COLDIGIT

Deliverable 4.4

WP4 | Citizens' assembly – Case study in Trondheim, Norway

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Summary

At the end of 2021, the municipality of Trondheim organized a citizens' assembly with the goal of getting input to the municipality master plan. Composed of 50 quasi-randomly selected citizens, the initiative represented the first of its kind in terms of its scale. From November 2021 to February 2022, the selected citizens met regularly to discuss social challenges and explore potential solutions to address them.

Our research aimed to understand the experiences from such an assembly. We both investigate the citizens' viewpoint and the civil servants' viewpoint.

Data were collected through observations and interviews of assembly members and civil servants responsible for organizing the assembly. Data were analysed using the Co-creation radar, a framework supporting the evaluation of public participation processes.

These results indicate that the citizens' assembly was well-organized and strongly anchored in the municipality. The main weak point related to the absence of the politicians' participation in the debate. The overall goal for the assembly was highly ambitious and most of the identified shortcomings related to the complexity of the overall goals.

These results can inform municipalities who intend to implement citizens' assemblies.

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1 Introduction

1.1 Purpose of the document

This report details the work and findings from the work-package WP4 "Piloting: Experimenting innovative tools for collective intelligence" in the Nordforsk research project COLDIGIT. The goal of WP4 is to investigate innovative tools and spaces for collective intelligence, in which the public sector can collaborate with citizens and other organizations. WP4 studies three pilot projects in the cities of Helsinki, Gothenburg and Trondheim.

The research presented in this report has focused on the citizens' assembly that took place in Trondheim in 2021-2022. Our aim was to understand the experiences of the members of the assembly as well as those of the coordinators, employees in the Trondheim municipality, and to learn from them. Empirical materials were collected through observations and interviews.

1.2 Target audience

This report targets municipalities, NGOs and other practitioners interested in practical experiences with participatory approaches to decision-making in cities and communities.

1.3 Background

The overall purpose of the COLDIGIT project is to generate new knowledge about how innovative digital tools and approaches can support governance of complex societal processes in the Nordic region.

Previous research on such digital tools has been disciplinary fragmented, which has limited the horizon of related opportunities and challenges. COLDIGIT adopts a broad view by empirically exploring various types of collective intelligence tools supported by technology in three parallel streams of co-creation: i) co-innovation and co-funding, ii) co-production of knowledge and iii) co-construction of policies and decisions.

The project activities involve the development of a catalogue of cases of innovative digital tools, the creation a conceptual model of the digital ecosystem of collective intelligence, the study obstacles and drivers of adoption and use of new technologies, and the investigation of innovative solutions through a series of pilots in Finland, Sweden, and Norway.

1.4 Framework for the pilot studies

We use an elaborated version of the Co-creation radar (Rask and Ertiö, 2019) as a common framework to analyse the three pilots studied in the project. The Co-creation-radar-2.0 questions are the questions that we researchers ask ourselves when we study the participatory processes. We also use this structure to describe the participatory processes in the three WP4 reports.

"*The Co-creation radar contains 12 main indicators, which enable a comprehensive evaluation of the effects of participation. The indicators can be divided into four areas: objectives, implementation, actors, and results*" (Rask and Ertiö, 2019: 10-11).
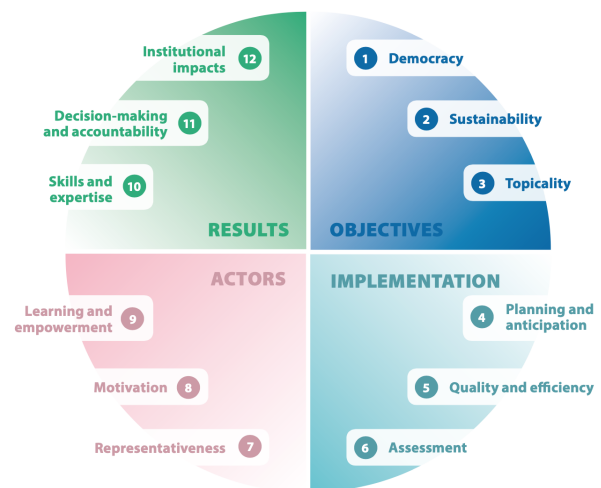
To seek answers to the questions posed in the Co-creation radar, we, in each pilot city, have formed templates for participatory observations, surveys and interviews to use when gathering empirical materials. The research team in each pilot city was thus responsible for forming templates that are covering all aspects of the framework. The pilots in our three cities are very different, implying they are not directly comparable, and the templates will therefore be designed differently in the three cities. However, intuitive scaling, as instructed by the Co-creation radar, can be used as a stimulus for learning and supporting productive exchange between the lessons learned across multiple sites. We thus learn from the pilot studies, rather than strictly compare them.

1.5 Trondheim pilot case overview: citizens' assembly

Table 1-1 – Some facts about the Trondheim pilot and its investigation

Name of city and country, neighbourhood if applicable.	Trondheim, Norway
Description of contextual factors of importance in view of the purpose of the project.	End of 2021 the municipality of Trondheim organized a citizens' assembly with the goal of collecting input to the municipality master plan. It was the first time a citizens' assembly was set up in a large scale in Trondheim. 50 citizens were randomly selected. From November 2021 to February 2022, they met regularly to discuss societal challenges and explore potential solutions to address these challenges.
The total budget for the participatory process.	Not available (not provided by the municipality)

Time period when the participatory process took place.	November 2021 - February 2022
Number of residents who could take part in the participatory process.	4 000 random people were selected through a lottery and sent an invitation via SMS to participate in the assembly. Nearly 400 persons gave feedback that they were interested in participating. 50 people were selected from these 400 persons, ensuring a representation of different demographics (e.g., different ages, genders, educational and professional backgrounds, nationalities)
Actors involved during the collection of empirical materials (observations)	First observation: • 15 assembly members, 7 women and 8 men, age spread 20-60 • 5 employees from the municipality • 1 consultant coordinating the process Second observation: • 9 assembly members, 4 women and 5 men, age spread 20-65. 1 member (woman) participated online. • 6 employees from the municipality.
Actors involved during the collection of empirical materials (semi-structured interviews)	• 4 assembly members, 2 men and 2 women, age spread from 35-70 • 2 advisers from the municipality
Outcome of the assembly	Report summarizing the recommendations from the assembly (Trondheim municipality, 2022a). The recommendations are further and included in a draft municipal master plan shared with all citizens for hearing (Trondheim municipality, 2022b).

1.6 Guide to the reader

Section 2 introduces the Trondheim pilot. It presents the city context and the motivation for setting up citizens' assembly. It also presents the main steps in the participation process. Section 3 describes the research methodology. Section 4 presents the results from the analysis of the research data. The results are structured the Co-creation radar structure. The questions in the framework are answered in a narrative way. Section 5 summarizes the main findings, discusses them in relation to COLDIGIT's purpose and provides suggestions for enhancing the planning and implementation of future citizens' assemblies.

2 The Trondheim pilot

2.1 About Trondheim

Trondheim city is a municipality in the middle of Norway. With a population of around 207 000 as of January 2021, it is the third most populous city in Norway. It is spread over an area of 528,6 km².

Figure 2-1 – Trondheim map (from Norgeskart).

Trondheim municipality is often referred as the "Technology capital of Norway". Indeed, various industrial or research organizations involved in technology research and innovation (such as the Norwegian University of Science and Technology and SINTEF, the largest independent research organisation in Scandinavia), have much influence in the city development and its activities. Trondheim is home to around 40 000 students, and the city is marked by a high proportion of people with higher levels of education.

Figure 2-2 – Trondheim overview, summertime.

2.2 Governance in Trondheim

The municipality is governed by a municipal council of elected representatives, which in turn elect a mayor. The council sets the scope of municipal activity, takes major decisions, and delegates responsibility. The council led by the mayor is divided into an executive council and a number of committees, each responsible for a subsection of tasks.

Trondheim has Norway's largest municipal council and is governed according to an Alderman model (*Formannskapsmodell*)[1]. With an Alderman model, the head of administration is responsible for the strategic management, implementation and coordination in the city and thus holds a powerful position. The administration and politics are clearly separated. The politicians' main task is to make decisions on the basis of professional advice put forward by the head of administration. Also, in the case of the Citizen Assembly analysed in this report, the political leaders had low involvement. It was the responsibility of the administration to coordinate and implement the process.

2.3 Citizen participation in Trondheim

The politicians in Trondheim have made the decision to enforce citizen participation in the planning processes conducted by the administration and have required the administration to propose approaches for making citizens participate. During a preparatory meeting ahead of the investigation, an adviser from the municipality explained to us that *"Trondheim doesn't*

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[1] Norwegian municipalities can choose between two different governance models, the parliamentary model and the alderman model (or chairmanship model). Important characteristics of the alderman model are that the minority is involved in the decision-making process, the administration has a strong role, and the population can assess both the decision-making process and the produced results. Important characteristics of the parliamentary model are that majority make decisions, the administration is subordinate to political leadership, and the population can only assess the produced results (Bjørnå, Morskogen and Uvsbakk, 2018).

need more participation. It needs better participation.". Indeed, citizens in Trondheim have throughout the years frequently been invited to provide ideas or feedback in the city development. For instance, citizens were invited to give input to the design of the central city place (Bjørkeng, 2012) and to the planning of street use (Trondheim municipality, 2020). Children are also involved, providing with information of their preferred paths in the city[2]. The different municipality sectors have however used various approaches. An adviser from the municipality pointed out that the goal is not that all do city engagement in the same way - Different tools, methods and arenas may be used. The goal is rather to create awareness about participation, and to govern citizen dialogue and social capital in a more systematic way.

The European smart city project +CityxChange (2018-2023) where Trondheim acts as a "lighthouse city" has brought more focus on citizen engagement in the city. Many activities performed by Trondheim in the project deal with citizen engagement. At the same time the city also established a national network on smart cities and citizen engagement became the most popular topic in that network. During a preparatory meeting ahead of the investigation, an adviser from the municipality mentioned that the work with smart cities involve much collaboration with technical people, but it is important to bring in the human dimension. The adviser pointed out that there is much discussion on democracy today and polarisation, and that technology, e.g., Facebook, is definitely connected to this discussion.

2.4 Trondheimspanelet (citizens' assembly 2021-2022)

A motivation of the municipality for introducing and evaluating a citizens' assembly was that the municipality wished to get wide feedback from citizens about sustainable development. In earlier participation processes organized by the municipality, feedback was often solely provided by organisations specific mandates and interests. In the development of the municipal master plan where sustainability is a central concern, the method of citizens' assembly was considered as a good approach because the plan affects everyone in the municipality and the topic of sustainability requires a value-based discussion.

The municipality administration suggested the method of citizens' assembly to the politicians. The administration also set the overall goal for the assembly, and they specified and implemented the process. It was the first time a citizens' assembly is set up in a large scale in Trondheim. The municipality had tested a small representative panel in 2020 and developed the process for the citizens' assembly based on the experiences gained then.

The citizens' assembly was part as a larger participation process towards the development of the municipal master. This process was organized in 3 phases:

- Phase 1: Insight through open participation. This phase has not been studied by the COLDIGIT project. Various types of activities were conducted to collect input to the municipal master plan from citizens. Input was collected at the libraries, during events and workshops, through surveys and interviews and on the digital Decidim-based platform Borgerkraft[3]. Some input was received from individuals, some from groups. 2000 different types of input were collected. All input was registered in a

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[2] https://www.barnetrakk.no

[3] https://borgerkraft.no

common database for the municipality and results are highlighted in the plan. It was difficult to make sense of all collected opinions, sometimes divergent. An intention with the citizens' assembly in the next phase is to discuss divergences. The work with the database has been complex, so the input is not yet published openly.

- Phase 2: "Trondheimspanelet", a citizens' assembly. This phase is the focus of our COLDIGIT research and is further presented in this document. The results from this assembly served as input to the municipal master plan. The administration was responsible to synthesize the assembly results and develop the master plan.
- Phase 3: Public hearing. All citizens in the municipality were invited to provide feedback to the proposed municipal master plan. This phase has not been studied by the COLDIGIT project.

After completion of phase 3, the municipality administration has revised the municipal master plan and proposed it to the city council for adoption. The plan was discussed by the city council in the fall 2022 and adopted 17th of November 2022. The plan is now shared publicly by the municipality (Trondheim municipality, 2022c).

A citizens' assembly (also known as citizens' panel) is a group set-up from randomly or quasi-randomly selected citizens to deliberate on important issues. The purpose of the quasi-random selection is to ensure the inclusion of a representative spectrum of the population. According to the OECD, citizens' assemblies are particularly useful for complex policy problems that involve many trade-offs. They are also suited for processes that require time (on average a minimum of four days, and often longer) for citizens to develop recommendations (OECD, 2020). Prior to the deliberation phase, citizens taking part in the assembly are presented a range of perspectives by experts, stakeholders and affected groups.
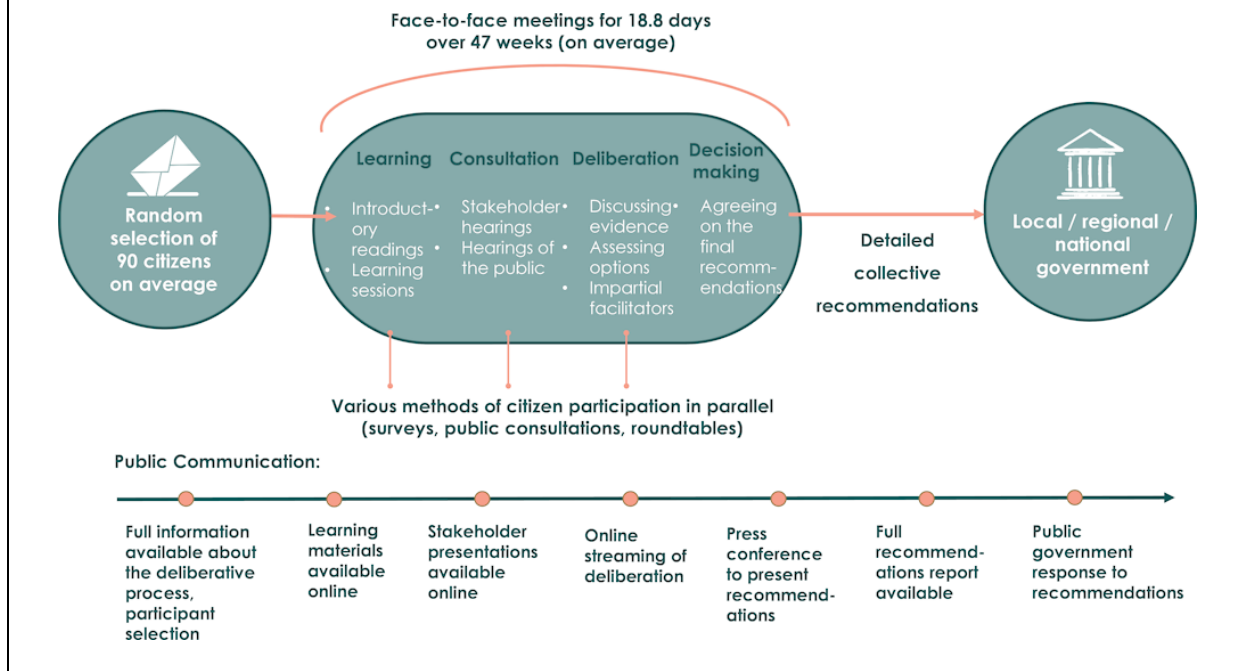
Figure 2-3 – Citizens' assembly
(source: OECD 2020 "Innovative Citizen Participation and New Democratic Institutions", page37.)
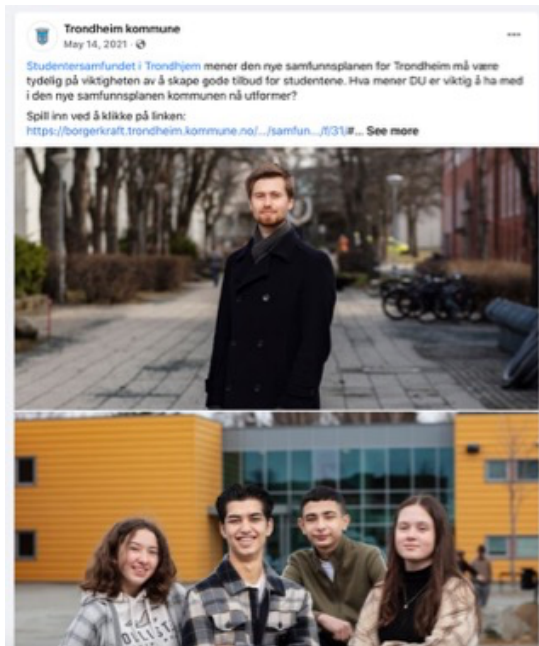
Figure 2-4 – Insight: inviting students and business to provide input (Facebook: May 2021)

Figure 2-5 – Insight: wish tree at the St Olav festival an in the libraries (Facebook: July and October 2021)

2.4.1 Purpose of the assembly

The purpose of the citizens' assembly was to provide input to the municipality master plan. A master plan is the most important overall plan in a municipality. It is a management tool that sets up guidelines for all planning in the municipality in the years to come (Trondheim municipality, 2022b). Municipalities in Norway are required by law (LOVDATA, 2020, Kapittel 1, §5) to set up such a plan. Partial revision of the plan is done every 4, 8 and 12 years. The public hearing of the proposed plan is also explicitly required by the law. While it is the responsibility of the administration to coordinate the development of the plan, the city council makes the final decision of its the adoption.

Figure 2-6 – Chronicle about the citizens' assembly by the head of administration. Title (translated from Norwegian): "Lottery among the city's citizens has given us 50 new advisers". (Source: local newspaper Adresseavisen 20211206)

2.4.2 Citizen selection

The citizens' assembly consisted of 50 randomly selected citizens from the Trondheim municipality. First, 4 000 random people were selected through a lottery and sent an invitation via SMS to participate in the assembly. Nearly 400 persons gave feedback that they were interested in participating. 50 people were selected from these 400 persons ensuring a mix of various factors, such as gender, age, place of residence and education.

The establishment of the citizens' assembly and the rationale for involving citizens in the development of the master plan were presented in the local newspapers by the head of the administration.

2.4.3 Assembly process

Five face-to-face meetings were held from end of November 2021 to February 2022. The assembly was arranged during the pandemic situation, leading to the absence of some members. The members who could not join the third meeting were invited to participate online. The fourth meeting was split in two sub-meetings due to Covid-infection control restrictions, and some participated online. It was however not initially planned to hold hybrid meetings. The following themes were addressed during the meetings:

- First meeting (25th November 2021): To get known with each other and introduction to sustainability by municipality experts.
- Second meeting (2nd December 2021): Exploring social challenges and potential solutions to them. Sketching the dream society in 2032.

- Third meeting (9th December 2021): Challenges with the proposed solutions. Strategies for the Trondheim of the future.
- Fourth meeting (27th January and 1st February 2022): Further discussions groups on topics selected by participants, e.g., welfare, transportation, reuse.
- Fifth meeting (9th February 2022): Presentation of the strategies to politicians.

During the meetings, the challenges, proposed solutions, and other issues in the discussion were recorded by a facilitator. The results from the first four meetings were summarized and re-structured by the assembly organizers and facilitators, employees in the municipality. This information was shared with participants in the beginning of the following meeting. The experiences from some participants were also presented in the local newspaper, thus creating awareness about the initiative.

Figure 2-7 – Experiences with the Citizens' Assembly. Title (translated from Norwegian):"I have been involved in many strange things, but this was a new path for me". (Source: local newspaper Adresseavisen 20220217)

2.4.4 Outcome of the assembly

Following the last meeting, the assembly organizers developed a report summarizing all results (Trondheim municipality, 2022a). This report was sent to all assembly members for comments. The report from the panel was shared on the municipality web site and on the digital platform Borgerkraft.

In addition, the municipality employees responsible for the plan and the assembly organizers developed a draft master plan that was made available for hearing. The draft master plan combines the proposals made by the citizens' assembly (phase 2 of the participation process under study) with the insight initially collected in phase 1 of the participation process and input from the administration. The plan does not describe explicitly which proposals were developed by the assembly.

7 REN ENERGI TIL ALLE

9 INDUSTRI, INNOVASJON OG INFRASTRUKTUR

15 LIVET PÅ LAND

Bærekraftsmål som dette målområdet særlig skal bidra til å nå

Kildesortering o...
Kollektivtilbudet
Matproduksjon ...
Grønnstruktur
Gjenbruk og...
Sykling og...
Redusere utslipp
Naturressurser
Klimatiltak

0 5 10 15 20 25 30 35 40 45 50 55
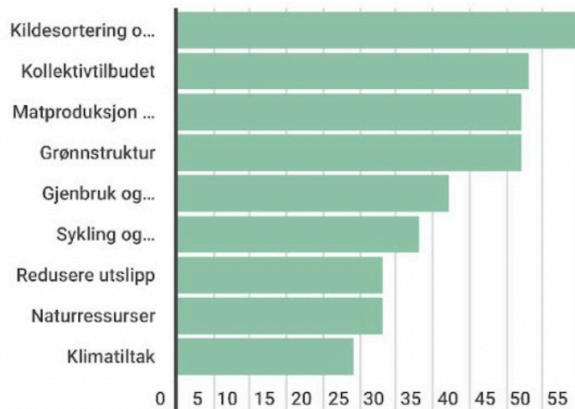
Stikkord som går igjen blant flest innspill

Viktige funn fra analysen av innspill

1. Bevissthet og senking av terskler for å redusere forbruk.
2. Mobilitet som et relativt spørsmål - 15 minuttersbyen versus kollektiv
3. Klimatiltak engasjerer - på ulike nivå
4. Et felles ansvar og behov for byens arealressurser - naturen, kystlinja og frisonene
5. Mat, bruk av matjord og lokal produksjon trenger mer fokus

Anbefalinger fra Trondheimpanelet

"I 2032 bidrar hele byen til at vi ikke forbruker mer enn det planeten tåler"

I Trondheim har alle tilgjengelig kunnskap om hvordan man lever bærekraftig, og tilgjengelige løsninger for det. Næringslivet og kommunen samarbeider for å fremme klimavennlige løsninger.

Delmål 4 - Lett å leve miljøvennlig, med tilhørende strategier, er løftet frem etter panelets anbefalinger. Anbefalingene knyttet til transport og mobilitet er tatt inn som strategier både i Delmål 1, 3 og 4. Delmålet om klimanøytral kommune ble ikke løftet frem som en egen anbefaling, men temaet ble stemt frem som viktig av panelet i arbeidet med fremtidsbildene, og formuleringen er tatt med i sin helhet.

Figure 2-8 – Presentation of insight in the municipal master plan: example for the goal "a greener society"

2.4.5 Public hearing

An invitation to provide feedback to the draft master plan was shared in the local newspapers and on Facebook. Citizens were invited to send information through different channels, e.g., email or feedback on the digital platform Borgerkraft. Citizens could also read the draft master plan at the different library centres in the city and provide feedback there e.g., on pamphlets designed for feedback on the master plan.

Various actors in the city and district groups have provided numerous inputs. The local districts of Heimdal and Lademoen have been particularly involved and shaped their own consultation responses on how the plan can be followed up at district level.

Little feedback was however received from individual residents, despite several announcements, e.g., on Facebook. According to the municipality, individual citizens rarely provide feedback.

The digital platform Borgerkraft was little used for input in the hearing. The platform had then mainly functioned as a communication channel.

The consultation responses were sent to the municipality administration by email or via the municipality's formal channel. They are compiled as a separate report that is provided to the city council.
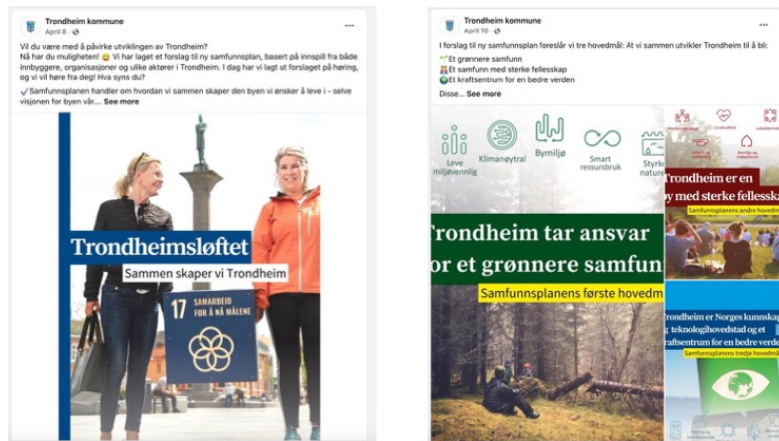
Figure 2-9 – Initial hearing invitations (Facebook April 2022)
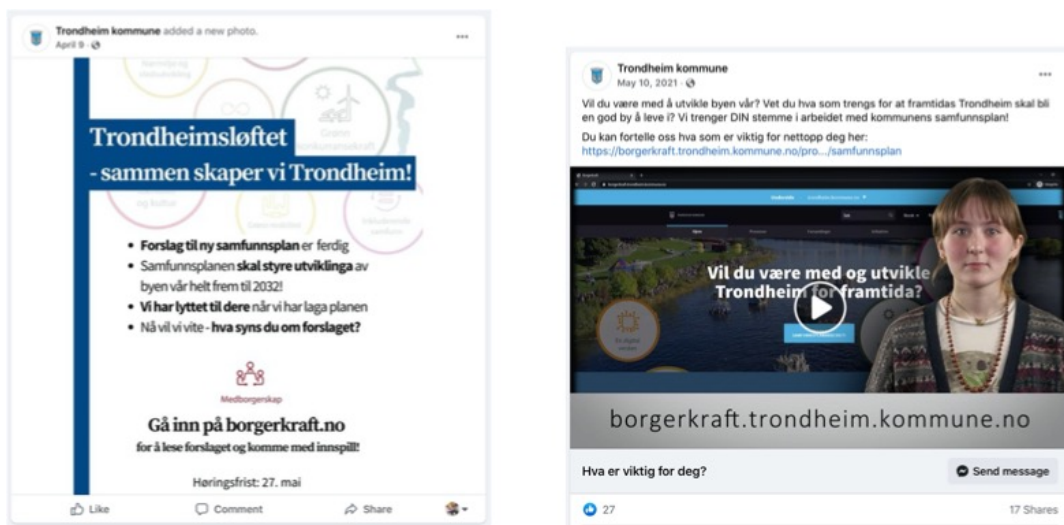
Figure 2-10 – Hearing on the digital platform Borgerkraft (Facebook April-May 2022)

Figure 2-11 – Hearing at the library (Facebook May 2022)
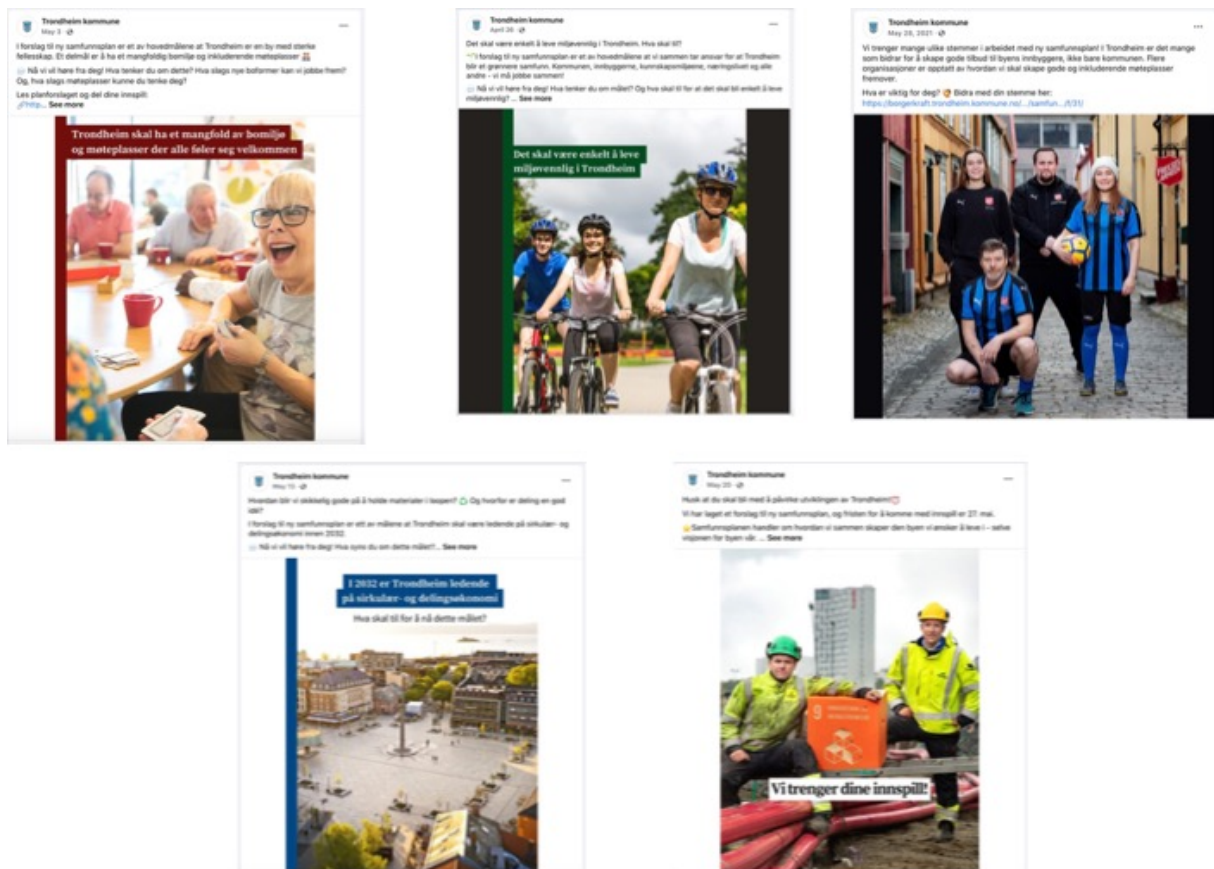
Figure 2-12 – Hearing invitations with focus on various sustainability goals: social inclusion, environment, circular economy, infrastructure (Facebook April-May 2022)

Figure 2-13 – Invitation to a hearing meeting targeting the university (Facebook April 2022)

3 Method

Our research seeks to learn from the citizens' assembly participation process conducted in Trondheim. We investigated the process from the perspective of the members of the assembly and that of the coordinators of the assembly. Questions were designed to extract information that could be interpreted using the Co-creation radar (see section 1.4).

Targeting the members of the assembly, we investigated the following:

- How did the members describe their initial motivation to participate to the citizens' assembly?
- What did their participation consist in?
- How did they perceive the organisation of the assembly?
- What benefits did they gain from participating, if any?
- What impact did they perceive from their participation?
- How did they perceive using digital tools for participation?
- To what extent did they expect their participation would influence future decision making by authorities within the municipality?

Targeting the coordinators of the assembly, advisers in the municipality, we investigated the following:

- How do they perceive the value of citizen participation?
- What were their experiences from organizing this assembly for the first time in Trondheim?
- What were their experiences from using a digital platform in connection to the citizens' assembly?

3.1.1 Denomination of actors

A common terminology for actors is defined in work-package 4 (WP4) the COLDIGIT project. We used more precise terms related to this common methodology with the aim to facilitate reading.

- Participants = persons taking part in the participatory process
  - In the presented research, we also use the term "assembly members".
- Organizers = employees and consultants responsible for organizing the participatory process
  - In the presented research, we also use the term "advisers at the municipality".
- Researchers = consultants and academicians responsible for investigating the participatory process
  - In the presented research, the process was investigated by researchers at SINTEF.
- Stakeholders = politicians, employees, inhabitants etc. having an interest in the development of, or being influenced by, the participatory process, but who did not participate in its formation or execution
  - In the presented research, only politicians are mentioned.

3.1.2 Empirical materials collection

The research orientation was qualitative, with semi-structured interviews and observations as the main methods.

Preparatory meetings

As a first step, in order to prepare further investigation and understand the background for the citizens' assembly, two meetings were held with the main coordinator of the assembly, adviser in the municipality. The purpose of these was to understand the rationale for developing a master plan as well as the process related to the planning and implementation of the citizens' assembly. The researchers also collected information about the municipal master plan and the citizens' assembly on the municipality website and on the Borgerkraft digital platform.

Observations

Observations were conducted during the fourth meeting (i.e., two sub-meetings 27th January and 1st February 2022). The purpose was to understand how the meeting was organised and how the collaboration took place. A template for collecting observation notes was developed (see Appendix A). The template includes the following aspects:

- Types of actors
- Information provided to the assembly members
- The collaboration processes
- The tools for participation
- The level of participation
- The outcomes of the process

First observation: Data were collected by one researcher.

- There were fewer participants than planned (max 30 persons were allowed due to the pandemic situation).
    - 15 assembly members, 7 women and 8 men, age spread 20-60. 2 were in need of a translator (English), but the translator failed to join so discussions were held in English.
- 5 employees from the municipality + 1 consultant coordinated the process
    - 2 gave intro
    - 5 facilitators (2 in 2 groups)
- Topics discussed: equality, transportation and elderly care. Participants selected a topic prior to the meeting.

Second observation: Data were collected by two researchers.

- There were fewer participants than planned (max 30 persons were allowed due to the pandemic situation). Some persons cancelled with short notice.
    - 9 assembly members, 4 women and 5 men, age spread 20-65. 1 had a foreign background.
    - 1 member participated online, woman
- 6 employees from the municipality.
    - 2 presenters gave an intro
    - 3 facilitators (incl. 1 of the intro) + 1 afterwards
    - 1 employee dealt with practical things (opening door, food,…)
- Two topics were addressed in two groups, instead of three initially planned due to low participation: climate neutral city and transportation, circular economy and reuse.

Semi-structured interviews of assembly members

Semi-structured interviews were conducted with members of the assembly. The purpose was to understand the motivation to participate and the experiences with participation. The interview guide is provided in Appendix B.

Two researchers conducted the interviews. One lead the talk, the other took notes and asked complementary questions. The interviews were recorded and annotated using AudioNote that supports connecting notes to specific recording times, and thus facilitates listening to specific parts of the interviews.

Four members of the assembly were recruited during the observations of the fourth meeting. An invitation was shared with all, but the researchers failed to recruit more members. A reason may be that the assembly members had already invested much time in participating to the assembly (15 hours of meetings and additionally reading the final report).

2 men and 2 women were recruited. The age was spread from 35 to 70. All were engaged in voluntarism and/or union work. 3 of them had good knowledge about the decision-making processes in the municipality and the role of politicians, 1 had little knowledge. 1 had earlier been engaged politically.

Ranking the indicators of the Co-creation radar

Following the semi-structured interviews, according to the Co-creation radar guidelines, the informants were asked to rank the statements on a scale from 1 ("*Do not agree*") to 7 ("*Fully agree*"). These statements are based on the questions from the Co-creation radar. Since the full set of questions in the Co-creation radar is comprehensive, it would have taken much time for the informants to read and understand them all. We also wished to collect answers from the informants, in their presence, immediately after the interviews. We know, from previous experience, that it is difficult to collect written feedback from informants at a later time after interviews. The statements are listed in Table 5-1 in section 4.5 about the ranking results.

Semi-structured interviews of advisers in the municipality

In collaboration with COLDIGIT WP3, semi-structured interviews of 2 advisers of the municipality were conducted. One of the advisers is leading the network of smart cities in Norway where citizen participation is a central topic. The other adviser was the main coordinator of the citizens' assembly. The purpose of the interviews was to understand the viewpoint of the advisers on the value of citizen participation, their experiences with the citizens' assembly and their aspirations for the future of governance and participation. The interview guide is provided in Appendix C.

Two researchers conducted the interviews, one leading the talk. Notes were taken by both.

3.1.3 Data analysis

Data analysis was performed in a deductive way using the topics addressed in the questions of Co-creation radar as codes. These questions are listed in Appendix D. Not all topics were covered in the collected data. The topic coverage is also described in Appendix D.

4 Results

The result of our research work is described following the Co-creation radar structure, i.e., according to the 12 headlines from the framework. Under each headline, the questions in the framework are answered in a narrative way. See Appendix D for the overview table of the framework headlines, questions, and whether they were addressed in the study.

Participants to the interviews are referred by an identifier. The identifiers "P1" to "P4" are used for participants in the assembly, and "A1" and "A2" for the municipality advisers. "A2" was less active in the organization of the assembly and is therefore less cited in the following. As for data collected through observations, we use the identifiers "O1" and "O2".

4.1 Objectives

4.1.1 Democracy

Is the primary goal of the project to democratise decision-making?

The citizens' assembly aimed at involving citizens in the development of the new municipal master plan. Based on discussions of what is important for a good quality of life in the city and for a sustainable development, the assembly members derived detailed goals for the city development and associated strategies (or measures). The initiative is anchored in *"Trondheim's promise: Together we create Trondheim"*[4] (Trondheim municipality, 2022b)*.* The municipal master plan is an important document that steers political decisions, and thus the citizens' assembly was a means to democratise decision-making.

One of our informants, participant to the assembly, felt that it was exciting to be able to contribute to the municipal master plan as s-he meant there were few other arenas to influence what the municipality does except through voting. [P3]

Who initiated the process and framed the issue?

The municipality administration suggested the method of citizen panels for the politicians, framed the process and set the overall goal [A1]. There have been several participation processes earlier in more limited local settings, e.g., in schools. In the citizens' assembly process, the municipality wanted to pull out a representative group and then work targeted on one subject. The municipality had tested a small representative panel in 2020 and developed the process for the citizens' assembly based on the experiences gained in 2020. A motivation for introducing and evaluating a citizens' assembly was that feedback in earlier participation processes was often solely provided by organisations specific mandates and interests. In this case with the goal to develop the municipal master plan, the municipality wished to get wider feedback from citizens. A main concern in the municipal master plan is sustainability. A citizens' assembly was seen as a good approach to address this concern because it requires a value-based discussion, and it affects everyone in the municipality [A1].

Have the participants, residents included, been given the opportunity to influence the primary goal formulation? Can the participants themselves influence the implementation of the project?

Although the participants in the citizens' assembly had no influence on setting the main goal and defining overall topics to be debated, they influenced what detailed issues were

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[4] In Norwegian "Trondheimsløftet: Sammen skaper vi Trondheim". The word *løftet* has a dual meaning in Norwegian, both *promise* and *lift/raise.* The expression intentionally may refer to both meanings.

discussed throughout the process. The main lines of the process were defined beforehand with 5 meetings respectively dedicated to an introduction to sustainability and a discussion of measures towards sustainability (dream situation), challenges with proposed measures, a deeper discussion of measures and challenges, and finally a presentation of results to which politicians were invited. The outcomes from each meeting were then used to define the content and focus of the successive meetings. In that way, the wishes of participants had a substantial impact on the process.

Is the participatory process conducted transparently and openly?

As for the information provided beforehand and underway about the process, our informants, participants to the assembly, had different expectations. One felt s-he got enough information [P1], another lacked information beforehand but was satisfied underway [P2], another meant that very little information about the process as well as what participants would do during each meeting were provided [P3]. For this latter informant, getting more information would have given her/him a sense of security and control. Also, it would have been possible to give feedback on the structuring of the process. However, s-he also saw a positive aspect in the open approach and assumed that it was intentional from the municipality. A more adverse opinion to the process, another participant found it unclear how some of the issues discussed had been brought into the materials used as background in the succeeding meetings [P4]. S-he had expected more transparency. S-he reported that the information was brought back to them in a different structure than initially suggested by the citizens, leading to some missing points. S-he attributed this to the way the municipality works, having a need to lift the language to another level than that of the participants used when talking about topics. S-he would have liked to have all the "raw" materials from the different meetings available in the succeeding meetings.

4.1.2 Sustainability

Do the objectives of the project take into account ecological, social, and economic sustainability?

Is the project linked to relevant sustainable development programmes/goals and policies affecting the residents' trust/participation (for example discriminating/hindering policies that makes it harder for groups to organize, find jobs, housing etc.)?

The national expectations regarding regional and municipal planning 2019–2023 recommend municipalities to use the UN's sustainability goals as a basis in all community planning (Kommunal- og moderniseringsdepartementet, 2019). The municipalities are assigned a key role in realizing a sustainable social transformation locally, regionally and nationally. Social, environmental and economic sustainability has thus a main focus in the municipal master plan.

Presentations around different issues related to sustainability were presented by municipal employees in the first session. During observations, it was clear that the issues addressed were related to sustainability. For example, groups were set up to discuss climate neutral city and transport, and circular economy and reuse. One informant, participant to the assembly, mentioned that sustainability was central [P2]. However, s-he felt that although participants agreed that citizens should adopt sustainable behaviour in everything, several suggestions were about getting "more rather than less" (e.g., there is an expectation that the municipality should support new services without cutting existing services, which is not realistic as the municipality budget is limited).

4.1.3 Topicality

Are the objectives of the project carefully justified and based on considered judgment? Are they timely?

During the 4th meeting, we observed that topics were presented to participants to the assembly in a clear manner [O2]. A recapitulation of the goal of the assembly and the sub-goals of previous meetings as well as an introduction to the topics for the current meeting and that for the next meeting were made. All topics were related to the main focus of sustainability. Tasks were also defined as for to how to address the topics. However, the following discussion in groups were rather unstructured.

Does the participatory process focus on issues and problems that inhabitants consider most urgent to solve?

One informant, participating to the assembly explained that topics related to sustainability were presented in the beginning of the first meeting, but the group discussions were not necessarily structured after these topics [P3]. The discussions were also based on input from the participants, and somewhat guided by the facilitators.

4.2   Implementation

4.2.1 Planning and anticipation

Have sufficient resources been allocated to the project?

As knowledge is concerned, one informant, participant to the assembly, reported that there were several questions that the facilitators from the municipality could not answer [P4]. S-he would have liked to have this competence available in some form, either between or during the meetings. Questions such as contributions from and requirements to local businesses, and structures in the municipality remained unanswered. In addition, s-he had expected closer contact with those who make main decisions in the municipality, e.g., politicians.

As time for workgroup is concerned, this same informant felt that more time should have been assigned to group work [P4]. Much time was spent in the beginning of the meeting to summarize the work done in the previous meetings. In one meeting, they also waited a long time for an interpreter to come, thus shortening the time for discussions [O1].

Another one informant, participant to the assembly, also had wished more discussions [P1]. S-he suggested discussions in small groups with more narrow focus. S-he also suggested additional meetings with various departments of the administration at the end of the process.

One adviser at the municipality mentioned that they had a tight time schedule when planning the citizens' assembly [A1]. They therefore used a research agency to conduct the recruiting process. It however took more time than expected to find the right strategy to create the model of who to invite, and how to do the lottery of the people that signed up for the assembly.

How have the participatory process questions been framed?

Our informants, participants to the assembly, have slightly different opinions as to how the process questions and tasks were framed. One informant explained that they got much support during the first meeting, and based on that, they had to select a theme, for instance welfare [P1]. S-he found that the tasks were not easy. *"It is different from work. When you work, you master the language. Here we come from the outside…"*. However, s-he found the presentations useful and said that it was possible to ask questions to the presenters. This

participant also felt s-he got a better understanding of the challenges afterwards. Later on, when getting positive feedback to their contributions from the municipal administration, s-he perceived they did well. Another participant felt sufficient information was given for some topics, such as sustainability, but less on other topics, such as elderly care [P3]. S-he also meant that that the information about the process was limited, and the discussions were too open. It took some time before s-he understood the purpose of the tasks they were given, and it was first at the end of the meeting s-he understood what they were working on. Another participant also mentioned the open framing approach to tasks at the beginning of the process [P4]. S-he was positive to it, but s-he explained that s-he had previous experience with this way of working and brainstorming approaches.

How has the accessibility of events been taken into consideration?

As accessibility is concerned, one informant, participant to the assembly, pointed out that there were no people with visible disabilities present [P4]. S-he however noted that one of the participants questioned the accessibility of the materials used during meetings to, for example, people with vision impairment. This informant also meant that the recruiting process to the assembly was excluding, as several steps required some knowledge and digital skills. These steps included trusting the information received by text message, understanding how to use the link to register, and understanding how to fill in the registration form.

4.2.2 Quality and efficiency

How are the quality of the implementation of the project and the efficient use of resources balanced?

We observed that a recap of the goals, results achieved during previous meetings and future work were presented during the 4th meeting indicating that the process plan had been followed [O2]. Several employees from the municipality were present either acting as presenters or facilitators of the discussions. One informant, co-organizer of the assembly, explained that roles and responsibilities had been purposefully defined [A1]. A secretary group had organised the process, also working with external experts. The process was based on experience from a smaller experience in 2020. Based on different success factors from this experience, the representation, the mandate and how to process the insights of the panel was decided. Presenters with knowledge in the topics to be discussed had been identified.

Employees at the municipality had been selected as facilitators, some of these were experienced facilitators, but some were also recruited based on skills to communicate, to facilitate discussions and to lead meetings [A1]. Groups of 5 to 6 persons were set up for discussion, and one or two facilitators were assigned per group. Some translators were also recruited as some participants in the assembly did not speak Norwegian. Some facilitators also contributed to the organisation of the process. However, not all the facilitators were skilled in processing the information that came up during meetings, thus all information was gathered and analysed by a dedicated group between the meetings. In some meetings, facilitators were taking notes and in some they prepared materials. For the last meeting, i.e., the presentation of results to politicians), the participants had to write notes themselves.

Rules were also defined for a more efficient work. One informant, participant to the assembly, reported that participants were told to not use phones or PC to search for

information during groupwork [P4]. S-he felt that this was a positive aspect, as it kept the focus of the discussions.

During the 4th meeting, we observed that, in addition to the appointed facilitator, 1-2 employees from the municipality joined the groups [O2]. Due to the pandemic situation, several persons could not join and gave a short notice of absence. Although the size of 4-5 participants seemed to work well for discussion, the relatively large numbers of people from the municipality was disturbing. The employees tended in some cases to dominate the discussion.

It was the first time that the municipality of Trondheim organized such an assembly. Our informants were aware about this and showed tolerance. One informant, participant to the assembly, told «*It was the first time. It is difficult to implement due the pandemic rules»,* indicating that s-he understood that not all could work perfectly [P2].

One informant, co-organizer of the assembly, explained that they had not been able to involve the politicians as they wished [A1]. Trondheim follows an alderman governance model and politicians expect a clear interface between politicians and the municipal administration, where the administration provides information, and the politicians make decisions. Politicians were only present during the last meeting. Two of our informants, participants to the assembly, commented the involvement of politicians. One felt that the process was not appropriate when politicians came because too little time was allocated for this. S-he also reported that two of the politicians who came stated they were present as private persons and found this a wrong focus because *"Then you build a distance to politicians."* [P1] S-he could not however tell why. An assumption is that these politicians could not provide feedback on behalf of their parties because the parties were not consulted. Another commented that the participants were sitting at tables while politicians were sitting in front on a scene. *"I had done it differently. I would have politicians sitting together at the tables with us – not on the scene. Not us and them."* [P2] S-he explained that they talked together afterwards, but s-he would have preferred to do it at once.

Were participants provided with neutral background information representing diverse viewpoints, sufficient for effective participation?

As previously mentioned in connection to the framing of activities (see section 4.2.1 about planning and anticipation), our informants, participants to the assembly, reported that they got useful presentations helping to perform the tasks and could ask questions. One informant, participant to the assembly, however reported that information was sufficient for some topics, but not for all, preventing her/him to contribute effectively at once when the workgroup started [P3].

How were events facilitated?

As mentioned earlier in this section, a facilitator was normally assigned to a group of 5 to 6 persons. Tasks were presented in plenum before each work in groups. During the 4th meeting, three tasks were gradually introduced before each workgroup: reflection after the last meeting, looking back to materials from the previous meetings and setting priorities, defining goals and measures to achieve goals [O2]. From an observer perspective, the presentations of the first and third task were a bit unclear. The first task served as a warm-up meeting and there was afterwards a lot of discussion. As the second task is concerned, there were a lot of materials. The task was quite overwhelming requiring participants to read yellow stickers rather than discussing, and thus breaking the group dynamics that was built

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during the first task. The discussion was revived during the third task. The third task was also unclear by participants, and the facilitator explained it in more simple words. The facilitator wrote notes, and after the meeting, explained that she had found that participants should not write themselves because it hinders the discussion.

The discussions in the groups had the structure of open discussion [O1]. Our informants, participants to the assembly, were satisfied with the facilitation. This was also expressed during the sessions [O1]. One informant, participant to the assembly, reported that the presenters and facilitators from the municipality were positive, and that they organised the meetings in a good way [P1]. S-he explained they had to move between groups and discussed various issues that came up. S-he ceased to be worried and when returning home, s-he told his/her spouse *"It was very good. The facilitator was very good."* This was confirmed by another participant that found the facilitators open and receptive [P4]. S-he said that facilitators gave some prompts that made them think differently on suggestions. They were encouraged to explain ideas more clearly so they could be presented to politicians. *"It was a good place to get feedback, a reality check."* Another participant, with much experience in participating to gatherings, reported that some facilitators were a little insecure, but rather than pointing it out, she had given them good feedback [P2].

During the 4th meeting, we observed that discussions were very open, with limited guidance from the facilitators, however some challenges related to the topic discussed were highlighted by the facilitator [O1]. For instance, the facilitator in one group highlighted the challenges within elderly care, such as balancing quantity or quality, resource gaps, loneliness, and involving citizens to contribute. Some participants were mostly talking about what they were interested in based on their personal experience [O2]. Further we also observed that the participants did not stick to the task. The task about formulating goals for the municipality plan was especially challenging and the participant kept returning to the discussion on appropriate measures [O1]. Another observation was that some participants talked broadly about concerns and wishes, rather than identifying goals and measures. After the meeting, one of the organisers told us that a person participating online reminded the group several times that they did not address the questions in the task [O2]. The organiser found it more important to discuss the topic than to follow the task.

Were all participants given equal opportunity to speak?

The discussion in the groups were structured as open discussion, and participants could take part when they wished [O1]. Although all had the opportunity to participate, several participants in one group were shy and it took some time before all participated [O2]. One informant, participant to the assembly, told that all group participants contributed when discussing in group, then one of them summarized in plenum [P1]. During one observation of the 4th meeting, we noticed that participants did not only talk, but also listened to other participants and showed interest for other viewpoints [O2]. From time to time, one participant with a good knowledge of the issues being discussed tended to dominate. S-he seemed to have reflected more about the challenges. During the other observation, we saw that the different groups had varying needs for facilitation with regards to time to speak [O1]. In one group, it seemed to be equal opportunity for all to speak with however two people talking more, while in another group one person dominated the conversation and the facilitator had to intervene and ask questions directly to the other participants.

During the 4th meeting, as there were few participants that evening, two new employees from the municipality joined mid-way. From an observer perspective, this was a disturbing moment. One of them interfered much and the participants seemed to be intimidated. While the meeting progressed, the employees got involved even more in the discussion, influencing the discussion.

Does the result fully reflect the judgment of the group, including views that were not supported by the majority?

During the meetings, the facilitators attempted to capture all issues that the participants debated [A1]. The strategy chosen by the municipality was to try to reach a consensus within each group, but not to reach a common agreement between groups. The information gathered in each meeting was then transformed using design work with the aim to clarify for the municipality which topics the groups agreed upon and which issues remained for further discussion.

The aim of the municipality was to reflect the discussions in the report about the citizens' assembly [A1]. The municipality wished to show the diverse picture, and they wished participants to be able to find the discussions they took part in in the results. However, as already mentioned in section 4.1.1 about democracy, one informant, participant to the assembly, was not always able to connect the discussion from the previous session to the presentation summarizing results in the following session. S-he would have liked more transparency about how the municipality treated the information gathered [P4].

During the 4th meeting, we observed that there was little critical discussion of the measures proposed [O2]. The viewpoints were anchored in personal experiences and not related to a wider context. No one raised question of the potential effects of introducing the proposed measures.

One informant, participant to the assembly, mentioned that some participants wanted more of everything and expected the municipality to provide [P2]. S-he meant that the notes (yellow stickers) with their wishes had little value as they did not explain at which expense the wishes could be realised. S-he also told that she was first a bit sceptical when participants were asked to use yellow stickers to share concerns and ideas. However, s-he meant that *"the municipality got a lot out of it, and that it's not possible to get more out of it."*

What kind of digital support has been arranged?

Different aspects of digital support were included: recruiting and registering, retrieving information about the process, participating to the assembly meeting, and giving feedback to the proposed municipality master plan.

As mentioned earlier with regards to accessibility, one informant, participant to the assembly, found the recruiting process to the assembly excluding, as several steps required some knowledge and digital skills [P4].

This same informant also found the information webpages difficult to navigate through. S-he meant they did not provide the right information *"I only find information about the when the meetings are"*. S-he would have liked to find information about the results from the previous meetings. When prevented from attending to one meeting (this was the case for several participants due to the pandemic situation), it was not possible to follow what had been discussed. S-he meant that this information should have been shared with only participants as they were an established group, and not open to all on internet.

During the 4th meeting, we observed that one person participated online [O2]. The meeting was however not well prepared for hybrid participation. A PC connected to the Teams meeting was set on the table. The discussion was open, and the person online re-iterated the request to focus on the questions in the tasks. One informant, participant to the assembly, was negative to the option of participating digitally [P4]. S-he meant it did not fit with family life and would also make it difficult for impaired people to follow. S-he rather proposed meetings to be filmed and available for viewing.

One informant, participant to the assembly, was reluctant to sharing the results underway [P1]. S-he was concerned that internet trolls could influence the debate and prevent the progress of the process. This is also the viewpoint of one co-organizer of the assembly [A1]. S-he was concerned about the reaction of assembly participants to comments and about the impact of comments on the assembly. S-he meant it could be challenging to present the essential findings without going in depth in the process. Further, the organizers had already a comprehensive task with planning and organising the meetings. Another member of the secretary group commented that although digital participation is scalable, allows to reach larger volumes and supports data analytics, one misses a lot of the sensemaking and the good things of a deliberative process [A2].

More generally, one informant, participant to the assembly, with experience of helping people to make use of digital tools, meant that good language skills are needed to participate on digital channels [P2]. S-he meant some people struggle to understand issues if they have not the opportunity to ask about it.

One co-organizer of the assembly meant that the Decidim platform could have been used more actively for communication purposes, instead of the e-mails that were used [A1]. S-he also meant that the platform could have been used more for handling information – such as analysis and visualisation. The analogue methods lead to too much intuitive interpretation. However, s-he meant that the municipality needs to build confidence in the technology that may be used, such as the Decidim platform. The highest challenge for using the technology is competence, and this is hard to get if the municipality is short on time, knowledge or skills.

What are the discussions at the events and on the platform like?

The municipal master plan based on the results from the assembly and enriched by input from the municipal administration was made available on the digital platform Borgerkraft. The discussion on the platform is organised according to the main goals, sub-goals and strategies to achieve the sub-goals. It is possible to comment at each level. The researchers found it difficult to retrieve comments that can be posted at different levels.

We have not yet analysed the information provided in the platform.

What strategies are used to communicate about the project?

The citizens' assembly was presented twice in the regional newspapers. First, at kick-off, the municipality director wrote a chronicle presenting the initiative. Then, in connection with the last meeting, the purpose of the assembly and the experiences of some participants were presented in an article.

The availability of the municipal master for hearing was announced several times on social media.

4.2.3 Assessment

We have not yet collected any information about the assessment of the activities.

4.3 Actors

4.3.1 Representativeness

How heterogeneous was the group of participants? Who took part? How was the representativeness of future generations taken into account?

One informant, participant to the assembly, told *"There was an incredible diversity between those who participated. Youth. Retired. Arts, unemployed, people from the university. It is seldom you are in a varied company. It is very enriching. Some also had an interpreter."* [P2]. S-he also noticed when discussing in groups that people came from different areas in the city, for instance, some from Lademoen, some from Byåsen. Later in the interview, s-he however mentioned that the language level would have made it difficult for some people with foreign background and other cultural background to participate. S-he has experience with working with refugees and meant that persons who come from countries with dictatorship are reticent to share meanings openly and would be sceptical to participate in such assemblies. Another informant also told s-he was surprised by the broad participation, from young people to elderly [P1]. S-he mentioned participants from Turkey who needed an interpreter and commented that they talked to all in plenum during the assembly. S-he commented that this might not have been usual for them since they come from a country where, s-he means, freedom of expression is restrained. One participant however commented that no people with visible disability participated [P3]. Another participant said that the municipality had been in touch with interest groups, however, s-he meant that the knowledge of people with disabilities was not present [P4].

One informant, participant to the assembly, pointed out that representativeness was also materialized through the participation of persons with different opinions [P2]. S-he found it exciting to hear how people think. S-he did not agree with all, but s-he found it good to hear other people's perspectives.

Hence, what did the participation look like compared to the demographic picture of the area?

During the 4th meeting, we observed that both genders were represented, and the age was spread from 20 to around 65 [O2]. In addition, as earlier mentioned in section 3.1.2 about empirical materials collection (observations), there were two people in need of translators. The discussion was held in English in the group they participate to, also with the Norwegian participants [O1].

How representative are organizers compared to that picture?

We observed that the organizers, presenters and facilitators were all Norwegian aged 30-50 and mostly women [O1, O2]. There was thus less variability in the organizing team than in the assembly.

How do they listen and interact with different groups?

The ability to listen and interact relates to the topic of facilitation. Facilitators listened and took notes. Our informants, participants in the assembly, are mostly content with the synthesis of results.

4.3.2 Motivation and level of participation

How motivated were the participants?

Our informants, participants to the assembly, mentioned various reasons for participating. Only one though mentioned the wish to participate in a democratic process. [P4] S-he was immediately interested and thought such a process sounded "very cool". S-he had also shared the invitation on social media, to ask if other had gotten the same invitation and then also got feedback on important issues to bring into the assembly.

The other informants had varying motivations. One felt that s-he had no need to influence the results, but s-he was more interested in participating for learning about the experience. [P3] Another joined because it was an opportunity to support the municipality. [P2] The voluntary association s-he works in, receives much support from the municipality. S-he wished to "give something back". S-he had never thought s-he would contribute to such an initiative, but s-he was concerned that trust in society, institutions and decision processes is very important and *"The citizen assembly is about building trust."* (ref) Also, s-he told the pandemic situation provided the opportunity to join as there were not many things happening and s-he had lots of time to attend the assembly. [P1] Another told s-he was not motivated at first when s-he received the invitation. The process to apply seemed a bit exhaustive. S-he said it was required to write an application, to fill out a form, but s-he was encouraged by his/her spouse to join. According to other informants, this was a simple registration form, but it seems that it may still be a barrier for some.

[P1] Although this latter informant felt the initiative seemed interesting, s-he did not expect much concrete results. However, s-he found the first meeting was great. *"I had to be optimistic".* [P1] Her/his motivation grew over time. S-he enjoyed the way things were presented and s-he told it became interesting. S-he enjoyed the way the organisers talked to participants *"They were incredibly open and positive… It was much better than I had expected. I would recommend other to participate and I have talked with other people about it."*

Were they satisfied with the participation?

All our informants, participants to the assembly, are mostly satisfied with participation. One thought the process was worth a try [P2]. S-he reported that participants she talked with in the bus after the meetings were positive. S-he thought that it might be difficult to get a holistic result from all yellow stickers, but she found it to be a good idea and initiative from the municipality. Another also shared this view. *"This is a process that the municipality should continue with. Maybe not next year. The next time a plan is developed."* [P1] At the time of interviews, there were however still waiting for the draft municipal master plan [P3]. *"Per now it is success, but I will have to read the document they will make."*

A less positive aspect was the last meeting where politicians were present. *"It was not very useful. It felt like it was an arena for lobbying for some of the politicians, but I got not to share my thoughts and ideas."* [P3]

As previously mentioned in section 4.2.2 about quality and efficiency, one informant thought that the municipality got a lot out of the proposals made by participants, and that it's not possible to get more out of it [P2]. One informant also suggested that such assemblies should be held more often, with different people for discussions on issues relevant for smaller geographical areas within the city [P4].

Did they network with other stakeholders?

Besides the last meeting with politicians, no other stakeholder was involved. One informant, participant to the assembly, would have liked the politicians to be represented during the whole process [P4]. S-he meant it would be good for them to see what people were concerned with during the process, not only in the end of the process. S-he would also have liked a representation from local businesses in order to better understand their roles in society.

Did they receive compensation for their participation?

According to one of the organizers, none of the 50 participants received any economic incentive. The most challenging was to recruit young people [A1].

4.3.3 Learning and empowerment

What did the participants learn during the participation process?

Several informants, participants to the assembly, reported they learnt much from the process. One told that there was much discussion around the table, and some disagreement [P1]. *"I learnt that we are so different"*. S-he explained that they had to work on what they agreed upon. The organizers encouraged them to be honest. *"If everyone had agreed on everything, it would not work."* Another with little knowledge about municipal processes felt participants got more insight into how the municipality works, about the roles of politicians, and about what happens beyond what is presented in the newspapers [P3]. *"It is not only politicians sitting in a room discussing".* S-he experienced that the assembly discussions were an arena where the participants learned more about the topics being discussed and explained that both the organizers and the other participants contribute to this learning. S-he also learnt about differences *"I have gotten more open to look for differences in the city."*

Did the participatory process empower the participants, especially residents, thus making them feel stronger and giving them power over things they consider important?

Despite the fact participants said learnt from the experience, one also mentioned that *"The process has not had a lot of influence on my life."* [P3]

Based on the knowledge gained during the meetings, one informant, participant to the assembly, was inspired to write a newspaper article about a societal issue s-he was interested in [P4]. S-he also reached out to local actors to get more information about the subject s-he was interested in. However, at the end, the information s-he needed was difficult to obtain.

How did participants collaborate with others?

During the 4th meeting, we observed that the group discussions were very open [O2]. Participants presented different viewpoints, but there was however little critical discussion of the viewpoints. The viewpoints were personal, and none related them to a wider context. For example, some concrete measures were proposed, but no one raised questions of potential challenging effects of introducing the measure.

If applicable: Do the participants have a better understanding about substantive discussions and/or the decision-making process?

One informant, participant to the assembly, explained that s-he had another understanding of the decision processes in the municipality than some other participants [P2]. Some participants believed that the municipality administration and persons in important positions

are making decisions. S-he had, through work, learnt that the municipality administration sets direction and prioritizes, and that the municipal council, i.e., the politicians, make decisions. S-he explained that it is very important to that *"decision-makers play on the same team as citizens".* S-he had got aware that the municipality care about citizens, but the challenge is that funding is scarce. They discussed these issues at the assembly.

4.4 Outcomes of the participatory process

4.4.1 Institutional skills and expertise

Does the organisation support collaborative learning from the participatory processes? Were there sufficient resources allocated and opportunities sought to develop in-house expertise?

One informant, co-organizer of the assembly, said that there was a wish to bring as many people as possible from the municipality into the process for learning purposes [A1]. The core secretary group organizing the assembly consisted of four persons who had been involved in such a process before, and thus asked several different departments to take part. In all, there were about fifteen people from different parts of the municipality that were involved in the process at some point, mainly attending to the gatherings with participants. The municipality is still new to the method of citizens' assemblies, and the organizers wanted to show how this could be a good way of working, while also learning from the process themselves.

Another informant, co-organizer of the assembly, said that the citizen assembly is one of the most resource-demanding ways of doing participation [A2]. S-he also noted that it had become clear for the municipality that it was not easy to conduct the assembly, and particular skills are needed that are not available in the municipality today. Through the process of conducting the citizens' assembly, the needs for these skills became more visible to several parts of the municipality. The organizers of the citizen assembly also invited the administrative leadership to the gatherings, and the administrative head of the municipality had become and ambassador for the assembly [A1].

Have outside experts been consulted, e.g., through research cooperation?

One informant, co-organizer of the assembly, said they worked with an external expert from a university when planning the assembly [A1]. In addition, during the observation of the 4th meeting, an external consultant from a design firm was present, contributing to organising of the discussion sessions and processing the material gathered from the discussions [O1].

Did organizers receive training?

No training was mentioned by the organizers of the assembly. At least four people organizing the citizen assembly had experience from earlier such processes [A1]. Some of the facilitators had earlier experience, while some were picked due to their ability to listen and steed discussions.

It is worth mentioning that one informant, participant to the assembly, told that s-he would only participate again under new conditions [P2]. She expected the process to be more goal-oriented in future citizens' assemblies. In general, the citizens were aware that they were participating in an "experiment" and were quite tolerant of any shortcomings during the process.

4.4.2 Decision-making and accountability

At the time the interviews were conducted, participants to the assembly had not yet received the draft societal plan they contributed to. The results are therefor based on the information about the process, with a focus on the last gathering where politicians were presented with results from the citizen assembly. In addition, the organizers perspective on the results are presented.

How committed is the organisation to the project?

The municipality started in 2020 planning the citizen assembly. They acknowledged that it is very resource intensive and have used it as a learning opportunity (see section 4.4.1 about institutional skills and expertise). However, one informant, co-organizer of the assembly, explained that the municipality is in the process of figuring out how to handle the shift in power when you include citizens in the democratic process [A1]. There are established expectations of how this is done, and politicians are not necessarily ready to give out power, but at the same time they are aware that they must make citizens happy. The approach of citizens' assembly puts this discussion on the agenda. A question is *how much* power should be given to citizens. In addition, this raises questions about how the municipality should be organized and about the role of the districts in governance.

How is participant feedback linked to decision-making?

Politicians participated in the last gathering of the citizens' assembly. Recall that the politicians make the final decision about the adoption municipal master plan prepared by the municipality administration based on the results from the assembly (see section 2.4 describing the context for the citizens' assembly). The last gathering was therefore important allowing assembly members to share their work.

One informant, participant to the assembly, explained that most parties were represented as well at the different municipality sectors [P1]. The organisers from the municipal administration presented the results in plenum. The informant pointed out that the participants to the assembly were also invited to present their case, but few participants wanted to talk. There were stands with boards where the different topics were displayed, and politicians were able to discuss with the assembly participants. The politicians could also mark what they think was good. Another informant, participant to the assembly, involved in the welfare topic said that politicians seemed to be most concerned with recycling, not so much about care [P2].

One informant, co-organizer of the assembly, said that the municipality would include the discussions that lead to the results in the municipal master plan "*I hope that, by not just presenting the end result but also presenting the discussions throughout the process, it brings like a more diverse picture of the groups*" [A1]. S-he said this was especially important for value-based discussions as held in the citizens' assembly, where it is relevant to understand different perspectives. The rationale for deciding to include discussions was also that the results in the master plan could be better understood.

How was the feedback analysed?

One informant, co-organizer of the assembly, said that the feedback from the citizens were analysed by the municipal organizers in between the sessions using design work (see section 4.2.2 about quality and efficiency) [A1]. The results from the discussion were then presented back to the participants in the next session in different visual ways.

Among the participants there were different views with regards to what should be used in the results. One participant told that not all yellow stickers were worth including in the societal municipality plan, as a lot of wishes were related to local contexts, such as having library and social services within walking distance [P2]. While another informant, participant to the assembly, said that s-he were missing some of the points that had been made during the discussion [P4] (see section 4.1.1 about democracy).

What feedback have participants received and how was such feedback communicated?

While the end results were not assessed, we observed that the intermediate results from the group discussions were presented to the participants at the end of the meeting [O2]. One facilitator in each group presented the main outcomes from the discussions. The summary was clear, and for the table where the observatory was seated the clarity of the summary was quite impressive given that the discussion was opened and unstructured.

One participant to the assembly who did not have the opportunity to attend the meeting with the politicians was very displeased that s-he didn't have any information about what was presented to the politicians or how it was presented [P4]. This made her question whether her concerns had been included in the presentations. S-he also was unsure on what type of information she would get after the process was over. However, s-he felt somewhat assured that a report from the panel would be shared and that s-he would be able to give feedback on this.

Was the process considered legitimate?

One informant, participant to the assembly, told that s-he cannot say if the assembly will have any impact and how politicians will handle the suggestions [P1]. *"Then comes the question mark. Then it goes over to politics… We did not receive direct feedback from politicians".* S-he however considered the process to be successful because the municipal administration did a good job. S-he was also well-informed of the next steps and will be able to give feedback to the draft rapport summarizing the results. Another informant, participant to the assembly was not certain if they have achieved much [P2]. However, s-he found positive that people in the groups wanted to talk and to hear other thoughts and viewpoints.

4.4.3 Societal impacts

Have decision-makers learned from residents?

One informant, co-organizer of the assembly explained that the process has influenced how the municipal master plan was written *"we have structured [the master plan] trying to look at the connections between the different sustainability dimensions and brought in the perspectives from the citizens' assembly, so I think that it's quite good integrated."* [A1]. The master plan includes issues that are not so important for the administration but were important for the citizens' assembly. Thus, the citizens' assembly has pushed the municipality not to write the master plan from only their perspective. The informant meant that this is important as the plan is meant to be a plan for the whole society, not only for the municipality.

Has the participatory process inspired changes in the organisation's entrenched practices?

The process of conducting the citizens' assembly has also influenced the internal process in the municipal organization. One informant, co-organizer of the assembly, explained that

they plan to organize an assembly involving the municipality employees for deciding how they are to "*deliver good future-oriented services and still have a good working environment*" [A1]. The municipality will pick out employees out of the 15.000 employees randomly. The aim is to create action areas in order to develop the future working environment. This is a new way of working in the municipality, in contrast to a hierarchical approach earlier used.

4.5 Ranking using the process and its results

As explained in section 3.1.2 about empirical materials collection, following the interviews, we asked informants to rank a set of statements on a scale from 1 (*"Do not agree"*) to 7 (*"Fully agree"*). These statements based on the Co-creation radar are listed in Table 5.1

Table 4-1 – Statements based on the Co-creation radar (translated from Norwegian)

1. Democracy	The citizens' assembly was a democratic process where the participants had the opportunity to influence both the process and the results.
2. Sustainability	Relevant sustainable questions were discussed during the process.
3. Topicality	The topics discussed are relevant with respect to issues that the Trondheim municipality experience.
4. Planning and anticipation	The process was well planned in terms of time spent, methods and premises.
5. Quality and efficiency	The implementation of citizens' assembly had good quality.
6. Assessment	I was given the opportunity to give feedback on how I have experienced participating in the citizens' assembly (beyond this interview).
7. Representativeness	A wide range of citizens in Trondheim were represented in the citizens' assembly.
8. Motivation	I felt motivated to share my thoughts during the citizens' assembly.
9. Learning and empowerment	Through participation in the citizens' assembly, I have gained a better understanding of the issues that need to be addressed in Trondheim, and I have gained a better understanding of what is needed to achieve improvement.
10. Institutional skills and expertise	I experienced that the employees in the municipality I met have gained a better understanding of the citizens' knowledge, wishes and needs.
11. Decision-making and accountability	My input was included in the results of the citizens' assembly.
12 Societal impacts	The results from the citizens' assembly have been useful for the municipality.

Note that

- Question 9 have two parts. Two of the participants had two different rankings of this question. The resulting ranking is set to be the average value of these questions.
- One of the participants did not answer the two last questions because the results of the assembly were not ready yet at the time the interviews were conducted.

Figure 4-1 depicts the ranking set by the informants, participants to the assembly, to the statements based on the questions in the Co-creation radar (see statements in Table 3-1). A seven-level Likert scale was used from 1 (*"Do not agree"*) to 7 (*"Fully agree"*). As few answers were collected, the validity of the results is limited.

We observe that the scores given by the informants are rather hight for all aspects, except for the assessment. Indeed, no formal assessment had been performed by the municipality at the time interviews were conducted. The high scores are in line with the positive feedback from informants during the interviews. We also observe that one participant (P2) gave lower scores for "learning and empowerment" and "quality and efficiency", and another (P4) for "representativeness".

- P2 told us s-he had a good understanding about how decision processes are organised and of the needs in the municipality, thus influencing the ranking for learning.
- P2 also mentioned some weaknesses of the facilitation, although well aware that such assembly was organized for the first time.
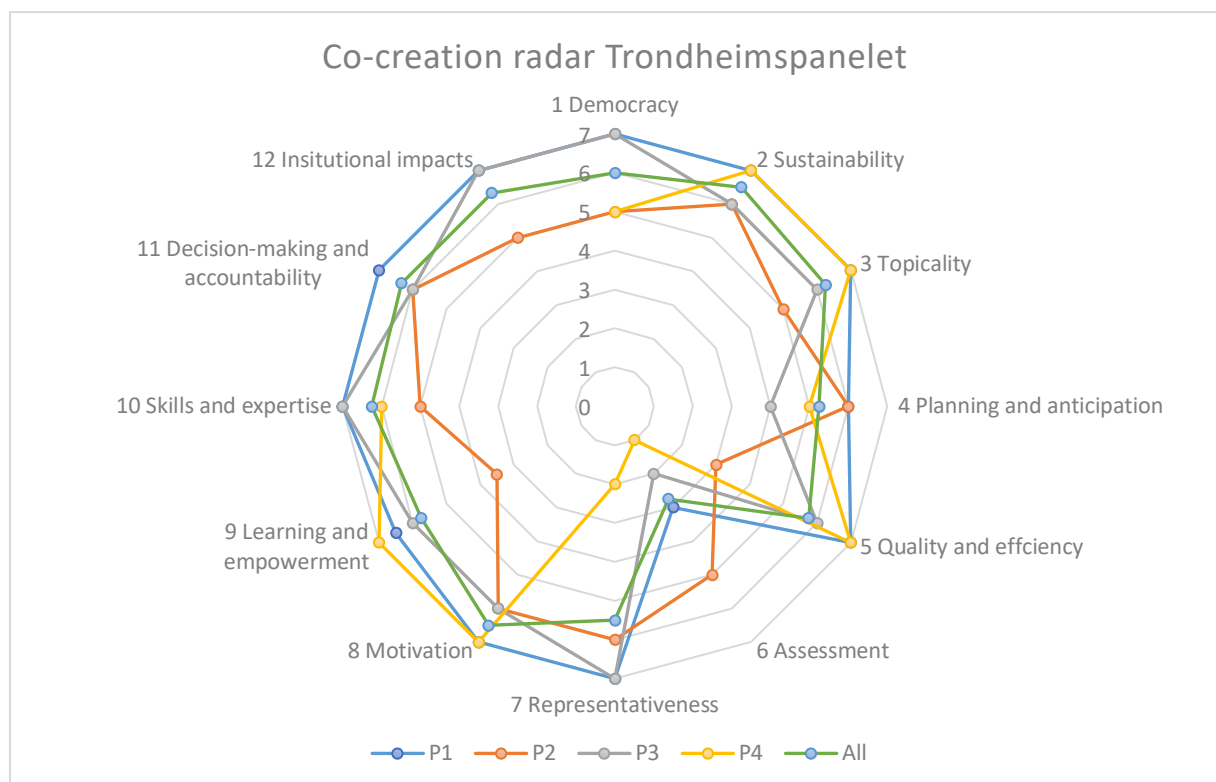- P4 pointed out that disabled persons were not represented.

Figure 4-1 – Quantifiable visualization of results of Co-creation radar by participants.

5 Discussion

This section draws upon our results and summarizes the main findings of our study. The results are discussed on the basis of COLDIGIT's purpose and research questions, thus in relation to the public sector seeking a new role as a facilitator of co-creative processes targeting at the mobilization of collective intelligence (CI). It includes lessons learnt that can be used to improve the organization of future assemblies.

A well-organized initiative anchored in a strong wish to engage citizens

The execution of "Trondheimspanelet" is the first time a large-scale citizens' assembly was organized in Trondheim. The municipality earlier tested a small representative panel in 2020, but not at such a scale. Overall, our results indicate that this initiative was successful. To summarize, some positive aspects of the citizens' assembly are:

- The citizens' assembly is anchored in a political decision. The citizens' assembly was initiated based on a request from the politicians in Trondheim to enforce citizen participation in the planning processes. There is a wish in Trondheim municipality to investigate a shift in power in the democratic processes. The politicians are aware that citizens should get more involved, but they are still uncertain how and how much it should be done.
- Several departments from the municipality were involved during the process. The administrative head of the municipality became an ambassador for the assembly, the administrative leadership participated to gatherings, and employees from various departments acted as presenters or facilitators of the discussions. This indicates a wish to learn and create a change.
- The citizens' assembly process was well-planned. Despite a tight time schedule as well as the challenging pandemic situation, the process was implemented as planned.
- Our informants, participants to the assembly, are mostly positive about the assembly. They have met people with different backgrounds, they have debated, they have been challenged. They have learnt a lot both about viewpoints, but also about the decision processes in the municipality. They also found the assembly well-organized and praised both presenters and facilitators. They were however not solely positive about all. They did not expect everything to be perfect in a first trial. They were open-minded and made suggestions for enhancement.
- The municipality has changed practice in the way the master plan is developed. The plan is no longer written from the municipal administration's perspective. It now includes the citizens' viewpoints which is important as the plan targets the whole society[5]. Earlier participation processes often solely involved organisations with specific mandates and interests. The citizens' assembly has enabled the municipality to get wider feedback from citizens.

As described in the following and as also expected by the municipality, some aspects should be improved. Beyond collecting citizens' assembly towards the development of the municipal master plan, the citizens' assembly also provides a learning opportunity.

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[5] Recall that the draft plan was sent to public hearing in May. The plan was then revised by the municipality administration and will be discussed for adoption in the fall 2022.

The absence of politicians

Although the citizens' assembly was anchored in a political decision, politicians were almost absent from the debate. This was the strongest critic made by our informants. As the politicians make the final decision about the adoption municipal master plan, a stronger political presence was expected. The politicians only attended the last meeting, and then the setting of the room created a divide between politicians (on the stage) and citizens (around tables). Although citizens were then later able to talk with politicians at stands focused on sustainability topics, some informants reported that politicians showed inequal interest in the topics.

The assembly organizers failed to involve the politicians as they wished. Following an Alderman governance model (see section 2.2 about governance in Trondheim), politicians expect the administration and the politicians to play clearly separated roles: the administration provides information, and the politicians make decisions. As pointed out by a participant, the assembly is about building trust in society, in institutions, in decisions processes, in decision makers. The meeting with politicians is important as it can contribute to building trust in politicians. When politicians wish to investigate a shift in power, they should get a good understanding of how citizens can contribute.

Another concern is that some informants, participants to the assembly, found it unclear how politicians will handle the suggestions and if the assembly will have real impact. The municipal master plan was not delivered at the time the interviews were conducted, so we could not question informants about whether they had influenced the plan. The plan is a long-term plan, so it is not possible today to measure its impact on the sustainable development of the city.

An ambitious and complex overall goal

The citizens' assembly aimed at specifying detailed goals and associated measure to the new municipal master plan. The municipal plan is a long-term strategical plan that steers political decisions. Sustainability was a central concern in the plan, and involved various issues such as environment, transportation, health and quality of life. Thus, citizens were invited to contribute to a complex and abstract task. Although citizens' assemblies are useful when addressing complex policy problems, lessons learnt described in the literature indicate that participation should start with small processes and focusing on bounded issues (NESTA, 2022). Therefore, it might have been a better starting point to address a simpler issue in this first trial for a citizens' assembly in Trondheim. We observe that several shortcomings reported by our informants relate to the complexity of the overall goal:

- The organizers acknowledged that organizing the assembly was resource intensive. A lot of results were produced at each session that require treatment before the following session. Reducing the number of issues could have simplified this treatment. Also, the recruitment process was much more time consuming than foreseen.
- The results were processed and summarized by the municipality between each session and presented in the following session to the assembly members. The municipality had a strong wish to maintain the different perspectives and include the discussions that lead to the results in the municipal master plan. There is no doubt that it is challenging and resource-demanding to make sense of a large amount of

materials. One informant, participant to the assembly, was impressed by the analysis work done between sessions *"The municipality got a lot out of it, and that it's not possible to get more out of it."* [P2] However, another informant missed some of the points that were made during the discussions.

- Another challenge related to the treatment of information is to maintain transparency. The more information, the more complex it gets to ensure traceability. An informant found it unclear how some of the issues discussed had been brought into the materials used as background in the succeeding meetings and had expected more transparency.
- Some informants, participants to the assembly, expressed the need for additional meetings with narrow focus together with various departments of the administration. One was only willing to participate in a new assembly at the condition the process would be more "goal-oriented". Several also expressed the need for more time for work in groups.
- The participants were given too complex tasks to solve. We observed that participants talked about concrete actions for improvement in the municipality rather than focusing on the given tasks about goal.

Building skills in the municipality

Deliberative processes require novel skills (e.g., defining meeting activities, facilitating the discussions, and synthetising the results from the discussions). Among various ways of doing participation, citizen assemblies are resource demanding. This was experienced by the organizers underway, and they found out that some of the needed skills are not available in the municipality today.

The facilitator role is a key role in an assembly. Facilitators were carefully selected among employees at the municipality to play that role. The selected employees had either previous expertise in facilitation or were found to have good communication skills. Participants appreciated to be given positive feedback as they sometimes found tasks challenging. However, some participants reported that discussions were too open, some feeling uncertain about the tasks and struggling with the concepts. There is a need to adapt the facilitation to a broad audience with various backgrounds. We also observed that the groups did not stick to the proposed tasks, possibly difficult but still setting a framing for discussions. Beyond facilitation skills, facilitators would have benefit of more expertise in the topic or been supported by experts in the field.

The experts also play an important role. They presented the background for the topics to be discussed in a clear and balanced. Participants found presentations useful and appreciated they were able to ask questions to experts to clarify issues. However, we observed that the viewpoints of participants were anchored in personal experiences. With support of an expert, the viewpoints could have been brought in a wider context. We also observed that there was little critical discussion of the measures proposed by the participants. An expert could have complemented the facilitator and guided to more reflection. This however requires good skills from an expert. The expert should not intimidate participants and should not influence the results, but rather enlighten the discussion.

Between meetings, all information gathered during discussions had to be processed. Not all the facilitators were skilled in the processing of information, thus a dedicated group

performed the analysis. This raises the question about separating the role of facilitator from the one of referent, the two roles requiring different skills. One participant reported that information was brought back in a different structure and in a different language. Skills are also needed to better communicate results and ensure the traceability of recommendations.

The municipality made use of external support to a little extent. A research agency was engaged to conduct the recruiting process, and a designer was hired to support the process[6]. Otherwise, municipal employees planned and implemented the assembly. Using independent and diverse facilitators is often proposed as a means to building trust and delivering an inclusive process (NESTA, 2022). In the case of the Trondheim citizens' assembly, trust does not appear as a main issue. Including external support would rather have allowed to release the municipality in a resource demanding process. It could also have contributed to building skills in the municipality.

Representativeness

The participants reported a broad participation. Assembly members had varying background and came from different city areas. Both genders were represented, and the age was spread from 20 to around 65. The municipality however reported that it was challenging to recruit young people. Also, one participant pointed out that no disabled person participated. Children were not represented. This is understandable due to the complexity of the task. Children were however involved during the first phase of the participation (open participation) preceding the citizens' assembly. "Elderly people" (age over 65) were not represented in the observations we conducted. The selection was done among those who answered to the invitation. Due to the Covid restrictions, elderly people might have been reticent to meet other people.

Despite several issues had impact on local businesses, one participant pointed out that businesses were not either represented. Keeping in mind that the municipality wished to involve individual citizens rather than organizations (also including businesses usually represented by the Chamber of Commerce) as done in earlier processes, the absence of organizations in the discussions can be justified. They could however have been involved as experts.

Another aspect related to representativeness is the ability to equally participate in discussions. Our results show that participants could freely express viewpoints and that facilitators took care of inviting everybody. Discussions were open and mainly guided by participants' concerns. However, during the fourth meeting, following the absence of several participants, several employees from the municipality joined the work groups and tended to influence the discussions.

Digital support

Digital tools might be used for different purposes in relation to the assembly or to the purpose of the assembly, i.e., developing a municipal master plan.

Digital tools were used in a little extent during the course of the assembly. Some information about the purpose of the assembly and the plan for the meetings were shared on the digital

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[6] http://springmethods.co/new-blog

platform Borgerkraft. Results of the assembly were however intentionally not shared by the municipality online. One reason is that the municipality is not yet confident in this kind of technology and lacks skills. Another reason is the lack of capacity to process and share all information in a short time period. Also, it might have been difficult to present the results in a good way as they were closely related to the process and the discussion context. Further, the municipality were worried about external comments that could jeopardize the progress of the assembly. This worry was also shared by participants that were concerned by the negative influence internet trolls could have.

The municipality is open for exploring digital tools in next participation processes. They also foresee that digital tools can be used to make sense of the information and to present it in a more easy-to-understand way. This could address the criticism of a participant that found that the treatment of information between meetings was not transparent enough. Also, participants who are prevented to join a meeting could more easily keep à jour with new results.

Digital tools may also be used to share information with assembly members before meetings. One participant lacked the possibility to getting prepared to meetings. This would have contributed to increased self-confidence. Preparation may also support participants to read more background information and to reflect about challenges before meetings. In that way it may enrich discussions during meetings.

The municipal master plan was made available on the digital platform Borgerkraft in the public hearing phase. However little feedback was collected through this channel. In general, little feedback was received from individual residents, despite several announcements in media. These announcements were referring to the whole plan which might appears comprehensive to read in a busy everyday life. Another approach worth considering could have been to ask short concrete questions through media or to conduct a survey.

Another relevant application of digital tools is support for hybrid meetings. Due to the pandemic situation, some persons participated online. Digital participation was however not initially planned and not well-prepared when the need arose. No equipment was set up for hybrid meetings. As there was an unbalance between onsite and online participants (few joined online) and as discussions were open, digital participation failed to work. A hybrid meeting requires a well-structured discussion. Hybrid meetings are worth to investigate as they have the potential to facilitate participation. For instance, parents of young children are often too busy to join physical meetings. Also, persons with physical disability may have difficulties to travel to meetings.

Incentives to participate

The participants were not given any incentive to participate to the assembly. We see that they wish to learn more about democratic processes and to meet other citizens were strong drivers, and indeed the assembly meet their expectations. Participants said that they learnt a lot about the decision-making processes and that they understand better other viewpoints. These aspects may be exploited when recruiting citizens to future assemblies.

Relevant topics for further investigation

The study presented in this report focuses on the execution of the assembly. Other topics are also relevant for investigation:

- Planning and preparation of the assembly: What sources (e.g., methods, previous examples) were used by the municipality to plan and organize the panel? What sources were useful? Which should be recommended to other municipalities?
- Collaborations between the different sectors in the municipality: What collaborations were needed during the planning and implementation? What impact has this way of working on collaborations?
- Impact on the master plan: How does this plan differ from previous plans? What is the influence of the citizens' assembly?

Short time after the public hearing, the main coordinator of the citizens' assembly left the municipality for a new job position, making further investigation of the process challenging. For the municipality, the departure of the central resource is critical. As depicted on the report about the Gothenburg pilot, participatory processes often depend on a few key persons. Lack of continuity leading to shortage of skills is a main barrier for the delivery and expansion of participatory processes in municipalities.

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Appendix A: Template for participatory observations

Type of actors	
Who is participating, including a power perspective. • Residents, employees in housing companies, employees in district administration, the municipality's central administration, civil society organisations, etc. • Gender, age, class, born in the country/immigrant? • Who is there? Who is not there? Why does the constellation look the way it does? Is it a broadly representative sample of the general public?	
Clear and unbiased framing	
• The question addressed by the deliberative process was framed in a non-leading, unbiased, clear way, easily understandable to the wider public.	
Background/information provided to actors	
Breadth, diversity, clarity, and relevance of the evidence and stakeholders provided • Members were provided solid and accessible information. • Neutral information; breadth of represented viewpoints • Information adapted to members with different learning styles; materials in a variety of forms • Wide range of stakeholder views. • Transparent selection of sources. • *Possibility to submit evidence for consideration and request additional information*	

Cooperation and collaboration	
Modes of cooperation also says something about power. • Who collaborates during a meeting and in what way? And regarding what? And what topics are dealt with little or no collaboration? • Are networks are forming during these interactions? Are there parallel networks? Are they inclusive or exclusive? Do they form around the use of digital tools? Or separated from such tools? • Also note whether some of the actors obviously cooperate outside the current meeting / process, and regarding what.	
Quality of judgement • Consideration of conflicting values • Emphasis on diversity of viewpoints • Exploring uncertainties. • Justifications for different viewpoints. • Members approached the process with open-mindedness. • Members considered and integrated range of evidence in their judgements.	
Neutrality and inclusivity of facilitation • Inclusiveness, equal access to speaking, appropriate balance of small group and panel discussions throughout deliberation. • Enough consideration for marginalised communities to be heard. • Facilitation was neutral regarding the issue addressed. • Any online tools used equally accessible to all members. • Transparent/neutral online tools	
Accessibility and equality of opportunity to speak • Equal opportunities to speak, to influence the discussions • Equal access to any necessary support, tools, or resources. • Opportunity to provide ongoing feedback and suggest modifications of the process.	
Respect and mutual comprehension • Interactions amongst members were respectful. • There was careful and active listening, as well as interactive deliberation that allowed members to weigh each other's views. • All members felt heard in the process.	

Tools and type of participation	
Which digital tools are used? • Why are they used? Who brought them in? Who runs the tools? • What **analogue tools** are used (drawing, physcal models, examples from the physical environment, etc.)? Why are they used? Who brought them in? Who runs the tools? • What do the participation consists of; **What are people doing, concretely**? Is it individual or collective participation? is it about joint learning or some form of co-creation (co-design; co-planning; co-creation)? • What **contextual factors seem to affect the participation**/collaboration? Meeting space, regulations, time of day, disturbances, etc?	
Level of participation	
The level of influence the participation provides to the participants, and to different groups of participants. • Arnstein's ladder can be used for such analysis: 1 manipulation; 2 therapy; 3 information; 4 consultation; 5 pacification; 6 partnerships; 7 delegated power; 8 resident control. • ParticipaLab: Those who have the right to <u>understand</u>; speak; cooperate; <u>propose</u>; have a different opinion; care; and or make decisions. • Nesta's Typology of digital democracy: Citizens who contribute information; <u>ideas</u>; technical <u>expertise</u>; discuss / talk; <u>develop proposals</u>; examine proposals; make decisions; <u>follow up and evaluate.</u>	
Outcomes related to complex societal processes	
Concrete and immediate outcomes of the process. • Are there evident instances of aha-moments or innovations? What was the **next step planned** (if there was one)? • Does there seem to be any more **long-term outcomes**?	
Use of digital tools • Did the use of the digital tool tend to distance the discussion from complex societal problems, or seemed to be helpful?	

Appendix B: Questions for semi-structured interviews of assembly members

The interview was held in Norwegian. The questions have been translated.

The interviews lasted approximate 1 hour, and there are four sections to the interview:

- Background
- Value of participating in decision-making processes
- Experience of participating in the Trondheim citizens' assembly
- Wish to participate in the future

Introduction and background

- A little about you: where do you live? your activities
- How long have you lived in Trondheim
- Are you involved in voluntary activities, political activities,...
- What is your relationship with politicians and the authorities - those who make decisions in the municipality?

Value of participating in decision-making processes

What is your opinion of how decisions are made in Trondheim or other municipalities?

- Who do you think is responsible today for decisions about strategy for the city?
- What do you think drives these decisions?
- What three words come to mind when you think of decision-makers in the municipality?

What is your experience with interaction with decision-makers in the municipality?

- When do you hear from them? What do you hear from them? How often do you hear from them?
- Is there anything if you see arousing trust in the authorities?

How are you and other residents involved in decision-making? What opportunities are there to participate?

- Can you describe any previous experiences you have had of being involved in decision-making in society (other than the Trondheim panel)? How did you compare it to the Trondheim panel?
- If you have not been involved before, what has held you back from participating? What was different this time?
- To what extent do you feel (personally) listened to by your municipality? To what extent do you think your municipality listens to other residents/local residents/the public?

Experience of participating in the Trondheim citizens' assembly

How did you first become aware of the citizens' assembly?

- What motivated you to participate?
- How did you expect the process to be?
- What made the process easy to be a part of? What prevented you from participating?

How was participating in the project overall?

- What did you like/dislike about participating?
- What surprised you?
- How much collaboration took place? What did you like best? What didn't you like?
- How much influence do you think the Trondheim panel will have?

What do you think you were able to influence? And what couldn't you?

- Have the participants been given the opportunity to influence
  - the primary goal of the Trondheim Panel?
  - the implementation of the process?

Can you tell us about the process? How did you feel all the way? What went well? What didn't go well?

- When did you feel most motivated to participate / to get involved?
- What things were difficult to understand?
- When did you feel most able to contribute and why?
- Did you feel listened to throughout the project?
- Did anyone participate digitally in your group? How was it?
- Have you looked at platform citizen power?
- Did you talk to friends and family members about the panel while attending? If so, what did you say about it?

Does the panel feel successful to you?

- Have you heard from the municipality since the panel ended? Should you receive information?
- Would you consider participating in another panel in the future?

How has the panel affected you, your life, your view of decision-making...?

- When you meet new people, look for local activities, look at local issues
- Has the panel changed how you interact with others or the space around you?

Aspirations for the future of governance and participation

To what extent did participating in the panel affect how you feel about:

- Your local area?
- Politicians and the authorities in the municipality?
- Other residents?

If you could change one thing about how decisions are made in your society in the future, what would it be?

- Do you have concerns about the future of democracy and decision-making in Trondheim?
- Can you think of any events that have happened in the past that have motivated people around you or in Trondheim to make a change?

What do you think about using technology to participate in decision-making in your society in the future?

- Where do you think technology can play a greater role? What benefits do you think this will bring?
- Do you have any concerns?

If you were responsible for running a citizens' assembly in the future (like the one you just participated in), what would you do to make it better?

Appendix C: Questions for semi-structured interviews of municipality advisers

The interview will last approximate 1 hour, and there are four sections to the interview:

- Background and role

- Value of participation

- Current experience of the PB process

- Experience of the tool

- Aspirations for the future of governance and participation

Introduction, background and role

- Firstly, can you tell me about your role in the organisation?

- What are your main tasks and/or responsibilities? How does your role relate to other departmental groups and roles?

Value of public participation to their organisation

To explore the perceived value of participation to their organisation and organisational objectives.

What is your perspective on public participation in decision making in your institution?

- To what extent does your institution currently involve the public in decision making?
- What types of decisions/policy areas do you believe should/should not involve the public? Why?

How positively or negatively is public participation perceived in your organisation (i.e. by colleagues, senior leaders)?

- Is there a shared perception of value in public participation in your municipality/organisation? Which parts of the municipality/organisation typically support participation and which oppose? Why?

How do you feel about using technology/digital tools to support public participation?

- What are the benefits/challenges of using technology/digital tools to support public participation?

Can you describe your journey with participation in Trondheim, what have you tried to do before the citizens assembly, what barriers have you faced and how have these been overcome?

- How was the process started? What was the remit of your group?
- How has participation been received or positioned to different policial parties?
- What are the ambitions that you've had to dampen? What are the conditions that other teams have set?
- What are the methods for starting that have been successfully replicated across the network?

To explore the experience of the PB process, the perceived benefits and challenges, institutional acceptance of the process and the perceptions of technology.

Overall, how do you feel about the citizens assembly process we have just conducted?

Why was a citizens assembly pursued in this case?

- What were you hoping to achieve? What problems were you hoping to address?
- What was driving investment in this?

Can you map out the citizens assembly process and describe any key successes or challenges throughout?

Through each phase:

- What went well/less well throughout the process?
- At which point did you believe you had the best /worst engagement with public participants?
- At which point do you believe you had the most/ least institutional buy-in?
- How could the process have been improved to gain the most institutional traction?
- Where could technology have played a greater or lesser role?
- Which parts of the process were more inclusive or excluding?

What types and levels of participation took place?

- As you carried out your citizens assembly, in what way did cooperation and/or collaboration take place? Who took part? Who didn't?
- Can you reflect on the citizens' influence: how much did you as organizer control the process and how much power did you hand over to the citizens? Did you land in a reasonable level of influence?

What were some of the important roles and stakeholders involved in the process?

- Who were the most important people involved?
- Who should have been there that wasn't?
- How was outreach and messaging managed? What worked well/less well?
- Do you have any observations about proposers, who makes proposals, what the proposals are about?

Have you achieved the goals you intended to with the process?

- What supported or hindered enacting outcomes from the process?

Initiatives such as citizens assemblies often involve shifting power and decision making from civil servants experts to citizens. What has the reaction been to this amongst you and your colleagues?

- How was the process perceived by your wider organisation?
- How has this changed attitudes to working in this way in the future?

Experience of the tool

To understand the benefits and challenges of the tool (Decidim), what it was like to work with and perceptions of how they were used.

How was the platform for you to use?

- What did you gain / lose by doing this process with the tool?
- What worked well about the platform? What did you find frustrating?
- How was the submission stage? How was the voting stage?
- What were the components and characteristics of the tool that worked well?

What did the use of technology enable you to do that wouldn't have been possible otherwise?

What was the impact on process, decision making, policy and participation from applying technology to citizens assemblies?

- What are the technical capabilities of managing and implementing [CI] tools?
- How did the use of technology impact institutional perception of the process?
- What part of the process could have benefited from the application of technology? (prompts: too much information to review, repetitive tasks)

Aspirations for the future of governance and participation

To explore perceptions of the future of governance and how this might change from today, and some of the risks for expanding participation and the use of technology.

What are your hopes for public participation in the future?

- At what stage in policy or decision making would you benefit from more input from the public into the future? In an ideal world, how would you receive that?
- What are some of the legal, procedural or ethical risks and challenges of expanding participation/PB?

What role do you feel technology should play in supporting public participation in the future?

- What do you think the biggest barriers are to using technology tools for public participation?

What institutional or cultural conditions enable change and innovation in government/organisations?

- What are the organisational conditions required to adopt new technologies in decision making?
- Can you give examples of when innovations (technical or process) have been effectively scaled, and why?
- What have been the barriers and enablers to embed and scale technology in decision making?
- In what ways, if at all, do you think technology could be used more widely to support public participation?

What do you see as the main arguments for or against scaling up the approach you've just carried out?

- Is there a clear business case for scaling PB?
- Who is driving the PB agenda and why?
- What are the greatest risks for the sustainability of participation?

Appendix D: Coverage of questions in the Co-creation radar

Objectives		
	Questions	*Coverage in the study*
Democracy	Who initiated the process and framed the issue?	x
	Is there something in the history of the area when residents have been let down, affecting their trust towards authorities?	Not relevant
	Is the primary goal of the project to democratise decision-making?	x
	Have the participants, residents included, been given the opportunity to influence the primary goal formulation? Can the participants themselves influence the implementation of the project?	x
	Is the participatory process conducted transparently and openly?	x
	Is the operational model seen as legitimate?	
Sustainability	Do the objectives of the project take into account ecological, social, and economic sustainability?	x
	Is the project linked to relevant sustainable development programmes/goals and policies affecting the residents' trust/participation (for example discriminating/hindering policies that makes it harder for groups to organize, find jobs, housing etc.)?	x
Topicality	Are the objectives of the project carefully justified and based on considered judgment?	x
	Are they timely?	
	Does the participatory process focus on issues and problems that inhabitants consider most urgent to solve?	x
	Have the objectives been open to modification when necessary?	

Implementation		
	Questions	*Coverage in the study*
Planning and anticipation	Have sufficient resources been allocated to the project?	x
	How have the participatory process questions been framed?	
	How has the accessibility of events been taken into consideration?	x
	How have the tools and methods used in the participatory process been selected?	
Quality and efficiency	How are the quality of the implementation of the project and the efficient use of resources balanced?	x
	Is the chosen management method effective?	
	What strategies are used to communicate about the project?	x
	How are events facilitated?	x
	What are the discussions at the events and on the platform like?	To be investigated
	What kind of digital support has been arranged?	x
	Were participants provided with neutral background information representing diverse viewpoints, sufficient for effective participation?	x
	Were all participants given equal opportunity to speak?	x

	Does the result fully reflect the judgment of the group, including views that were not supported by the majority?	x
Assessment	What kind of evaluation activities have been planned for the project?	
	How will the project's indirect effects be assessed?	
	How is data collected, analysed, and to whom is it reported?	
	Has the project been modified following the assessment?	

Actors		
	Questions	*Coverage in the study*
Representativeness	How heterogeneous was the group of participants?	x
	Who took part?	x
	Hence, what did the participation look like compared to the demographic picture of the area?	Not relevant
	How representative are organizers compared to that picture?	x
	How do they listen and interact with different groups?	x
	Are there methods to specially involve groups that have less power (for example special quotas, ear marked resources, collaborations with local community organizations, more outreach etc.)?	
	How was the representativeness of future generations taken into account?	x
Motivation and level of participation	How motivated were the participants?	x
	Were they satisfied with the participation?	x
	How would you assess the level of participation?	
	Did they network with other stakeholders?	x
	Did they receive compensation for their participation?	x
	Were there special reasons why people chose not to participate?	
Learning and empowerment	Did the participatory process empower the participants, especially residents, thus making them feel stronger and giving them power over things they consider important?	(x)
	What did the participants learn during the participation process?	x
	How did participants collaborate with others?	x
	Did the competition aspect of the participatory process hinder collaboration between participants?	
	If applicable: Do the participants have a better understanding about substantive discussions and/or the decision-making process?	x

Outcomes of the participatory process		
	Questions	*Coverage in the study*
Institutional skills and expertise	How has the participant's organisation developed?	
	Does the organisation support collaborative learning from the participatory processes?	x
	Have their view of the residents changed, for example, do they perceive residents more as experts and knowledge producers than before?	
	Have outside experts been consulted, e.g., through research cooperation?	x

	Did organizers receive training?	x
	Were there sufficient resources allocated and opportunities sought to develop in-house expertise?	
Decision-making and accountability	How committed is the organisation to the project?	x
	How is participant feedback linked to decision-making?	x
	How was the feedback analysed?	x
	What feedback have participants received and how was such feedback communicated?	x
	Does the impact (influential conclusions and/or actions) of the participatory process correspond to the mandate it was given?	
	Did the project achieve its general objectives?	
	Was the process considered legitimate?	x
Societal impacts	a) Institutional impact:	
	What new collaborations with universities, museums, schools, businesses, and other stakeholders have arisen? Have any new businesses been created?	Not relevant
	Has the participatory process inspired changes in the organisation's entrenched practices?	x
	Have decision-makers learned from residents?	x
	Has the participatory process potential to influence the residents' and the community's long-term organizing and power?	
	b) Physical impact:	
	Did the participatory process influence the physical environment?	Not relevant
	Was the quality of the result satisfying, thus did the results of the physical change become something that participants appreciate and need?	Not relevant
	c) Wider context:	
	Did the participatory process tend to be helpful or distance the discussion from complex societal problems such as climate change and increasing injustices?	