

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

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



democratic
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Climate-KIC

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Krakow Engagement and Activation Overview

Krakow Engagement and Activation Overview

—
2020



The Democratic Society is an international non-profit association registered in Belgium as The Democratic Society AISBL. TVA BE 0677.558.361.

Head office: BeCentral, Cantersteen 12, 1000 Brussels.

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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 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 embedded.

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. 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.

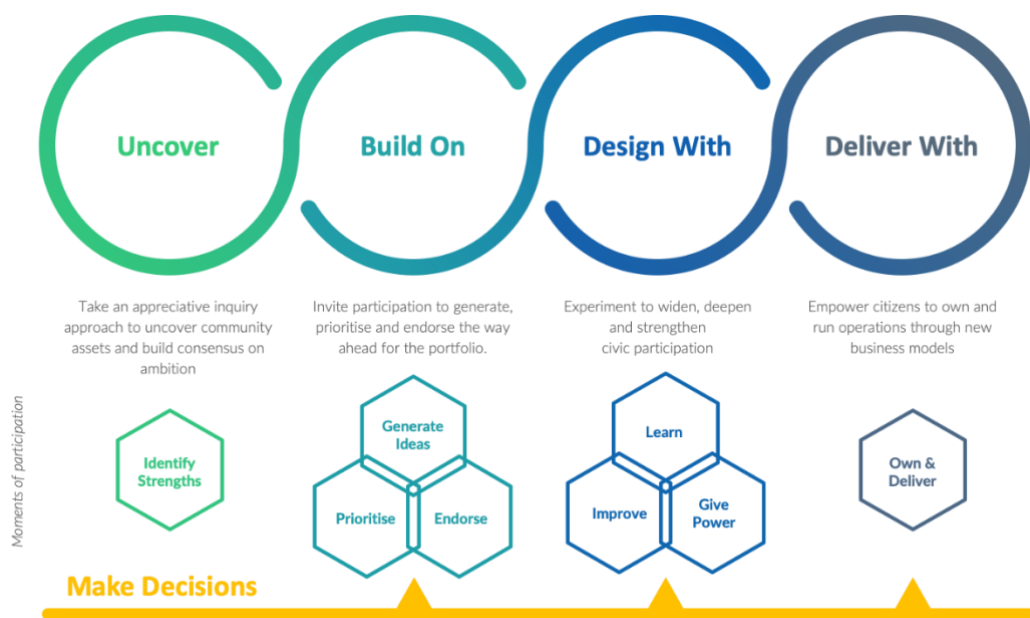


Figure 1 Fig. 1: Demsoc HCC DD approach

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.

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 further in the document.

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 EIT 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 Krakow 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 the Krakow'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 the city of Krakow, 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 citizen participation, climate action, as well as relevant city policies and strategies.
- We supplemented this with 12 semi-structured interviews with civil servants, civil society and grassroots movements, researchers and city councilors. We choose this sample based on relevance to research questions (or 'lines of inquiry'), access and availability.
- We asked a group of local climate initiatives to contribute in writing on the subject of Krakow's climate work and collaboration with external stakeholders, which was supported by discussion.
- We run a collaborative workshop with the core city team to take stock of the climate participation together, score the current landscape and set ambition.
- We attended the participatory workshops led by one of the city units.
- Additionally, the information was gathered across the HCC Deep Demonstration process, including workshops and working calls with the city staff.

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. This approach is supported by the number of twelve interviewees representing different organisations and communities, as we aimed for getting a bigger picture, collecting viewpoints representative to different groups involved in climate and participation in Krakow. Originally, it was envisioned to use a first set of interviews as a starting point for deeper collaboration with stakeholders in the city - inside the municipality and external actors. However, the changes in the Healthy Clean Cities Deep Demonstration process over the course of 2020, in particular the COVID-19 pandemic, shifted the manner of working. The pandemic-related restrictions introduced by the government highly impacted life and work habits, causing the HCC DD process in Krakow to pause for about three months, which also hindered the possibilities of reaching out to potential interviewees and limited time capacity. Only when the HCC DD Krakow working calls and workshops were resumed, we were able to continue with interviews with the city actors and the process itself surfaced some findings that enabled us to explore further with the interviewees and city staff involved in HCC DD.

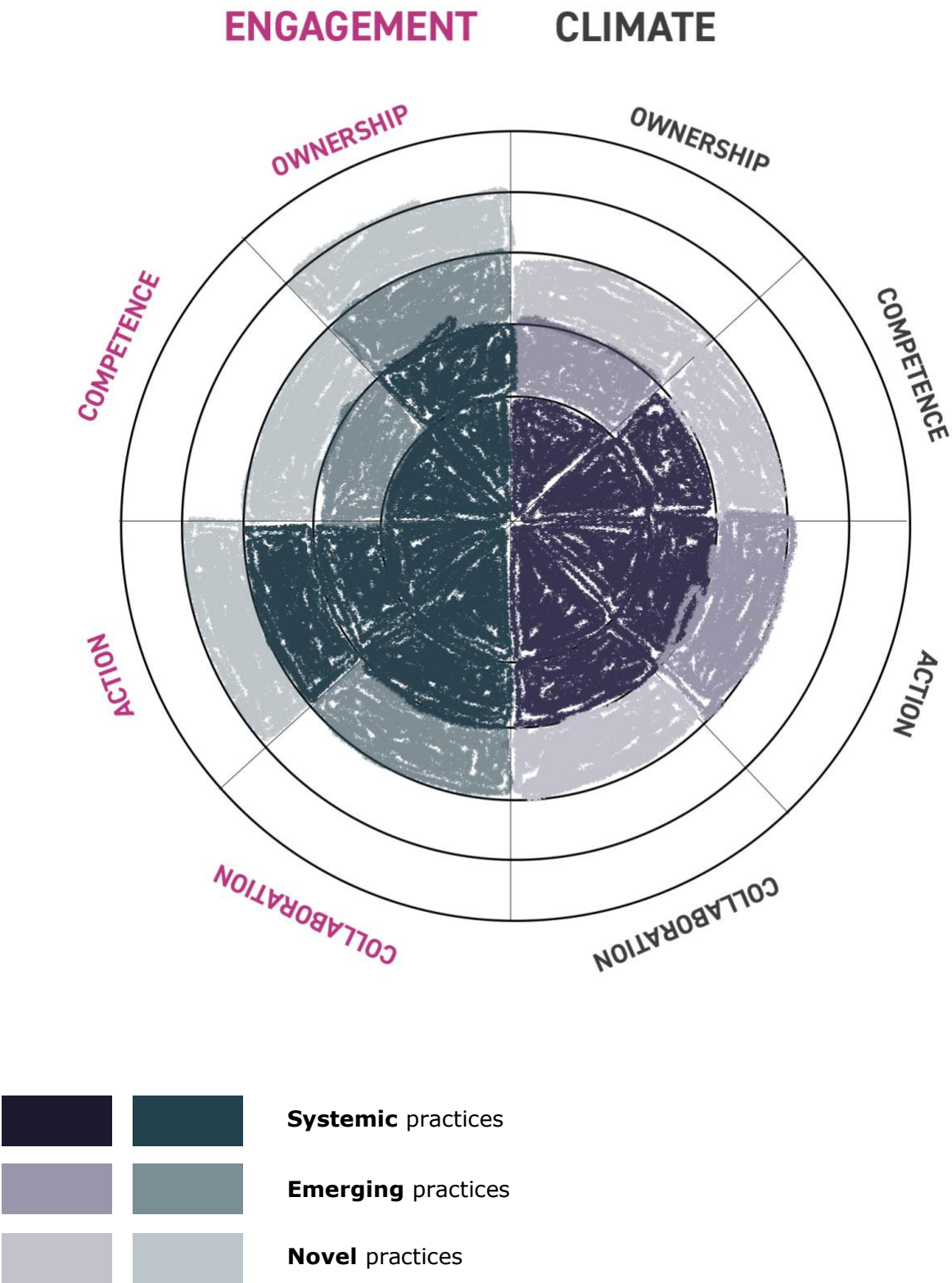


3. Summary of Learnings

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 within a city using the colour gradients.

	Engagement	Climate
Ownership	Written commitments Political commitments Staff buy-in	Written commitments Political commitments Staff buy-in
Competence	Formal training and competence Networking and skills building Mainstreaming engagement competence	Formal training and competence Networking and skills building Mainstreaming climate competence
Action	Ongoing engagement Deliberative engagement Co-production	Climate impacts overall Climate behaviour change Climate work evaluation
Collaboration	Collaboration with stakeholders Collaboration with citizens Innovative engagement	Collaboration with business Collaboration with civil society Collaboration with citizens



	Engagement	Climate
Ownership	<ul style="list-style-type: none"> - Mechanisms adopted: participatory budget, public consultations, NGO advisory boards - different levels of buy-in on participation amongst city staff depending on level of need and understanding - little political commitment to public participation inside the city council - different understandings of participation and reasons for using it among city actors - focus on getting the legitimacy and mitigating social resistance 	<ul style="list-style-type: none"> - The narrative is focused around air quality, which has broad support amongst different audiences (politicians, city administration, residents) - the necessity of creating an overarching climate action strategy, setting climate targets and establishing climate budget - not sufficient levels of recognizing of the climate emergency and its complexity among city administration and many politicians
Competence	<ul style="list-style-type: none"> - Participation unit is a team of professionals who play a 'supervisory and steering role' to technical municipality units who run participatory processes - differing levels of competency amongst technical units responsible for running participation within their fields - self-thought, sometimes hire external experts - siloed working model - know-how is not shared among different city actors 	<ul style="list-style-type: none"> - Technical units relevant to climate have solid expertise (e.g. transport, green department, municipal services, air quality dept., environment dept.) but it is not always channelled to achieve climate goals; usually work is done in silos - Siloed approach hampers efficiency and knowledge sharing
Action	<ul style="list-style-type: none"> - Project-based participation: public consultations, participatory budgeting - deliberation is often used interchangeably with discussion - organization of the first citizens' assembly on climate in 2021 - good practice: Green Department actively engages citizens in their projects (tree planting, gardens cultivation) 	<ul style="list-style-type: none"> - City has implemented large scale and successful action to phase out solid fuels for heating in private and public properties - Public Transport Authority work focuses on advocating sustainable modes of transport and building infrastructure to support this action, improving public transportation and removing cars from the city centre - Green Department stimulates behaviour change through engaging citizens in their actions, running educational campaigns - the city offers subsidies for the installation of small retention and renewable energy sources (RES)

Collaboration

- Formally established city – NGO collaboration bodies play an advisory role
- point interventions - usually with controversial issues that spark protests
- collaboration workshops on climate held by the Municipal Services Department in 2019 perceived as good practice that would require follow-up and continuation
- mutual reservations between the city staff and local initiatives
- Activities to combating smog in the city started as a bottom-up movement that was largely adopted by the city
- meetings with civil society actors initiated in 2019 to discuss climate change was the first step taken by the city to collaborate with external actors
- a strong commitment to collaborate with academia and business actors within climate change realm
- attempts to engage business actors in climate conversations so far proved unsuccessful



4. Detailed Learnings

Learning 1

Improving air quality as a leading city strategy to be stretched out to climate action and citizens involvement

What did we uncover?

- Awareness of the problem of bad air quality was widely raised among Krakow residents thanks to bottom-up movements and this momentum sparked unprecedented city-wide action, involving different actors: politicians, city administration staff, academia and civil society.
- City collaboration with external actors within this area is so far the best practice of multi-layered public participation in Krakow.
- Wide public and institutional support for better air quality can be a leverage point for expanding Krakow's climate targets and strategy, supported by rooted citizens' involvement in shaping them.

Krakow has been struggling with high levels of air pollution for years, which had a tremendous impact on the residents' health and well-being. In 2013 *The New York Times* published a report, which presented Krakow as one of the most polluted cities in Europe, drawing on the data from the European Environment Agency's 2011 report, indicating that Krakow residents breathed air that exceeded standards for 150 days a year¹. This led, in 2012, to the proclamation of the Krakow Smog Alert² by the grassroots movements, which aimed to draw the residents' attention to the problem of smog, because, referring to the organisers, this problem was then ignored, and people of Krakow were somehow 'accustomed' to the poor air quality in the city. Thanks to the efforts of activists, the initiative gained support from local artists, healthcare workers and entrepreneurs, which has made the problem resonate more and more broadly in society and has drawn the attention of local authorities. From street protests to information

¹ Data found on the Krakow Smog Alert (*Krakowski Alarm Smogowy*) [website](#)

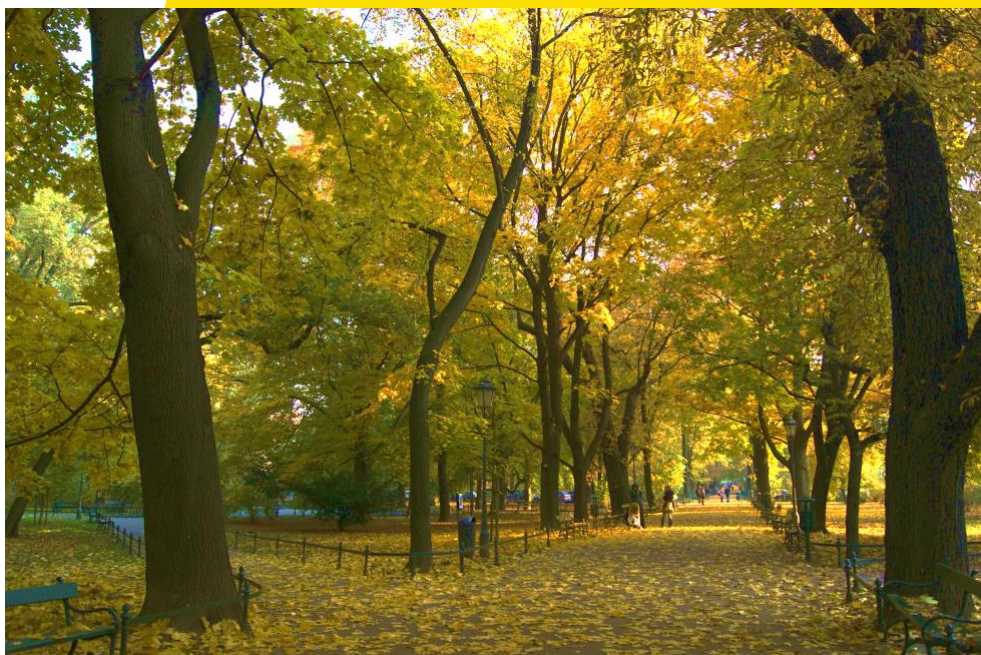
² The Krakow Smog Alert name was first used to describe a phenomena mobilising residents to fight for better air quality, then turned to the name of a movement and organisation.

campaigns to cooperation with community leaders, the problem of air quality became widely recognised by residents, as well as policy makers. In 2013, the Parliament of Małopolskie Voivodeship (*Sejmik Województwa Małopolskiego*) adopted the so-called 'Anti-smog bill', which was first abolished as incompliant with the state law. In order for such policies to be adopted by local authorities, the national government had to update the legislation. Finally, the second 'Anti-smog' bill was adopted in 2016, banning the use of solid fuels to heat private and public buildings in Krakow from 1 September 2019. It's worth mentioning that Krakow was the first city in Poland to introduce this kind of law. Following this legislation, the city of Krakow introduced a flagship subsidies programme, enabling residents to replace the old heating providers to more ecological and energy efficient ones, alongside connecting as many as possible buildings to the district heating network to meet the target of phasing out solid fuels. This unprecedented action served as a blueprint for other Polish cities, as well as national policy makers who later introduced a similar subsidy programme at the national level. It has to be noted that air quality has become one of the city priorities, with ambitions set high, deeply embedded in city programmes and connecting actions of different departments.

This issue of a great social importance, raised by bottom-up movements, has contributed to establishing a cross-sectoral body whose aim was to work out a strategy for clean air in Krakow - the Clean Air Forum (*Forum na Rzecz Czystego Powietrza*). The Forum was formed by municipality experts, academia professionals and 10 local civil society organisations (including Krakow Smog Alert) and operated for about half a year (2016) with members meeting on regular basis, analysing different aspects and formulating recommendations, that have later fed in the city's strategies and programmes. The joint collaboration and efforts of different actors were recognized by many of our interviewees, both from inside and outside the municipality. However, one interlocutor highlighted the project-based nature of this collaboration that missed follow-up - the momentum was not used for launching a long-term, ongoing collaboration structure in Krakow. *'It was just a one-off, missing the consistency'* he concludes. It would also be interesting to find out what the key learnings from this experience were, who was missing at the table, to leverage this knowledge for climate action.

The role of local initiatives in mainstreaming smog problems amongst residents and public bodies was invaluable. It's prominent that they were able to reach different communities and mobilise actors who are trusted by people and thus made the issue relevant and the process credible. A city officer who works in the Air Quality Department points out *'the high social awareness and social pressure as main factors for successful action'* within this realm. The role of local authorities was extremely important as well, as they used this momentum for speedy and determined action, using all resources available to fulfil the commitment to clean air in Krakow. Civil society and public bodies have worked hand in hand, with the establishment of the Clean Air Forum being an institutional formalisation of this collaboration. Since good air quality is of high value to Krakow residents, it would be worth expanding this widely recognized narrative to climate action. As it was recalled by our interviewee, a climate movement

representative, *'smog also once had no status of a real and urgent problem in Krakow'*, suggesting that climate awareness raising and taking ownership goals can't be achieved solely by regulation and informative brochures. Social movements can play a crucial role in translating climate threats to the wider public through their outreach and public trust. The variety of activities carried out by the Krakow Smog Alarm and numerous partnerships they set up show that this is a multi-layered process, requiring the involvement of various actors and - above all - cooperation. The city of Krakow is looking into establishing a new governance structure, an umbrella organization dedicated to climate work that would be formed by residents, companies, civil society organisations, knowledge institutions and public authorities. The learnings from running Clean Air Forum can serve as the basis for building such a structure.



Learning 2

City-wide climate narrative is desirable to shape the policy and attitudes - inside and outside the municipality

What did we uncover?

- The city of Krakow is missing one overarching climate action strategy. While different climate related projects are defined across multiple city programmes, there are not clearly defined, quantitative climate targets.
- The city-wide narrative is framed around air quality and most of the environment and sustainability projects have aimed for combating smog in the city.
- Awareness of climate change is not widespread among the city administration and councillors, which poses a barrier to taking ownership of climate action as well as level of ambition.

The overarching document that sets out the directions of Krakow's development is the '[Krakow Development Strategy. This is where I want to live. Krakow 2030](#)', adopted in 2018. The leading narrative for the vision of Krakow is the idea of a smart city, which reflects six subdomains: people, economy, mobility, environment, governance and people. Climate challenges are mentioned within the 'smart environment' domain and are framed as 'the unfavourable effects of climate change' being one of the threats for achieving this goal. The measures envisioned for achieving sustainable environment target better air quality and combating smog, reducing noise levels and the emission of electromagnetic fields, enlarging the number of green spaces, improving the public transportation system and walking and cycling infrastructure. While these are all important and vital actions, supported by specific programmes and policies³, there is no coherent, integrated strategy that would address climate change directly and in a systemic manner. Krakow hasn't got clearly defined carbon reduction targets, nor a coherent strategy for achieving these, that would integrate different domains and strategies pursued by specific city departments.

Krakow has been dealing with enormous air pollution for years, which is why the main narrative for a better and more sustainable environment has been framed around combating smog. The flagship project of these endeavours is the adaptation of so-called 'Anti-smog bill', the first in Poland regulation of this kind, which banned using solid fuels (namely coal and wood) for

³ Low Emissions Plan, Air Protection Programme for Małopolska Region, Guidelines for the heat, electricity, and gas supply plan, Transport Policy 2016-2025, Plan for the sustainable development of public transportation in the city of Krakow and neighboring towns, Climate Adaptation Plan, Plan on combating flooding and droughts, Plan for development and maintenance of green areas 2019-2030, Forestation programme 2018-2040

households and business heating as of September 1, 2019. The goal was achieved through providing large subsidies for furnace and heating systems replacement and connecting buildings to the central heating network. Its effects were limited, however, and did not solve the problem of smog entirely⁴ or drastically limit GHG emissions. The Low Emissions Plan⁵, drawn up in 2015, set targets to reduce CO2 emissions by 20% by 2020 compared to 1995 and to improve air quality, but the time horizon has already passed, and the decarbonisation target has proved too unambitious and insufficient.

The programme that gathers all climate relevant city undertakings is the [Climate Adaptation Plan 2030](#), adopted in early 2020. The creation of this plan was triggered by the national regulation by the Ministry of Environment obliging every Polish city with over 100,000 inhabitants to develop such a policy. While providing a good overview of the Krakow's activities when it comes to climate change and being focused on a number of areas, the plan is basically a collection of already existing projects, developed in silos⁶. Those actions encompass combating smog through phasing-out coal-fired furnaces, subsidies for small retention programmes and water management investment projects to address drought and floods risks, green policies (among others, increasing the number of green areas in the city by 25% to 2030, a goal for every resident to have an access to green areas within max. 15 minutes from home), public buildings retrofit and subsidies for Renewable Energy Sources (RES) for private building owners, development of public transport, bicycle paths and pedestrian infrastructure. It is significant that most of these measures are not determined with hard quantitative targets and are to be conducted by individual departments, which demonstrates again the necessity of a more integrated action across municipality units.

Fragmentation of climate undertakings links to the lack of an overarching climate action lead within the city administration and governance barriers. As of early 2020, the new city unit Climate-Energy-Water Management was established, with the goal of leading on three title domains, however, water retention issues have been their key working area so far. The Municipal Services Department (*Wydział Gospodarki Komunalnej*) has been mainly responsible for 'climate issues' over the last years, but it has not been its predominant field of work. While

⁴ Transport and geographical location of Krakow in the valley causing pollution flows from neighbouring towns and villages, where coal and wood burning is still permitted, contribute to air pollution.

⁵ In this case, the 'low emission' term refers to emission of dusts and harmful gases at an altitude of up to 40 meters, which produce smog.

⁶ Relevant policies were developed by following departments: Municipal Services Dept. (*Wydział Gospodarki Komunalnej*), Public Transport Authority (*Zarząd Transportu Publicznego*), Green Department (*Zarząd Zieleni Miejskiej*), Social Policy and Health Dept. (*Wydział Polityki Społecznej i Zdrowia*), Municipal Buildings Dept. (*Zarząd Budynków Komunalnych*), Air Quality Dept. (*Wydział ds. Jakości Powietrza*).

climate change is a complex challenge that requires a cross-departmental involvement, the relevant city units do not take the ownership as long as it is not clearly defined in official documents or the task is assigned to them. According to one of departments' head, *'the problem lies in the inertia of the system'* - bureaucracy stands in the way of building interdepartmental teams: assigning staff to inter-sectoral projects involves a long administrative process, budgetary constraints and capacity issues, and the commitment of delegated staff is usually low. *'I don't have people, I don't have time'* is reportedly a frequent response when department leaders are invited to collaborative work.

The overall large number of the city administration units (around 40) enhances the silo working model. Many of the activities which are linked to each other, are carried out separately by different teams. For example, measures to promote sustainable travelling models like cycling and walking are both taken by Public Transport Authority (*Zarząd Transportu Publicznego*) and Municipality Services Department, but these teams remain disconnected, don't share their findings and their work is very much project-based, with no overarching strategy that would link and integrate them. Poor information flow between the city offices is another important barrier to mainstreaming and integrating climate action. A workshop by Optimum Pareto foundation held with the city officials in 2019 as part of the HCC DD project for identifying internal governance difficulties surfaced that individual units have little knowledge of what others do and the information is not widely circulated. The lack of appropriate internal communication channels was identified as the main cause. The effects of silo working model and lack of integrated approach have been spotted by external actors, specifically groups working within the climate change realm (see FIG. 02).

A quote from local climate initiatives we interviewed

'Krakow needs to be vigilant not to undermine its own efforts in the pursuit for climate neutrality through implementation of contradictory projects. (...) The city must coordinate and integrate the numerous climate-related projects currently under way: relating to nature, smog, transport and energy, as well as the climate citizens' assembly. At present, they appear to be fragmented and uncoordinated. Arrangement of objectives, strategies, indicators and timeframes will make it possible to speed up implementation, avoid repetition of analyses and tasks, conflicts of competences and, most importantly, should increase the level of compliance with what policies say.'

Figure 2. A quote from interviewees

Another noteworthy observation that has emerged from the interviews is the low awareness of climate change: both among residents and city representatives - officials and councillors. According to one of the interviewees, *'awareness of climate emergency among Krakow's councillors is slowly emerging, but there is no broad buy-in yet'*. Another interlocutor, a city staffer who is engaged in climate action, admits to facing a lack of understanding in the office due to little climate awareness among officials. It is hard for them to win people for ambitious climate projects not only due to governance difficulties, but also because climate emergency is

often perceived as a side issue, not related to their day-to-day work, and its complexity is not commonly understood. This observation may potentially pose a barrier to enhancing collaboration between the city office and external actors within the climate realm - when there is little commitment, it's unlikely to have a meaningful collaboration that would lead to substantial change.

Learning 3

Participatory processes are project-based and largely focused around consultations

What did we uncover?

1. Public participation is commonly framed as 'social dialogue' and usually explored through different forms of consultation, which is formally embedded in the policy landscape.
2. There are different levels of recognizing and understanding the value of public participation among the city staff.
3. The quality of outcomes from public consultation largely depends on how they are coordinated and communicated.

Public participation in Krakow is formally established by relevant regulations and encompass three leading mechanisms: public consultation, participatory budgeting and advisory bodies⁷ formed by civil society organisations, city officials and councillors, in charge of a different area of activity. While the participatory budget is a tool for residents to decide on how to spend a share of public funds⁸, held on an annual basis, the most common form of reaching out to residents is through public consultation, which in certain cases is required by law, but is also held when the issue is 'of importance for the residents and the City' (as it stands in a relevant regulation⁹). Consultation-focused approach implies that participation is mainly project-based and usually implemented when it comes to investment projects, where large amounts of public money are involved.

⁷ Please see below for further information on the advisory boards.

⁸ Currently the amount of money allocated for participatory budget spending reflects 0,5% of the city's annual budget, which is the minimal amount required by a state law.

⁹ The resolution of the Krakow City Council No. CXI/2904/18, dated 26 September 2018, on the principles and procedure of consultations with the residents of the City of Krakow and the Krakow Board for Public Benefit or NGOs.

It's worth mentioning that the resolution on consultation and cooperation with non-governmental organizations provides for the wide range of methods of running consultations.

The Green Department (*Zarząd Zieleni Miejskiej*) uses on-site participatory planning methods, study tours, as well as online surveys and traditional contact forms. Their work goes beyond traditional consultation when it comes to engaging with citizens - they run community gardening activities (*Ogrody Krakowian*), educational and leisure actions (*Kraków w zieleni* project, community picnics in Krakow parks), which have no direct impact on decision-making, but builds social awareness and ownership of people's own neighbourhood and community.

The Entrepreneurship and Innovation Department (*Wydział Przedsiębiorczości i Innowacji*) whose one of the key working areas is the revitalization of public spaces, run consultation on multiple levels - they invite residents as well as local business actors to place-based participatory planning workshops, organise meetings with different stakeholders to identify the needs and ideas of communities living and working in a given neighbourhood.

The Public Transport Authority (*Zarząd Transportu Publicznego*) also strives for testing novel methods of running consultations. They were the first city unit to run participatory workshops online in times of COVID-19 pandemic which proved to be successful. The process was about the renovation of Starowiślna street, one of the key commuting routes in the city centre, when the initial project was completely revised by participants, demanding more green spaces and giving priority to cycling, walking and public transport instead of private cars.

This includes traditional ones, e.g., open meetings, dedicated time slots when residents can call city officials by phone or surveys, as well as more collaborative - participatory planning workshops, study tours and even citizens assembly. It is up to specific city departments to decide on how to carry out consultations, with some opting for more interactive and engaging forms alongside the traditional ones - some outstanding case studies are presented on FIG. 03.

The Public Participation unit (*Referat ds. partycypacji społecznej w Wydziale Polityki Społecznej i Zdrowia*) plays a supervisory role in the consultation process, supporting respective units with advice and communication activities. It was noted by one of the interviewees working inside the city administration, that the support is not sufficient, people working in technical departments have little knowledge about running participatory processes and the proper training is missing. Little know-how and lack of experience exchange practice are one of the reasons for most of the participation coordinators opting for traditional methods, which are less effective, but also less time-consuming. Some departments hire external professionals to design and run participatory workshops, however, it involves financial outlays and budget is usually constrained¹⁰.

Figure 3. Participation in Krakow case study

¹⁰ In 2019, the budget for public participation activities was PLN 8.8 million, which accounts for 0.14% of the total city budget.

According to the same interviewee, *'it's desirable to have external facilitators as they are neutral to the process and may ease potential tensions, which makes the process more accountable and trusted by residents.'* Interestingly, city bodies do not call local civil society organisations for support, even though these organisations have high public trust and are rooted in the communities.

Another interviewee, a researcher of public participation in urban planning, reports that *'Krakow is missing a proper leadership within the participation domain, while it's compared to other Polish big cities. For every bigger city in Poland, I can give a name of the public institution that leads on participation, like Centre for Public Communication (Centrum Komunikacji Społecznej) in Warsaw, while in Krakow the relevant unit is invisible and conservative'*. According to her, there are couple of outstanding departments (she refers specifically to the Green Department, whose approach she calls *'proactive but paternalistic'*) who *'do interesting, innovative things but it's hard to point out a leading body that would create and pursue a cohesive strategy for engaging residents in deciding on their city'*. On the other hand, the Participation Unit struggles with capacity and budget limitations - as it was noticed by the head of the unit, *'as a local government body, we are not properly equipped to fully address citizens' expectations'*. Among other challenges, he points out the internal difficulties with encouraging city officers to run more innovative, engaging exercises with residents. He observes that there have been some changes in the way people perceive participation over the last two years, that *'technicians started to recognize the value of having a meaningful dialogue with residents'*, but this mindset shift is not widespread yet. Consultations are usually run because it is required by law, and technical departments recognize them as a tool for mitigating the risks of social disagreement, informing people and seeking their consent for the planned actions, rather than supporting decision-making. For this reason, departments who work within socially sensitive realms, like mentioned here Public Transport Authority or Green Department, strive for organizing consultations in a more interactive manner.

Referring to the IAP2 spectrum of participation, consultation is presented as one of less interactive and engaging methods of citizens' engagement, thus less effective, which holds true in Krakow. However, it has been proven by the presented cases that more interactive methods actually bring more useful outputs that feed in projects, increase people's trust in local authorities and can empower citizens to actively take care of their city and communities. The key challenge emerging from our research is the little public interest in taking part in consultations, resulting in delivering biased outcomes. We have summarised main barriers to unlocking the full potential of this participation mechanism:

Commenting model: The prevalence of using traditional methods over interactive ones, which often boils down to 'commenting' on the proposed programmes and projects through surveys and consultation forms. The officials noted that oftentimes they receive irrelevant, mostly negative comments, of which it's hard to make any sense, or receive hardly any. One of them suggested that *'commenting model naturally sparks submitting negative remarks to manifest discontent'*. It is especially visible when the issue is controversial and arouses social unrest.

Too late in the process: Holding consultations too late, often just before the implementation stage, when the possibilities of introducing significant changes and co-creation are limited. This problem was observed both by the city staff and civil society actors - the participation practitioners and researchers we talked to mentioned that in many cases they had a feeling that *'the decisions had been already taken'* when the consultations began.

Little information about consultation: Insufficient communication activities and entry barriers resulting in low turnout at the meetings. Submitting consultation form entails difficulties in finding the appropriate one and using multiple tools, processes are not fully automated. Information about consultations is usually presented on the official city websites and social media channels, which are flooded with abundance of different information and have outreach limitations. The formal language and jargon used for reaching out to people can also be discouraging. This results in a 'usual suspects' syndrome, where only well-informed, highly-motivated and already engaged citizens take part (called by one researcher a 'city-holics bubble').

Missing follow-up: Missing a clear information on how the outcomes are being used and follow-up activities with residents. A report on the consultation is prepared each time, but - as the name suggests - it is of a reporting nature, describing the process and the outputs, rarely referring to how they would inform the project, or what further engagement would be. Even when the process is interactive and well-conducted, getting back to people with outcomes is not a common practice. This creates a common perception that consultations are of little importance.

Little appetite for different engagement: Limited know-how and bad experiences discourage city staff from using different participation methods. City staffers associate open meetings/debates with fights and tensions.

One of the possible methods of running public consultations mentioned by the resolution is the citizens' assembly. On a proposal from Krakow Fridays for Future, the City of Krakow is therefore looking to organize Krakow's first citizens' assembly focused on climate change in 2021. Although the consultations are not legally binding, the Mayor of Krakow took a

commitment to implement the assembly's recommendations if they reach at least 80% of members' support and is willing to organize deliberative exercises on regular basis if the first one is successful. This bold step in the public participation realm may create new opportunities for embedding more structured, innovative and ongoing participation models in Kraków, with the focus on citizens playing a central role in deciding on their city - a shift from outmoded opinion surveys and consultations to co-creation.

Learning 4

The collaboration between Krakow municipality and civil society has a good formal foundation that needs to be stretched out to a partnership model

What did we uncover?

- The formally established collaboration bodies hold an advisory role, and their decision-making abilities are limited.
- The non-institutional collaboration between the city and civil society is largely intervention-based.
- There are mutual reservations existing between the municipality and local civil society that hinder meaningful collaboration.

The city of Krakow established formal bodies whose aim is to enable collaboration between the civil society organisations and local authorities. There are seven Civic Dialogue Committees (*Komisje Dialogu Obywatelskiego*), each in charge of different domains (e.g., environment, culture, health). These committees made up of non-profit organisations representatives and act as advisory teams reviewing and commenting on draft resolutions and programmes with a focus on social value. Committees are to work closely with the Krakow Board of Public Benefit - KBoPB (*Krakowska Rada Działalności Pożytku Publicznego*), whose main objective is to advise the Krakow mayor on collaboration with the civil society. It is noteworthy that these bodies hold an advisory role, and their responsibilities are framed around 'commenting and consulting'. Alongside the established bodies, the city is supporting local NGOs with targeted grants and subsidies, while more hands-on collaboration is usually project-based or point intervention. While the main axis of Krakow's collaboration with the civil society is based on financial and institutional support provided by the city, they are rarely actively involved as partners.

According to our interviewees, while there is a lot of potential for collaboration within the scope of the abovementioned bodies, they seem not to be working as well as they could. A local

participation practitioner who used to work in KBoPB observes that *'Krakow has a very good legislation on collaboration with the civil society compared to other Polish cities, however, it fails at implementation'*. She refers to the long-term plan for cooperation with NGOs, which includes numerous possibilities for deeper collaboration and sets out ambitious goals, but they are not met in reality. She points to the reasons for this lying in the capacity limitations inside the city hall (being *'something that you can't stretch-out'*), but also in proper management and leadership. Over her service at KBoPB, she describes the deputy mayor, who was in charge of the civil society domain, as *'a charismatic leader, with vigour and vision'*. After this responsibility was handed over to another deputy mayor, the momentum slowed down. When talking about city governance, she uses *'the monarchistic style of governance'* term, pointing out that more fertile and close collaboration with external actors can be achieved when there's a strong political buy-in. Another interviewee, participation researcher, links Krakow's long-lasting ethos of an academic city, where the *'strong belief in experts' knowledge'* is firmly rooted in administration structures, to the relatively weak collaboration with external actors, namely civil society and citizens. This explains why *'the public is consulted'* while decisions are left to the experts (the municipality) because *'they know best'*. As we learned over the HCC DD project, the city is looking into expanding the collaboration on climate with academia, while they are somehow careful with engaging with bottom-up initiatives, doubting *'if activists can bring any value'*, arguing that *'they have not presented anything (meaningful) yet'* (a quote from the civil servant). The issue may be into the mismatch of expectations towards bottom-up movements and weak collaboration practice and structures. Local initiatives are not always the ones to provide hard evidence, their power lays into ability to reach and engage with communities, exceptional local context knowledge and the social trust, which in many cases institutional bodies miss. The impact of civil society organisations on the collective consciousness was particularly demonstrated over the anti-smog campaign. Shifting the model of collaboration from *'consulting'* to *'partnering'* is one the key opportunities for cross-sectoral climate action in Krakow.

As it was reported by the interviewee, the meetings of KBoPB largely rely on *'defending positions, the officials feel confronted and react defensively'*. Similar observations were made by other interlocutors, the representatives of climate movements and researchers: many of the city officials take a defensive stance when it comes to collaboration also on the less formal ground, outside the institutional framework. When there is little space for dialogue and co-creation and local initiatives are rarely invited to the table, the common practice of influencing city authorities is through *'pressing'*: street protests, media actions, petitions. People are resorting to familiar and accessible methods because there are no other, more constructive cooperation mechanisms established. Such complicated relationships arouse misunderstandings and mutual reservations. Other organisations opt for stepping out and operating within the existing structure, that is grant taking and consulting when they're asked for it.

How can Krakow work together with civil society and grassroots organizations in the realm of climate action?

Clear communication on what happens with the workshop participants' past and future contributions. It's important to know whether the results of meetings are of decision-making, or advisory nature, and how they are to be used by the local authorities.

Solutions and recommendations for climate need to be co-created with Krakow residents, civil society and grassroots organizations as they impact people's everyday lives. All these actors have sufficient resources, especially human resources, that can significantly help to achieve net-zero emissions goals.

Meetings with stakeholders should be resumed and communication can't work only one-way (i.e. newsletter). An online platform may also improve collaboration and information flow, possibly with partners from other towns and cities.

Apart from being informed about certain projects or workshops, we need further information about their timeframe, goals and objectives, how activists and residents can get involved, how the given project fits into the zero-emission and other strategies adopted by Krakow, and what will be the impact on the city and lives of its inhabitants.

Figure 4. Recommendations from the local climate initiatives

A prominent example of bottom-up movements collaboration with the municipality is the Clean Air Forum, to which we refer to in detailed learning 1. It's also worth mentioning the workshops carried out in 2019 by the city of Krakow, specifically the Municipal Services Department (*Wydział Gospodarki Komunalnej*) with the help of Urban Workshop (*Pracownia Miejska*), when Krakow joined the HCC DD programme¹¹. Those were introductory meetings with civil society representatives, local activists, academics and the city staff from different climate-relevant departments to launch the project and discuss key climate challenges together. Many of our interviewees recall them as a good experience, appreciating the opportunity to talk openly and understand the perspective and difficulties municipality staff struggle in daily work. However, they mention that they lacked information on the next steps and continuation of the work. Resuming the relationships built over this process is another opportunity for making the city's climate action an inclusive and collaborative process. We asked these organisations on how they'd like to be involved¹²; their recommendations are presented on FIG. 04.

¹¹ There were two workshops organized in autumn 2019, including the official HCC DD kick-off meeting.

¹² Krakow Earth Strike, Krakow Extinction Rebellion, KilmatUJ, Rescue Action for Krakow (*Akcja Ratunkowa dla Krakowa*)

5. Recommendations and Next Steps

Based on the learnings and the activities run by Demsoc over the course of 2020, we would like to highlight the following recommendations:

- There was a formal request to organize **climate citizens' assembly in Krakow** submitted by the Krakow Fridays for Future and the city has made a decision only a year from when the proposal came in, after receiving detailed information on how the process should be organised and what its objectives and benefits are. Based on extensive experience in designing and carrying out Citizen Assemblies in the UK, Democratic Society has been advising the city on how to launch the process and setting its standards. Krakow climate citizens' assembly can be the first step for launching a holistic strategy for engaging with citizens in a more deliberative manner, also on a district or neighbourhood level.
- The development of the **Krakow's climate position paper** surfaced the state of public participation in Krakow and the challenges, which are also described in this document. For the purpose of creating the paper, we have helped the city to outline key directions on putting in place institutional structure for democratic climate action, based on the local context and mechanisms existing in the city. The paper is intended to be Krakow's first widely circulated climate strategy to be issued in early 2021, and to serve as an evidence paper for citizens' assembly. The city is committed to pursue goals and ambitions stated in the paper.
- We have run **workshops on climate participation** with different actors inside the city, mainly heads of offices working within the climate realm. The aim was to link different areas of city action that are relevant to climate and identify challenges and opportunities for introducing better democracy structures and bridge silos. The work should be continued in 2021 in order to create a strategy for innovative citizens engagement in climate, integrated across different sectors, building the capacity of the city actors in running innovative participation processes and shifting the participation approach from consulting to involving and empowering citizens.
- Civil society and community leaders can be engaged in Krakow's climate endeavours - both led by the municipality and bottom-up. Their role can be expanded and institutionally recognized so they can reach out to different communities, having networks in place, knowing their communities' needs, speaking common language and having public trust. Raising awareness, which is one of the city's major challenges, can't only be limited to informational and promotional activities, as they only reach traditionally engaged groups. **A dialogue-based approach** is needed, which entails building partnerships with external actors (educators, academia, NGOs or schoolteachers) who can reach out to communities directly and translate climate issues

to common language. Such a collaboration can be supported by establishing novel democratic structures, such as an urban lab, or an umbrella organization like Leuven2030.

- The directions to pursue outlined in **the portfolios of experiments** indicate establishing an ongoing participation model that involves working with different communities and groups through diverse engagement forms (e.g. working with school kids through tactical urbanism interventions , neighbourhood-based workshops, street-based interventions designed and executed by residents, combining in person engagement with online methods). This approach goes beyond the one-off, consultative activities and specific actions are envisioned to be designed by community members, instead of imposing a way of participation by official bodies. This effort will require the involvement and collaboration of different city units, which poses an opportunity to break the silo work and find a way for efficient and integrated collaboration across sectors.

Glossary

Participation

Bottom-up	Bottom-up participation is when citizens or a group of citizens initiate and actively engage in a process or project. Local authorities may be an enabler of such processes.
Deliberation	<p>Deliberation is a process of thoughtfully weighing options, usually prior to voting and is typically a long, careful consideration or discussion where people can consider multiple points of view, widening their perspectives, opinions and understandings. Deliberation emphasizes the use of logic and reason as opposed to power-struggle, creativity, or dialogue. Group decisions are generally made after deliberation through a vote or consensus of those involved. Deliberation allows people to adopt more informed positions on the topics, with a better understanding of the trade-offs, which is crucial for decision making.</p> <p><i>Source: Demsoc's Participatory Budget Handbook</i></p>
Grassroots movement	A grassroots movement is one which uses the people in a given area as the basis for a political or economic movement. Grassroots movements use collective action from the local level to effect change at the local, regional, national, or international level. These movements are associated with bottom-up, rather than top-down decision making.
'Social dialogue' (<i>dialog społeczny</i>)	<p>The term 'social dialogue' is often used by different Krakow documents and policies to describe city's approach and ambitions within the public participation realm. The definition of what is meant by the 'social dialogue' is presented on the official city website www.obywatelski.krakow.pl and explains that '<i>Social Dialogue is building a consensus among members of the city community to share responsibility for the sustainable development of civil society in the city and the well-being of its inhabitants. Social dialogue is the most comprehensive form of consensus among all stakeholders in the local city community, as it is not an ad hoc activity, but a continuous process that never ends. It is an awareness that, as in the family, tomorrow we will also have to talk. Therefore, social dialogue is the only process which is able to reduce the likelihood of severe clashes and social unrest. There will always be conflicts, but the way to resolve them can be creative.</i>'</p>

Top-down	Top-down participation is a process initiated and led by local authorities, in which citizens are invited to participate in a certain topic.
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City context

Air Quality Department (Wydział ds. Jakości Powietrza UMK)	The main scope of Air Quality Department is managing different public subsidies (i.e., thermomodernisation subsidies) and granting certain approvals and permits.
City Council (Rada Miasta)	A legislative body in the city of Krakow, also performing control functions, made up of 43 elected representatives (city councilors), acting on the basis of the regulations on municipal and district government.
Civic Dialogue Committees (Komisje Dialogu Obywatelskiego)	Formally established advisory bodies formed by various local non-governmental organizations representatives, operating in 7 different fields: revitalization of <i>Nowa Huta</i> district, culture, environment, health, people with disabilities, youth, addictions. Their role is to consult resolutions' drafts, identifying relevant issues and advising on addressing them and collaboration with the Krakow Board of Public Benefit.
Climate-Energy-Water Management (Klimat-Energia-Gospodarka Wodna)	Department operating since Jan 1, 2020, whose key focus is city adaptation to climate change. Its scope is primarily focused around the construction and maintenance of water retention systems, flood protection and investment in renewable energy sources.
Entrepreneurship and Innovation Department (Wydział ds. Przedsiębiorczości i Innowacji UMK)	The scope of activity of the Department includes issues related to revitalization of public spaces, investor service and business support.
Green Department (Zarząd Zieleni Miejskiej UMK)	The scope of Green Department is managing, investing in, maintaining and inventorying municipal green areas, as well as running educational and promotional activities with and for Krakow residents.
Krakow Board of Public Benefit (Krakowska Rada Działalności Pożytku Publicznego)	A consultative and advisory body of the Mayor of Krakow in the scope of cooperation between the city of Krakow and non-governmental organizations. There are 16 members of the Board: 4 city council representatives, 4 representatives of the Mayor and 8 representatives of different local NGOs.

Municipal Buildings Department (<i>Zarząd Budynków Komunalnych UMK</i>)	The main scope of the Municipal Buildings Department include the management of residential and commercial buildings, alongside the surrounding them land, which are owned by the municipality of Krakow or the state.
Municipal Services Department (<i>Wydział Gospodarki Komunalnej UMK</i>)	The scope of Municipal Services Department includes the development of elements of the municipal economy, low-carbon economy, creation of long-term plans and programmes for the development of the municipal infrastructure of the city and monitoring them. The Department plays a leading role in the EIT Climate-KIC HCC DD programme in the city of Krakow.
Parliament of Małopolskie Voivodeship (<i>Sejmik Województwa Małopolskiego</i>)	The Parliament of Małopolskie Voivodeship is an electoral body of legislative and control power over the Małopolskie Voivodeship (<i>województwo małopolskie</i>) – one of the 16 administrative regions in Poland, of which the city of Krakow is the capital. It is formed by 39 elected representatives (councilors) and its term of office is 5 years.
Participation Unit (<i>Referat ds. Partycypacji i Dialogu</i>)	A sub-unit of the Social Politics and Health Department whose scope is public participation (among other consultations, participatory budget, local initiative), establishing and running the collaboration with civil society organisations, administrative and office services for the Krakow Board for Public Benefit, collaboration with the District Councils within the community initiatives realm.
Public Transport Authority (<i>Zarząd Transportu Publicznego UMK</i>)	The scope of Public Transport Authority is planning and management of public transport in the city, tickets control system, development of the paid parking zones, the Municipal Information System and cycling and pedestrian policy.
Social Policy and Health Department (<i>Wydział Polityki Społecznej i Zdrowia UMK</i>)	Department of a wide scope of responsibilities, from public health, to looking after marginalized groups, to cooperation with civil society, to working in the field of youth and senior citizens. Its sub-unit is the Participation Unit.