define demography of participation
- Need to structure the information in a different way
- Blogs, a single entrance
- Barrier: Scared of information, management of information in planning

4.2.11 Stakeholders

Questions of “Who is involved, who is part of the target group?” need to be understood properly before the development of platforms for eParticipation can be started:

- Need to get people involved: Clearly identify who the target people are (is it the man on the street? – how to get him/her attracted and participate?); then discuss how people can participate (awareness raising) and how their participation can be implemented.

- Understanding: eParticipation is just one more method for engagement.

- Issue of identification and anonymity have to be solved. Understand that particular policies have diverse identification needs.

- Starting as a citizen activist.

- For whom are we designing systems? Elite or for all?

4.2.12 Culture

How does community work? Who is involved and how do members of online communities talk to each other?

Online culture needs to be understood. How does online society or community work? Needs and principles of communication and online cultures need to be investigated:

- Need for a culture of collaboration and sharing information.

- Need for creating awareness that impacting in politics matters.

Try to keep community alive, get the info.
Lack of strategic engagement issues
Nice to have or real?
Involving people earlier in the policy making process
moderation policies

4.2.13 Technology

How is technology used in eParticipation? The essential aspects need to be grasped:

The My-Issue.

Monitoring – why should discussion be online.

Why should it be anonymous – if the norm is to go to a meeting where you would introduce yourself if you have something to say?

Low take-off – how to cope with large participation?

Most eParticipation activities have been on a very small scale – tens or hundreds of participants

4.3 Report from Group 3

Participants:

- **Ann Macintosh**, Napier University, UK (**facilitator**)
- **Oystein Sæbø**, Aalborg University, DK (**clerk**)
- **Guenther Schefbeck**, Parlamentsdirektion Wien, AT (**rapporteur**)
- **Jiri Hřebíček**, Masaryk University, CZ
- **Roland Traunmueller**, University of Linz, AT

4.3.1 Need to understand what eParticipation works why

There is a need to understand what technologies work in which democratic context and why.

The technology is often referred to as “the Internet”. We need a better understanding of how specific web-based technologies work. Both citizens and politicians need more knowledge on opportunities and challenges in eParticipation projects. Also, some current projects and research reports are very often unclear and/or not specific on the objectives for the eParticipation projects under study, which makes them difficult to evaluate.

4.3.2 Need to understand who participates and why

We discussed digital and social inclusion in relation to eParticipation and the need to ensure inclusion was considered when designing projects. We specifically mentioned the inclusion of people with disabilities. Currently there is little information on how demographics affect participation. We discussed the need for more knowledge on how formal/informal the communication should be for different stakeholders. Providing feedback

mechanisms to those that have participated was seen as critical to motivate people to participation further, therefore there is a need to understand how best to develop such feedback mechanisms.

4.3.3 Need to understand how to deal with large scale real-world engagement

There were two main issues here. Firstly we discussed the challenges for citizens to orient themselves and navigate around complex policy information and secondly for moderators and policy owners to analyse large, unstructured responses to consultations. We need to develop tools and mechanisms to guide users on how to become engaged and to support moderators analyse contributions.

4.3.4 Need to understand how trust affects participation

We discussed the issue of ‘trust’ and the need for citizens to be able to appreciate the validity and objectivity of any provided information. Here there appears to be a number of differences across the various countries in the EU and there is a need to understand these differences. Who trusts the media and why, who trusts government why, etc.

4.3.5 Needs for education

There was a discussion on the potential important role of education to enable balanced views to be brought forward and reflected on in any participation exercise. Different stakeholders, especially young people, need to know how to deliberate and debate, as well as how the political system works. Teachers and also politicians need knowledge on the opportunities ICT offer. Politicians need to learn and reflect on how to utilise information offered by new channels where the language and tone may vary and differ from a “classical” political language.

4.3.6 Needs for integration

There is a need to better understand how eParticipation can be integrated into traditional communication channels/communication services. It is important not to consider eParticipation as something isolated to existing democratic processes. We will not succeed if we are not able to integrate both traditional and new communication opportunities, as well as different research areas to produce more holistic knowledge

4.3.7 Need to understand role of Open source

The group members slightly disagreed on the importance of focusing on open source in eParticipation projects. Some consider OSS to be an issue on technology and/or costs. Others considered issues such as ownership of source code, political and policy aspects of focusing on OS software development important. The discussion illustrated the importance of understanding better the role of OSS in eParticipation.

4.4 Report from Group 4

- **Themis Tambouris** – University of Macedonia, GR (**Facilitator**)

- **Alexander Kramer** – University of Koblenz-Landau, DE (**Clerk**)
- **Yigal Arens** - Information Science Institute, USA (**Rappoteur**)
- **Jacob Norbjreg** – Copenhagen Business School, DK
- **Charlotte Pedersen** - North Denmark Region, DK
- **Anna Carola Freschi** - University of Bergamo, IT

4.4.1 Overall identified challenges and barriers

Challenges:

- Technologies are new enough, are people ready to use them?
- Building up formal interactions for web communication
- Not loosing the ability to organize information networks / policy making
- Dialogue room where politicians can listen to information and communication
- eParticipation is electronic – how do we keep record of it? Archives – interoperability
- Usability of websites – making them more easier to use

Barriers:

- Flood of Information over the internet that are difficult to overview/technical solutions are needed
- Politicians should listen and answer
- Political will can be a barrier if they do not listen

4.4.2 Technology

The technology is new enough that people constantly develop new ways of using it. Issues are not primarily technological. (In the US) electronic voting is being stymied by what is presented as technological problems, but are really a combination of technological and sociological issues. Jacob doesn't consider technology to be the real problem. Blogs are widely used -- gives people another channel to express their opinion. Is there a future for these? Can they all be read? Will this end up being edited, like a paper just cheaper? In Denmark, for example, many politicians who are supposed to be listening to their constituents are not using the technological tools.

A barrier: As everyone starts using their ability to express themselves electronically, it becomes difficult for officials or others to sift through this flood of information. There's a lot of relevant research and ultimately possible technological solutions to this.

Activists are trying out new technology for communication and organizing and getting sometimes unexpected results (e.g. immigrant and student demonstrations in So Cal).

A challenge: Recording, archiving, making accessible (say through searching) eParticipation processes.

4.4.3 Social context

In Italy (and probably elsewhere) institutions are not responsive to citizens' electronic communications. There is an absence of institutional commitment to participation in general, not just eParticipation. But there have been some changes during the past couple of years. Italy has chosen to stay low in technological complexity and investments in technology, and to underline methods of participation.

A barrier: Institutions/politicians need to *want* to (e)participate.

There are two dimensions of eParticipation: Institutional and popular ("from below").

Institutions and political decision-makers need to *want* to take advantage of new technologies or just figure out *how*. E.g., Howard Dean's raising money on the Internet. In Italy, Grillo's blog, one of the most visited ones in the world (?), critical against Berlusconi's government. His central claim is that "government works for you", and you must communicate directly with them. Another service is "You Are Here" that helps citizens find political proposals that are close to their desires. It's done through a set of questions. This had great success. Third is on-line participatory budgeting of the municipality of Parma. Integrated online and offline participation.

A challenge: We don't want all communications to be direct. *Organizations* have an important part to play. If everything depends on what people decide in their living rooms and email, it opens the process to demagoguery (deliberative vs. populist democracy).

A challenge: Sharing of best practices, building roadmaps, national policies

4.5 Report from Group 5

- **John Shaddock** - Yorkshire and Humber Assembly, UK (**Facilitator, Rapporteur**)
- **Naoum Liotas** - University of Macedonia, GR (**Clerk**)
- **Guoli Zhang** - Napier University, UK
- **Christine Secher** - Copenhagen Business School, DK
- **Joakim Aström** - Örebro University, SE
- **Peter Mambrey** - Fraunhofer – FIT, DE
- **Georg Aichholzer** - Österreichische Akademie der Wissenschaften, AT

Initial research questions included the following:

1. Why don't people use the possibilities of participation available to them?
2. Does the input that citizens provide has an actual impact on government decisions?
3. How can very large groups of people be supported by ICTs (scalability issues)?

The initial statement of the facilitator was whether any of the participants has benefited in specific ways from the prior presentations of practitioners and researchers regarding eParticipation. The first comment on that was that the concept that "Everyone wants eParticipation" is a wrong one. Technology works just as an *enabler*.

Another comment involved the difficulty to engage citizens. "Is it really that difficult to engage people? Our children communicate so easily with mobile technologies". That observation brought up the issue of what is meant by "political". In Germany, the definition of 'political' is quite narrow.

The importance of mass communication that addresses citizens as passive viewers was also mentioned.

Examples of social activities which were political lead the discussion first to the degree that parents are active in schools by taking decisions that affect the whole school. E-Participation can play a supportive function in this area. It was mentioned that a percentage of 80% of the parents actively participated in Germany and Austria in decision-

making in schools. That is not the case in the UK and Greece where a very small percentage of parents participates in parents' councils. The example of China was also discussed where parents are not aware of the power that they have in their hands in decision-making.

These country differences also point to the challenge of a mutual reinforcement of social integration/social capital and eParticipation.

A second example of a very vivid e-participation process reported from Austria showed that there is a strong interest to engage in public matters if quality of life interests of citizens are directly affected on a local level. It also showed that appropriate technological means play a decisive supportive role: The case concerned a recent citizen-initiated campaign against street pollution by dog excrements in Vienna. Within only three months it brought around 160.000 citizens to sign a "petition" addressing Viennese government on an Internet platform against this nuisance.

At this point of the discussion, the issue of responsive vs. proactive was also mentioned. The observation referred to the fact that people tend to react in situations that the individual needs are threatened and not act proactively or in the benefit of the whole community. The question that was formed at this part of the discussion was "Are citizens active, proactive or responsive?"

The importance of citizen-to-citizen (C2C) interaction was mentioned that can be extremely important in a participation context even more important than C2G interaction.

A gap in the literature that was mentioned during the discussion is the influence of activists in decision making. Is the pressure in public agencies effective?

An important part of the discussion was the observation of the dynamics that currently exist in the ICT landscape. ICT technologies exist more or less since 1995... Mass media are currently threatened since sales go to online transactions rather than mass media. Things are changing very fast. Another example is the rapid take-up of blogging. There is a great shift from broadcasting activities to networking activities. From the passiveness of the broadcasting activities the focus is more on the interactivity of networking activities.

A comparative view on Sweden and the UK was also mentioned. The eParticipation experience in these two countries is quite different. In UK there was great success in eParticipation initiatives, partly because these were supported by the central government while in Sweden these initiatives are solely the responsibility of the local government. The lack of directives and coordination from the central government seems to be an important barrier in Sweden and Greece and possibly to other countries as well.

Funds attributed to eGovernment and eDemocracy projects are also a success factor especially for the UK.

There is currently also fear for eDemocracy from government representatives since power distribution is changing with eParticipation. Moreover a big challenge is how to integrate outcomes of forms of eParticipation with decisions based on traditional representative democracy. Another observation is the fact that the role of government is starting also to change. The most prominent role of government was the enforcer of rules and laws. However eParticipation cannot be forced. The government is becoming more of a facilitator than an enforcer. In addition to the factors mentioned so far effects of economic pressure and wide spread stress in work life have to be considered as curbing the motivation to spend time on eParticipation. Distraction and relaxation versus serious engagement seem to be key attributes which stand behind the largely contrasting levels of engagement

in participation offers by entertainment-related interactive TV and more political participation offers. Besides the digital divide in the technological dimension a digital divide along individual economic restrictions and the hectic lifestyle of citizens seem also to be a barrier in engaging a greater part of the population in eParticipation initiatives.

Final comments included the fact that the development of eParticipation tools is very high on the agenda of the Danish Government, something that should be introduced in other European countries as well. There are currently a lot of private companies working for the government in creating such tools. Business models should be introduced to finance these tools. Mobile technologies will definitely play an important role in eParticipation tools in the years to come.

4.6 Report from Group 6

Participants:

Carol Hayward, Bristol City Council, UK (**Rapporteur**)

Marian Mach, TU Kosice, Slovak Republic

Elisabeth Davenport, Napier University, UK

Lizzy Tait, Aberdeen Business School, UK

Sabrina Franceschini, Regione Emilia-Romagna, IT

Ake Gronlund, Örebro University, SE (**Facilitator**)

Barbara Lipka, Ifib, DE (**Clerk**)

There were two starting questions for the discussion: Which of the issues in the focus areas of eParticipation are the most interesting? And what are the things to focus on that would yield some results? The following aspects were identified and a lot of questions to be answered by research were raised:

4.6.1 Motivation to (e-)participate

How can people get used to eParticipation tools? Most of the people have to be encouraged to use eParticipation tools as that are exactly the same people, who are using the eParticipation tools which are already engaging offline.

eParticipation (tools) should be promoted, but who should do this, as councils do not have any resources? The other question is, who should be the addressee of the promotion, citizens or administrative officers? From the perspective of countries with high turnout of voters (e.g. Italy with 80% voting) participation should be promoted rather to politicians than to citizens.

If people have all the information they need, do they need to participate? Are they engaging in eParticipation and act therefore not feeling the need to vote? Is there some correlation between eParticipation activities and tools and political votes (increase correlation)?

Since Estonia was the first country which has gone for eVoting, crisis might have been the first condition for eParticipation. Is it the last resort?

What are the benefits of eParticipation for people and for the government? Are there financial benefits? Is there a positive or negative link between eParticipation activities and success of politicians (e.g. better chance of being elected) or of councils?

For governments it is important to retain credibility as otherwise people will find information support from other places.

4.6.2 eParticipation framework

Legal and political local conditions influence eParticipation, however, it is not only a local problem. In fact there is a need for some national support for eParticipation. EParticipation can happen locally but should be supported by a national framework. This should not be seen as a short-term fashion so that support might be withdrawn after a certain period of time.

At the international level there are different conditions for eParticipation within different countries. eVoting is not expected to happen quickly, but interactive discussions are already accepted around Europe. What different legal and political constraints in different countries will make standardising eParticipation unachievable? Are European models of eParticipation universal? Our models of eParticipation are not likely to be applicable in other countries or cultures: Who could be won over for our ideas, our projects?

4.6.3 Future development of democracy

Does eParticipation change the nature of democracy? What alternatives are there to representative democracy? Do we have other ways of governance? As many things in democracy require feedback, getting involved could be an alternative. But what would happen if any citizen participated? Does eParticipation become a facade or a lie and will we have to sustain and defend democracy?

Is there a difference between local and national politics – e.g. in voting? For example in local politics in Sweden, people do not care about political representation, they want good management, so they vote for good managers rather than for politicians.

What are politicians representing – national parties or constituents? Since parties represent all views it became difficult for citizens to find representatives. Another point is that there is a potential for less accountability as no one can be voted out.

What is the kind of representation of politicians, as people often change their minds very quickly? Media seem to play a role in this phenomenon.

Is government ready for participation? Governmental processes are usually closed and based rather on routines than on participation. This means that politicians are doing business as usual and don't need citizens. Maybe they need customers or tax payers. Therefore the question: Does eParticipation create an opportunity to explore different non-representative forms of governance?

4.6.4 Impact of social movements and NGOs

Political systems will increasingly be challenged by people power which can be mobilised very quickly on the web (blogs, website, devices of service etc). In future, governments will be confronted with rapid political movements and issue-based politics. As the politi-

cal time frame is out of synch with how people live, how can this be managed? And how does it fit with stability/sustainability?

In Sweden, it can be observed that national and local young politicians don't stay long in office. Publicity stunts get them there but it seems as if they don't really want to be there. At the local level, people engaged in politics get bored very quickly, on the national level they have more opportunities (e.g. they can engage in NGOs or go to media).

NGOs should involve in DEMO_net. How is the impact of NGOs or social movements on eParticipation? Many of them could not exist without online tools which are very important for the organisation of these groups. Community networks are important for eParticipation.

We have to learn from community networks, especially we have to find links to government either as a way of taking on board points raised or to learn how to engender trust. Thus the main question is: How can government learn from and take on board the increasing levels of people-led and trusted activities – campaign groups, blogs, issue-based politics and keep things stable?

4.6.5 Evaluation of eParticipation

How can we measure eParticipation or the success of participation? Which qualitative or quantitative methods should be applied and how can the right balance between them be found? One possibility could be to consider people as customers and ask them about their satisfaction. What about the significance of voting or costs of eParticipation? Is there a correlation between eParticipation activities and good council service? What should be the basis and what the criteria for the success of eParticipation? What combination of qualitative and quantitative evaluation and change in policy/decision-making process?

4.7 Report from Group 7

Participants:

John McAleer, South West Regional Authority, IR

Gregoris Mentzas, Technical University of Athens, GR

Robert Morgan-Vane, Calopus Solutions, UK (**Rapporteur**)

Nanna Skovrup, Center for it-anvendelse, DK

Haukur Arnpórsson, Univeristy of Iceland, IS

Hilmar Westholm, Institut für Informationsmanagment, DE (**Facilitator**)

Colin Fraser, Napier University, UK (**Clerk**)

4.7.1 Social inclusion – tailoring information for citizens without setting agendas

Participation strengthens the view of those already in the know as opposed to those who don't feel comfortable with participating. Current participation is exclusive. A hope for eParticipation is that it becomes more inclusive.

Data integration – bringing together systems within and outside an organisation. Holistic resources for citizens are required – if integration challenges are met, citizens profit from increased access to information.

Knowledge Management – how can one motivate people to collaborate and communicate in participation? This motivation underlies a need to encourage citizens to *express opinions*, reflect upon these and put their own reflects and opinions into practice.

4.7.2 Government/Internet interaction

Use of ICTs for delivering services and how to use these for eParticipation. eParticipation lacks proper definition – too many political scientists theorising about what this should mean rather than what is happening. Contrast this with the more mature state of eGovernment.

Deliberative notion of debate and democracy – we need to go beyond the expression of mere opinion. Opinions are worthless if not grounded by viewpoints and arguments within the wider world – ICT allows for these opinions to be grounded in a more ecologically sound way. Such an ecological view of opinion may be bolster for eParticipation using ICTs, encouraging more reflective opinion formation and thus make decision makers take the opinions of citizens more seriously.

Cultural nature of eParticipation – some countries demand more direct contact with representatives and institutions than others. Worry that electronic systems do not enjoy the same degree of trust throughout cultures. Is eParticipation too cultural specific? Is it a western liberal democratic idea that is peddled as the best thing for immature democratic institutions?

How do you engage people? What tools can be used in the process? Important to ground the cases in debates between governments and citizens.

Regional planning – Need to educate citizens that policy formulation is not just about personal problems, but that policy needs to rise above the individual, sometimes at their own expense. This is a necessary element of citizen/government interaction – just because you don't get your own way doesn't mean you are not being represented. But some transparent representation of the decision process is required.

The facilitator split these concerns into 3 broad themes

1. knowledge management
2. cultural dimensions – what do citizen demand? What should they expect?
3. motivation issue – participation barriers

The discussion then raised the question – What is participation? We require some way of evaluating when participation is *good* and when it fails, and build in some degree of accountability into this. Participation must be exemplar based – and studies of it must begin from the concrete before the abstract rears its ugly head. eGovernment is about service delivery – and this is not eParticipation, which is about citizens having influence over which services they wish to have delivered.

The key question became – when are people willing to participate? Should we focus on “quick wins” – such as when someone reports a fault with a lamppost in their street? Is

that participation? Need to distinguish between *policy* participation and *social* participation. The former is political; the latter is about social problems and is essentially about social interaction. eParticipation should be about the former not the latter. But is this distinction invalid? Don't social problems give rise to an interest in policy and the policy formation process? The concrete aspects of experience to the abstract notions of policy and governance? But how do you counter possible participation fatigue?

Local participation seems to be the most effective instance of eParticipation, but the "e" must be complementary. It is most effective because it is probably the most transparent. The community can see problems being raised and being dealt with from the start to the end of the process.

5 Summary of issues raised

During the two sessions of presentations and the breakout sessions, the expert speakers and the members of the breakout groups identified challenges, needs and barriers based on their specific interest and type of background experience. As a first step of further elaboration, the results of the single groups were grouped into categories of issues relevant for eParticipation research:

- Political-strategic issues
- Organisational issues (covering also legal aspects)
- Public value generation issues
- Social issues
- Socio-economical issues
- Socio-technical issues
- Technological issues
- Deployment issues.

The categories group aspects of eParticipation research and application (single issues and multi-dimensional issues) either in single disciplinary or in multi-perspective ones.

The categories have been derived from a holistic view on eParticipation. In such an understanding, four main aspects shape eParticipation (demonstrated in Figure 1³):

- Governments and politics [political-strategic, organisational],
- society [social],
- ICT [technological] and
- economics [economic].

In this understanding of Wimmer, not only the single aspects shape eParticipation. The interactions and interrelations among these aspects and how these impact each other (the arrows in the figure) are of equally high interest in properly understanding eParticipation. e.g.:

- how does ICT usage interfere in citizens and politician debates [socio-technical, political-strategic];
- which (economic) expectations exist in interactions among citizens and politicians when using certain ICT in political debates or in decision-making or in information provision on political issues [socio-economic, socio-technical, public value generation, deployment].

³ Based on the holistic understanding of eGovernment – see: Wimmer, M.A. (2003). Approaching secure and trustful eGovernment applications: technology won't make it alone! In P. Cunningham, M. Cunningham, P. Fatelnig (Eds.), *Building the Knowledge Economy: Issues, Applications, Case Studies*. Part 1, IOS Press, Amsterdam et al., pp. 626 – 632. Recent reflection on the holistic view on eGovernment: Bicking, M., & Wimmer, M.A. (2006). eGovernment Research in Europe: Disciplinary Understanding and State of Play from eGovRTD2020. In Andersen, Gronlund, Scholl, Wimmer (Eds). EGOV 2006 communications proceedings, Trauner Druck, Linz, pp. 1 – 12.

Figure 1 : Understanding eParticipation through a holistic view

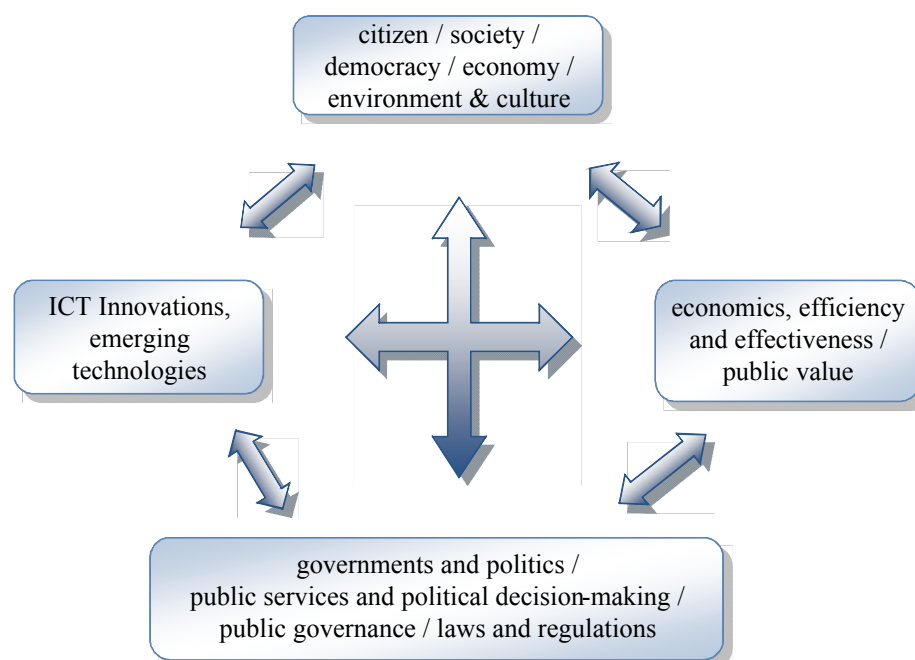


Table 1 - Table 8 in the subsequent sections 5.1 - 5.8 capture the issues raised in the group discussions and by the speakers in their presentations, grouped according to the holistic understanding. In order to read the extractions correctly, it is important to mention that the discussions in the presentations and breakout groups were [purposefully] focusing on the specific interests of the speakers and group members. So, an over-emphasis on some aspects exists while others may have not been mentioned. For example, the issues raised by the speakers have been covered as they were reflected in the discussions rather than in toto. There are clear areas of omission. Again as an example, the role of intermediaries is a major issue which impacts on all the dimensions of eParticipation. No study of eParticipation is likely to be complete without examining the social, technical and political influences of intermediaries and the requirements for eParticipation tools and activity to explicitly address the role of intermediaries. Yet, despite it being a central area of study in ensuring inclusion, 'intermediaries' was not a topic which was raised in the working groups.

It is recognised then, that the sum of the discussions reflected below does not yet capture the topic as a whole. Further elaboration will take place in a joint workshop of workpackage leaders and practitioner partners as foreseen in the description of work. However, the results at hand can be considered an important step towards a full picture.

5.1 Political-strategic issues

The political-strategic category covers issues addressed in political and in organisational research. The range of such issues reaches from aspects of a general discussion on democratic and political matters to aspects of impact of eParticipation and citizens' engagement in political decision making – including the impact of technology in participa-

tion. Issues of considering political support for eParticipation as well as starting both at local level and top down have e.g. been put forward.

Other aspects raised during the discussions were:

- lack of trust in political institutions as a barrier for participation in political decisions
- lack of trust in technology,
- the need to know of the target groups in eParticipation and to get those groups involved,
- the need for a fast feedback to citizens, to make them aware that their opinions are being considered, and
- the need to provide sufficient funding for eParticipation projects.

Table 1: Political-strategic Issues of eParticipation research

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
Lack of political support	Political-strategic	Barrier	1, 2, 4, 6	
Local level eParticipation success will pave the way for eParticipation at regional, national, and supranational level	Political-strategic	Policy	1, 6	
Need to exploit proper communication strategies, and strategies how to manage them	Political-strategic	Need, Challenge	2, 3, 4	
Compliance with legal frameworks	Political-strategic	Need	2, 6	
eDemocracy and eParticipation are possibly affecting traditional democracy models	Political-strategic	Challenge	6	
Explore the variety of uses to which politicians are able to apply eParticipation – opinion testing, ideas generation, garnering political support etc.	Political-strategic	Need, Challenge		
Explore espoused versus ‘real’ decision-making structures and processes	Political-strategic	Need		
Need to focus / clarify the potential contrast between “representative” and “participatory” democracy	Political-strategic	Need		
Transparency of political and policy processes	Political-strategic, social	Challenge, Need	2, 7	
Bolster eParticipation by expressing and grounding opinions on viewpoints and arguments via the use of ICT	Political-strategic, Socio-technical	Challenge	7	

Establish an eParticipation Framework at European and national levels to support local eParticipation efforts	Political-strategic, Socio-technical	Challenge	6	
Definition on when engagement or participation of citizens begins. Need to distinguish between policy participation and social participation	Political-strategic, Social,	Need	7	
It is reasonable to strive for international transferability while developing tools for eParticipation.	Political-strategic, Socio-technical	Challenge	6	
Develop different models of engagement while taking into account different power (governance) layers	Political-strategic, social	Challenge	1, 6	
Lack of promotion activities attracting citizens' interest and encouraging them to get politically involved	Political-strategic, social	Barrier	1, 2, 5, 6	
Lack of trust in political institutions and in political representatives. There is a need to understand how trust in politicians and in technology affects eParticipation.	Political-strategic, social, socio-technical	Barrier, Challenge	1, 2, 3, 6	
Fast feedback must be ensured leading as well to increased speed of impact	Political-strategic, social	Challenge, need	2, 3 iNovem presentation	
More inclusion of citizens could lead to more responsibility	Social, political-strategic	Opportunity	Tuscany presentation	4
'Language problems' between administrations, political representatives and citizens do exist / have to be overcome (It is important that policy issues will be 'translated' in order to make them comprehensible for citizens.)	Political-strategic, social, organisational	Barrier / Need	1, 3	2
eParticipation will not be a success if funds are not allocated to it	Political-strategic, socio-economic, organisational	Precondition	5	2
Understand that eParticipation represents a societal benefit which does not involve a loss of political power; clarify what is in for a stakeholder to participate. Define the added-value of eParticipation options for citizens	Political-strategic, socio-economic, public value	Need, Challenge	1, 2, 3, 5, 6, 7	
Engage "planners and developers" during the process	political-strategic, socio-economic	Challenge	2	
Understand what the impact of eParticipation and more direct participation is – and impact where?	political-strategic, socio-economical	Challenge	2, 6, 7	

Engagement via ICT should start at the local level as well as top-down	Political-strategic, socio-technical	Policy	1, 7	
Consider eParticipation as an enabler for governments and administrations to achieve 'better' informed political decisions	Political-strategic, socio-technical	Challenge/Need	1, 3, 4, 5, 7	

To better understand these issues (the challenges and barriers they bear), more insight from already existing findings as well as further research in joint political-social-technical sciences – with a strong focus on socio-technical aspects and socio-economic aspects driven by ICT – may be needed.

5.2 Organisational issues (including legal aspects)

While political-strategic aspects are mainly dedicated to political debates, principles in models of democracy, and engagement of people, organisational issues refer to the organisational structures of governments, stakeholder issues, skills required by the participants, resource management, responsibilities and cooperation in democracy participation matters.

Table 2: *Organisational Issues of eParticipation research*

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
As organisations become networked, it is often difficult to identify who is responsible for particular services or bundles of services, so dialogue becomes more complex	Organisational	Challenge		
Need for new structures to handle new challenges	Organisational	Challenge, Need		
Regarding some specific eParticipation options such as online debates or online consultations, organisational decisions related to the (external) moderation of such processes have to be taken in advance. This also implies decisions on whether participants have to register (e.g. via a valid e-mail address) and whether a speakers' policy (rules and procedures, etc.) shall frame the process of deliberation.	Organisational	Precondition	1, 2	
Against the backdrop of "time-poor" participants, provide "easy-to-use" tools, involving "closed questions" and free space for further comments.	Organisational	Precondition	1	

Need for evolving and disseminating overarching eRights for eParticipation	Legal, political-strategic	Need	Telecities presentation	
Definition of target groups (stakeholders) and their needs in eParticipation are important	Organisational, political-strategic, socio-economic, socio-technical	Precondition, Need	2	
Joint Ventures with technical providers	Organisational, political-strategic, legal	Challenge	Telecities presentation; iNovem presentation	
Holistic resources management is required.	Socio-economic, organisational	Challenge	7	5
eParticipation will not be a success if funds are not allocated to it	Political-strategic, socio-economic, organisational	Precondition	5	1
High percentage of administrations/politicians are not yet prepared to interact with citizens via ICT	Socio-technical, organisational	Barrier	1, 3, 4, 5, 6	6
Lack of skills of administrative staff in handling ICT	Socio-technical, organisational	Barrier	1, 3, 4, 5	6
'Language problems' between administrations, political representatives and citizens do exist / have to be overcome (It is important that policy issues will be 'translated' in order to make them comprehensible for citizens.)	Political-strategic, social, organisational	Barrier / Need	1, 3	1
ICT is often used as "broadcasting technology". It is a challenge to make full use of the interactive potential of ICT	Technological, political-strategic, organisational, socio-technical	Challenge	1, 5	7
Issues of anonymity and identification have to be solved	Technological, Socio-technical, organisational, political-strategic	Challenge	2	7

To better understand these issues (the challenges and barriers they bear, solutions available, etc.), more insight from organisational sciences, human resource development, jurisprudence and political sciences as well as multidisciplinary research on socio-technical and socio-economic aspects is deemed necessary.

5.3 Public Value Generation issues

Gavin Kelly and Stephen Muers defined public value as “the value created by governments through the provision of services, the passing of laws and regulations, and other actions”⁴.

As the EC states further, the creation of public value⁵ “encompasses the various democratic, social, economic, environmental and governance roles of governments. Concrete examples of these roles are: the provision of public administration and public services (health, education, social care); the development, implementation and evaluation of policies and regulations; the management of public finances; the guarantee of democratic political processes, gender equality, social inclusion and personal security; and the management of environmental sustainability and sustainable development.”

Table 3: Public Value Issues of eParticipation research

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
Proper business models: Define the appropriate mechanisms of business models – where can participation really make a difference?	Public value generation, socio-economic, deployment	Precondition, challenge	2	8; 5
Build a value chain from internal to external and then back	Public value generation, socio-economic	Precondition, challenge	2	
Distinguish capabilities and benefits	Public value generation, socio-economic	Need	2	
Increased access to information for all participants	Socio-technical, socio-economic, public value generation	Challenge	7	7
Need to clarify the issue of necessary traffic: Why should I participate? Why should I use online tools for participation?	Social, public value generation	Precondition	2, 6, 7	4
Need of more specific project/term definitions	Socio-technical, socio-economic, public value generation, technological	Need	3, 7	6

⁴ quoted in UN, “World Public Sector Report 2003: eGovernment at the Cross-Roads”.

⁵ C. Centeno, R. van Bavel and J-C. Burgelman: eGovernment in the EU in the next decade: the vision and key challenges, , Technical Report EUR 21376 EN based on the workshop held in Seville, 4-5 March 2004: “eGovernment in the EU in 2010: Key policy and research challenges”, August 2004

Evaluate and compare experiences made in case studies in order to come to more concrete and general conclusions about the potential of eParticipation	Socio-technical, socio-economic, public value generation	Policy, Need	2, 4, 7	6
Building up community intranets	Socio-technical, public Value, socio-economic	Need		
Understanding the mutual reinforcement of social integration/social capital and eParticipation	Public value generation, social	Challenge	5	4

As can be realised, the challenges and barriers of public value and public value generation are multidimensional by nature: economic, social, socio-technical and political sciences need to bring forward a clear understanding of the public value and the impact of modern ICT to generate public value in the context of eParticipation. Practice has to demonstrate the scientific concepts explaining public value in the context of eParticipation.

5.4 Social issues

Social issues mainly refer to the aspects of individuals and communities in their societal environment. Individual behaviour, community aspects, process transparency or the raising and education of young, e-enabled citizens are among the aspects under investigation in this category. Also the impact of a change of democracy models or the (direct) influence in policy making on individuals and society are to be considered.

Table 4: *Social Issues of eParticipation research*

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
Education in political participation: Users should be educated in their expectations on participation, and especially eParticipation	Social	Need, Precondition	2, 3, 6, 7	
Individual economic restrictions and hectic lifestyle can be a barrier in engaging in political initiatives	Social	Barrier	5	
Understanding and information on demographic levels is important and the affect on eParticipation	Social	Need	2, 3	
Understanding that community techniques and eActivism are important/ also C2C Interaction	Socio-technical, Social	Need, Challenge	2, 4, 5, 6	6

Need to clarify the issue of necessary traffic: Why should I participate? Why should I use online tools for participation?	Social, public value generation	Precondition	2, 6, 7	3
It is important to evaluate the impact of NGOs on government	Social, political-strategic	Need	6	
Need to introduce ePanels with eEnabled citizens for online consultation.	Social, public value	Challenge	Bristol presentation	
Inclusion of especially young people in events regarding eParticipation. This may help to build up better, more informed and more interested citizens	Social, public value	Challenge	Bristol presentation	
eParticipation is not about technology, it is about engaging unengaged citizens, making democracy easier and more inclusive	Social	Challenge	Bristol presentation	
More inclusion of Citizens could lead to more responsibility	Social, political-strategic	Opportunity	Tuscany presentation	1
Understanding the mutual reinforcement of social integration/social capital and eParticipation	Public value generation, social	Challenge	5	3
Motivation to engage in eParticipation tends to be spurred when quality of life issues and issues of local concern are directly affected	Social	Precondition	5	
eParticipation options are often highly exclusive involving elitist groups in society (e.g. experts in economic or social issues) and excluding lay people.	Social	Barrier	1	

5.5 Socio-economic issues

Aspects of socio-economic relevance touch effects and expectations in terms of economic influence on social situations. Success factors, value expectations in respect to social circumstances and measurement of them in eParticipation are among the issues of interest. Furthermore, the changes in online communication and involvement and the economic effects of technologies used need to be investigated.

Table 5: *Socio-economic Issues of eParticipation research*

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
--------	---------------------	---	-----------------------------------	----------------------------

Developing overarching methods for quality measurement on eParticipation (qualitative/quantitative). When is eParticipation successful and when does it fail?	Socio-economic	Need, challenge	6, 7	
Holistic resources management is required.	Socio-economic, organisational	Challenge	7	2
Need to understand the massive changes that have affected, and will affect, the development of web technologies.	Socio-economic, technological	Need		
Proper business models: Define the appropriate mechanisms of business models – where can participation really make a difference?	Public value generation, socio-economic, deployment	Precondition, challenge	2	3; 8
Forming administrative sustainability with the use of ICT	Political-strategic, socio-economic, socio-technical	Need	2, 6	
Consider different social, educational and economic backgrounds of citizens' in order to develop appropriate strategies for eParticipation. What are the needs of potential participants in order to be capable to get engaged?	Socio-economic, technological	Need	1	
eParticipation policies shall also focus on economically disadvantaged (European) regions; in this context public institutions (e.g. local libraries, schools, adult education centers etc.) may gain of particular importance as access points	Socio-economic, technological	Need, challenge		
eParticipation options which are supposed to be socially inclusive shall also be explicitly offered to those who are less-heard in society (e.g. ethnic minorities).	Socio-economic	Need, challenge		

Socio-economic research will investigate the impact of ICT usage on social and political behaviour on the one hand and the development of technologies and possibilities to overcome an upcoming digital divide particularly in poorer regions of Europe.

5.6 Socio-technical issues

Socio-technical issues combine the understanding of technology developments and their impact on society, organizations and context. Technology is surrounded by social aspects, and the way in which technology is being used is determined by these aspects. Consequently, under this category, aspects of technology impact on society, changes in social behaviour through technology usage and interaction through technological means, etc. are subject to study.

Table 6: *Socio-technical Issues of eParticipation research*

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
Take care of eInclusion; recognise digital divide	Political-strategic, socio-technical	Precondition, Need, Challenge	2, 3	
Need for tools and mechanisms for easier online engagement	Socio-technical	Need	Bristol presentation; Telecities presentation; Fujitsu presentation	
Accountability	Socio-technical, technology	Challenge, Precondition	2, 7	
“One Size does not fit all” – Scalability is important to take into account age, gender, social context, etc.	Socio-technical	Challenge	2	
Attractiveness and motivation for participation: People find a way to participate if the issue is of interest to them – even if they have no eSkills	Socio-technical	Need	2, 7	
When using ICT, expectations are high especially regarding response time when using eServices of Governments and Administration	Socio-technical	Challenge	2, 3	
eParticipation should be combined with “off-line Participation” i.e. face-to-face meetings	socio-technical	Policy, Challenge	1, 2, 3, 4	
Understanding that community techniques and eActivism are important/ also C2C Interaction	Socio-technical, Social	Need, Challenge	2, 4, 5, 6	4
High percentage of administrations/politicians are not yet prepared to interact with citizens via ICT	Socio-technical, organisational	Barrier	1, 3, 4, 5, 6	2
Lack of skills of administrative staff in handling ICT	Socio-technical, organisational	Barrier	1, 3, 4, 5	2
Assess the appropriateness of Open Source vs. Commercial Software	Socio-technical, socio-economic	Challenge	3 iNovem presentation	
Increased access to information for all participants	Socio-technical, socio-economic, public value generation	Challenge	7	3

Need of more specific project/term definitions	Political-strategic	Need	3, 7	3
Evaluate and compare experiences made in case studies in order to come to more concrete and general conclusions about the potential of eParticipation	Socio-technical, socio-economic, public value generation	Policy	2, 4, 7	3
Proper Information and Knowledge Management as well as process mapping is needed	Socio-technical, Technological	Challenge, Need	2, 3, 7	7
Usability – The importance of developing barrier free tools, providing access to eParticipation (e.g. public access terminals in public administrations, libraries etc.)	Socio-technical, Technological	Challenge	4	7
Data integration – combining systems of different organisations.	Socio-technical, Technological, organisational	Need, Challenge	7	7
Large volumes of information available and potential for high volumes of communication will mean personalisation becomes a critical technology	Technological, socio-technical, deployment	Opportunity, Challenge		7; 8
Public Terminals for better Access for eGovernment // Mobile Access	Technological, socio-technical, political – strategic, socio-economic	Opportunity	Telecities Presentation	
Introduce forums for eConsultations. Better discussion for citizens views both for and against the issue. Easier to see where concerns lie	Socio-technical	Opportunity	Bristol presentation	
Need for development of a methodology and toolset for the pan-European deployment of Living Labs in the areas of e-Government, e-Democracy and e-Services	Socio-technical, technological	Need	Tuscany presentation	

The challenge of socio-technical research is to understand the needs of different users and use-contexts and the tools they use in participation. Expectations on eParticipation and political processes with the help of ICT are high, from politicians and citizens as well as from public administration itself. To understand the issues of socio-technical research, the interaction of different stakeholders via technology needs to be investigated properly.

5.7 Technological issues

For the successful implementation of eParticipation projects, technology plays an important role. Many aspects of technology and tool design for eParticipation as well as infor-

mation management, retrieval and visualisation are to be investigated and understood properly.

Table 7: *Technology Issues of eParticipation research*

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
Proper Information and Knowledge Management as well as process mapping is needed	Socio-technical, Technological, organisational	Challenge, Need	2, 3, 7	6
Usability – The importance of developing barrier free tools, providing access to eParticipation (e.g. public access terminals in public administrations, libraries etc.)	Socio-technical, Technological	Challenge	4	6
Data integration – combining systems of different organisations.	Socio-technical, Technological, organisational	Need, Challenge	7	6
Need to understand how specific web technologies work	Technological	Need, Challenge	2, 3, 5	
Development of tools and mechanisms for moderation	Technological	Need	3, 4, 5	
Lack of interoperability of existing databases	Technological	Barrier	1	
Developing interoperable long term archives	Technological	Need	4	
Mobile technology as important key technology for eParticipation	Technological	Challenge	5	
ICT is often used as “broadcasting technology”. It is a challenge to make full use of the interactive potential of ICT	Technological, political-strategic, organisational, socio-technical	Challenge	1, 5	2
Lack of trust in technology	Technological, Socio-technical	Barrier	1, 2	
Skills in participation through digital means	Technological, Socio-technical	need	2, 3, 4,	
Issues of anonymity and identification have to be solved	Technological, Socio-technical, organisational, political-strategic	Challenge	2	2
Large volumes of information available and potential for high volumes of communication will mean personalisation becomes a critical technology	Technological, socio-technical, deployment	Opportunity, Challenge		6; 8

Broadband provision for home service (cheap)	Technological, Organisational, political – strategic, socio-economic	Challenge	Telecities Presentation	
--	--	-----------	-------------------------	--

Profound understanding on web technologies, interoperability, data integration, process reorganisation and data management are essential for further development. Barriers like missing interoperability between already existing data systems or the lack of trust in sustainability, usability and technology itself need to be overcome.

5.8 Deployment issues

Deployment aspects touch the introduction of new means and technologies into particular environments. Full-scale implementation, impact on the work of stakeholders and interfaces to systems in context are among the subjects for study. Other aspects include funding and revenue, security and scalability of already-implemented solutions and issues concerned with future implementation are of particular interest.

Table 8: *Deployment Issues of eParticipation research*

Aspect	Category of aspects	Preconditions / Challenge / Barrier / Need / Policy	Identified in groups or elsewhere	Also listed in other table
Large volumes of information available and potential for high volumes of communication will mean personalisation becomes a critical technology	Technological, socio-technical, deployment	Challenge	Fujitsu presentation	6; 7
Financial and business models need to be produced to demonstrate how eParticipation applications can generate revenue	Deployment	Need		
Scalability, robustness and security become major issues in large applications	Deployment	Challenge	iNovem presentation	
Proper business models: Define the appropriate mechanisms of business models – where can participation really make a difference?	Public value generation, socio-economic, deployment	Precondition, challenge	2	5; 3
Inclusive deployment will mean introducing a range of technologies/ approaches simultaneously, which will be a challenge	Deployment	Challenge, Opportunity		

Deployment conditions and procedures need to be investigated properly. Approaches to systems engineering, monitoring and evaluation are to be assessed and probably developed (adapted) for the context of eParticipation.

6 Conclusions

The workshop in Edinburgh yielded a wide range of challenges and needs of eParticipation. Likewise, many barriers, obstacles and opportunities have been identified. These need to be investigated in research and implementation.

The discussion revealed that further analysis needs to be done to improve research and development of advanced technologies and methods to understand the variety of influencing aspects of eParticipation. Many of the aspects are known to the community, others have emerged during interaction with the constituency. Even to understand the whole picture of eParticipation needs further efforts. The results at hand are a first step towards a more comprehensive understanding.

Next steps are to detail the challenges elicited in the workshop in terms of how these can drive research of Demo-net forward to come to a more sophisticated understanding of the field of eParticipation in terms of research solutions (technologies and socio-technical conditions alike) as well as large application of eParticipation.

A further workshop is being planned with the workpackage leaders and practitioner partners of Demo-net in order to validate the results of the stakeholder dialogue as well as to feed the results into the research activities of the workpackages 4 – 6 of Demo-net.

Appendix – List of Participants

First Name	Last Name	Organisation	Country	Type of participant
Georg	Aichholzer	Austrian Academy of Sciences	AT	Project partner
Kim Viborg	Andersen	Copenhagen Business School	DK	Project partner
Yigal	Arens	Information Science Institute	USA	Project partner
Haukur	Arnpórsson	University of Iceland	IS	Project partner
Joachim	Åström	Örebro University	SE	Project partner
Pekka	Aula	University of Helsinki	FI	Project partner
Elisabeth	Davenport	Napier University	UK	Project partner
Mark	Deakin	Napier University	UK	Project partner
David	Dickinson	Fujitsu	UK	Stakeholder from Industry
Sabrina	Franceschini	Regione Emilia-Romagna (Italy)	IT	Stakeholder from regional Gov.
Colin	Fraser	Napier University	UK	Project partner
Anna Carola	Freschi	University of Bergamo	Italy	Project partner
John	Glover	iNovem	UK	Stakeholder from Industry
Ake	Gronlund	Örebro University	SE	Project partner
Christos	Halaris	National Technical University of Athens	Greece	Project partner
Carol	Hayward	Bristol City Council	UK	Stakeholder from local Government
Jiri	Hřebíček	Masaryk University	CZ	Project partner
Alexander	Kramer	University of Koblenz-Landau	DE	Project partner
Naoum	Liotas	University of Macedonia	GR	Project partner
Barbara	Lippa	ifib	DE	Project partner
Marian	Mach	Technical University	SK	Project partner
Ann	Macintosh	Napier University	UK	Project partner
Peter	Mambrey	Fraunhofer - FIT	DE	Project partner
John	McAlear	South West Regional Authority	IR	Stakeholder from regional Gov.
Gregoris	Mentzas	National Technical University of Athens	GR	Project partner
Francesco	Molinari		IT	Stakeholder from Private
Robert	Morgan-Vane	Calopus solutions	UK	Stakeholder from Industry
Chris	Newby	Liverpool City Council/TeleCities	UK	Stakeholder from local Government / NGO
Jacob	Nørbjerg	Copenhagen Business School	DK	Project partner
Javier	Ossandon	ANCITEL	IT	Stakeholder from NGO
Brigitte	Paulsen	The Municipality of Højeby	DK	Stakeholder from local Government
Charlotte	Pedersen	North Denmark Region	DK	Project partner

Sabine	Richter	Planungsverband Ballungsraum Frankfurt/Rhein-Main	DE	Stakeholder from NGO
Øystein	Sæbø	Aalborg University	DK	Project partner
Minna-Maija	Salomaa	University of Helsinki	FI	Project partner
Günther	Schefbeck	Parlamentsdirektion Wien	AT	Stakeholder from central Governm.
Christine	Secher	Copenhagen Business School	DK	Project partner
John	Shaddock	Government Yorkshire and Humber	UK	Project partner
Nanna	Skovrup	Center for it-anvendelse	DK	Project partner
Ella	Smith	Napier University	UK	Project partner
Lizzy	Tait	Aberdeen Business School	UK	Stakeholder from Research
Themis	Tambouris	University of Macedonia	GR	Project partner
Konstantinos	Tarabanis	University of Macedonia	GR	Project partner
Asta	Thorleifsdottir	University of Iceland	IS	Project partner
Roland	Traunmueller	University of Linz	AT	Project partner
Hilmar	Westholm	ifib	DE	Project partner
Angus	Whyte	Napier University	UK	Project partner
Maria	Wimmer	University of Koblenz-Landau	DE	Project partner
Roman	Winkler	Austrian Academy of Sciences	AT	Project partner
Gudi	Zhang	Napier University	UK	Project partner