

[REDACTED]

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**From:** [REDACTED]  
**Sent:** 28 June 2018 15:33  
**To:** [REDACTED]  
**Subject:** FW: URGENT: Briefing request

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**From:** [REDACTED]  
**Sent:** 03 February 2018 14:51  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** URGENT: Briefing request

[REDACTED]

With apologies for the extremely short notice, I've just been informed by the Irish that their Minister will ask Ms Constance about our experience with online consultation and engagement when they meet in Milan on Monday (see below). I've had a look around objective but can't see any obvious briefing. Could you send me a few headline points asap on Monday morning please? Just enough for the minister to have a reasonably informed conversation, we can follow up directly with more detailed info following the visit. I'll be working off BB so no objective links please.

Thanks in advance.

[REDACTED]

I've just discovered Scotland's consultation portal <https://consult.gov.scot/>. Our Minister has a great interest in getting an equivalent platform right here and I think the system you use, which I understand is from <https://www.citizenspace.com/info> could really fit the bill. We'd be really interested in learning about your experience in Scotland with operating this system. In more general terms our Minister would like to hear about Scotland's approach to consultation / engagement and how a digital platform supports it.

[REDACTED] Engage | Directorate for Local Government and Communities | Scottish Government | 3-F North,  
Victoria Quay | EH6 6QQ | T: [REDACTED] M: [REDACTED]

<< File: OGP - BRIEFING FOR MILAN - ANGELA CONSTANCE - 5 FEBRUARY 2018.doc >>

<< File: Agenda.pdf >>

<< File: Milan speaking note.docx >>

[REDACTED] Ingate | Directorate for Local Government and Communities | Scottish Government | 3-F North,  
Victoria Quay | EH6 6QQ | T: [REDACTED] M: [REDACTED]

[REDACTED]

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**From:** [REDACTED]  
**Sent:** 25 January 2018 12:05  
**To:** [REDACTED]  
**Cc:** Cabinet Secretary for Communities, Social Security and Equalities; Gallagher S (Stephen)  
**Subject:** Open Government Leaders' Forum

Hi [REDACTED]

As discussed, Ms Constance has requested that we have additional official support for the Open Government Leaders' Forum in Milan on Monday 5 February.

In yesterday's meeting, we discussed that officials would take forward any speaking contributions during the afternoon session which would allow Ms Constance to undertake bi-laterals. It would be helpful if [REDACTED] could lead on the speaking commitments for the afternoon; and you could come along to provide official support to the Cab Sec for the bi-laterals.

I know you said you had prior commitments on the Monday so appreciate this may take some working out. Please let us know if we can do anything to help or you'd like to discuss further!

Thanks,

[REDACTED]

[REDACTED]  
Deputy Private Secretary to Cabinet Secretary for Communities, Social Security & Equalities  
The Scottish Government | St Andrew's House, Regent Road, EDINBURGH EH1 3DG  
T: [REDACTED] | M: [REDACTED] E: [cabsecCSSE@gov.scot](mailto:cabsecCSSE@gov.scot)



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[REDACTED]

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**From:** [REDACTED]  
**Sent:** 28 June 2018 15:33  
**To:** [REDACTED]  
**Subject:** FW: OGP Milan

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**From:** [REDACTED]  
**Sent:** 27 February 2018 12:28  
**To:** Cabinet Secretary for Communities, Social Security and Equalities  
**Cc:** [REDACTED], MacKinnon D (Donna); Gallagher S (Stephen); Communications CSSE; [REDACTED]  
Campbell J (Jeanette); [REDACTED]  
**Subject:** RE: OGP Milan

[REDACTED]

Please find attached a note for Ms Constance to send to FM and Ms Hyslop following her attendance at the European Open Government Leaders Forum. I have also attached a note of the outcomes of the event which has been circulated by the Italian Government for Ms Constance's information.

Regards

[REDACTED]

   
Open MILAN  
Government Par... OUTCOME DOC...

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**From:** [REDACTED]  
**Sent:** 01 February 2018 16:58  
**To:** Cabinet Secretary for Communities, Social Security and Equalities  
**Cc:** [REDACTED]; MacKinnon D (Donna); Gallagher S (Stephen); Communications CSSE; [REDACTED]  
Campbell J (Jeanette)  
**Subject:** OGP Milan

[REDACTED]

I apologise for the delay in getting this to you, we have only just received confirmation that the Cabinet Secretary will take part in fishbowl two. I have attached the agenda and speaking note separately.

We are still waiting on information about the Ministerial lunch but I will forward as soon as I receive it.

Regards

[REDACTED]

## OFFICIAL SENSITIVE

**First Minister  
Cabinet Secretary for Culture, Tourism and External Affairs**

### REPORT OF VISIT TO MILAN 5 FEBRUARY 2018

#### BRIEF OVERVIEW

I represented Scotland at the European Open Government Leaders Forum in Milan on 5 February 2018. The event was hosted jointly by the Italian Government and the Commune of Milan, with the theme of the day being 'Participation as a key to better policy making'.

I took part in a fishbowl discussion on how we implement participation, alongside government and civil society partners including, Klaus Vitt, Secretary of State at the Federal Ministry of the Interior and Commissioner for Information Technology Germany; Patrick O'Donovan TD, Minister of State for Public Procurement, Open Government and eGovernment, Ireland; Vanessa Liston CiviQ an Irish civil society organisation and Federico Guerrieri of Eurocities.

I spoke about the increased appetite from the public to be involved in decision making following the two referenda, and our approaches to improving participation across government. I was struck by the range of different approaches to participation across Europe and the opportunity for us to demonstrate the wide range of approaches we are delivering in Scotland.

There was no Ministerial attendance at the summit from the UK Government, they were represented by a Cabinet Office official.

The forum was attended by around 170 people including political, government, community and civil society leaders.

#### KEY OUTCOMES

- Demonstration of Scottish Government commitment to increased participation, Open Government and strong support for working in partnership with civil society

#### GOVERNMENT MEETINGS

Marianna Madia, Minister of Public Administration and Simplification, Italy.

Patrick O'Donovan, Minister of State for Public Procurement, Open Government and eGovernment, Ireland.

OFFICIAL SENSITIVE

Mounir Majhoubi, Minister of State for the Digital Sector at the Prime Minister's Office, France.

**OTHER ENGAGEMENTS, VISITS & MEETINGS**

Sanjay Pradhan Chief Executive Officer, Open Government Partnership

Lucy McTernan, Scottish Council for Voluntary Organisations

**ANGELA CONSTANCE**

**Cabinet Secretary for Communities, Social Security and Equalities**

# EUROPEAN OPEN GOVERNMENT LEADERS' FORUM

PARTICIPATION AS A  
KEY TO BETTER POLICY-MAKING

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## EUROPEAN OPEN GOVERNMENT LEADERS' FORUM Participation as a key to better policy-making Milan, 5 February 2018

### MILAN OUTCOME DOCUMENT

The European Open Government Leaders' Forum was organized by the Italian Government and the City of Milan, together with the Open Government Partnership (OGP), with the goal of generating new political support for open government and strengthening commitment to action. Over the course of one day in Milan, the Forum gathered from across Europe members of Governments, policy-makers, senior civil servants, high-level experts, Civil Society Organizations as well as representatives from the European Union and the OECD. Agenda and multimedia material are available on the [Forum's webpage](#).

The Forum took place on the first day of the Italian Open Government Week (5-11 February) that in 2018 will go global for the first time with events taking place worldwide in the week of May 7.

The role of civic participation for better policy making and improved public governance systems was the focus of the Forum. A series of interactive discussions took place to share experiences and better understand how participation can effectively restore trust between public institutions and citizens, foster innovation and improve public services. A show case of participation best practices at local level was available throughout the day. The discussions were centered around three pillars.

#### WHY DO WE NEED PARTICIPATION?

Participation is of crucial significance to the legitimacy and future of democracy in Europe: it is fundamental in order to move our representative democracies towards participatory democracies and to promote active citizenship.

New frontiers of participation are needed to ensure that citizens feel a genuine sense of empowerment to shape public policies which respond to their concerns. The problem of trust has even surfaced in countries that are quite open, and have traditional consultation



mechanisms. Citizens do not just want to have their say during elections every few years, or only engage in traditional consultation processes which can be manipulated by special interest groups or choreographed to arrive at predetermined conclusions.

There are many challenges on the road to a more inclusive and effective participation of citizens; from the difficulty of establishing an engaging narrative between private and public actors, to the complexity of removing cultural barriers to participation. Arguably, citizens tend not to get involved when they perceive that “things are okay”, and rely on elected representatives. Such behavior can however promote an increasing detachment from complete and sound information.

Moving beyond representative democracy towards an effective participative democracy, with a culture of participation, is key to reestablishing trust between citizens and institutions at local, national and European level. Through participation, today’s distrust in public institutions may be reversed and, at the same time, the quality of ideas and initiatives aimed at the betterment of society might be enriched. Civic dialogue can connect formal processes to informal means of participation, such as protests, petitions and social media activity. This in turn can reduce the need for localized protests driven by a sense of imbalance in representation, a particularly prominent issue in the case of major infrastructure projects.

The aim of participation is to increase trust, promoting a sustainable balance of interests, mutual understanding and credibility among different actors. This participation is built on the desire to proactively collaborate; the ability to speak plainly; the motivation to listen; the capacity to understand; a willingness to respect different views and needs. It is also built on transparency in decision-making processes from early stages and the willingness to monitor, re-assess and adjust policies.

## **HOW DO WE IMPLEMENT PARTICIPATION?**

Discussions on effective participation highlighted the importance of transparency of processes, goals and results; structures that enable people to access information in a timely and meaningful way; and identifying, including and motivating interested citizens to provide detailed and relevant feedback on specific issues. Taken together, these are catalysts for meaningful participation policies and they address the risk of participation exercises becoming biased and of private interests taking advantage of participatory tools.





Participatory budgeting, digital innovation in legislative and policy processes, and public debate are tools that can be implemented at all levels of government. It is important to use the right kind of tools and channels that best suit the target groups and adapt to the overall policy context: in this way there is greater potential for participation, even more so at the local level.

Vulnerable groups are easily overlooked in participation and it is imperative for them to be included in public dialogue (for example, youth, women, minorities and refugees). One of the new frontiers for participation in Europe should be to focus on the inclusion of marginalized groups in order to mitigate the risks of radicalization, which can be fueled by exclusion and grievances.

A current shift in direction is from an open government to an open State where adequate levels of transparency, participation and accountability are required from all the public governance actors (judiciary, legislature and government). Open government and participation policies need to be institutionalized and embedded in a country's governance culture, with adequate dedicated human and financial resources.

It is fundamental that a culture of openness is built - not only in the public sector, but also within civil society organizations, the private sector and the media, demanding the same level of transparency, integrity, accountability and opportunity from all groups. Continued efforts from all groups and actors are needed to implement participatory policies in an effective and meaningful way.

## **WHAT DOES THE FUTURE HOLD FOR PARTICIPATION?**

In addition to inclusivity, two other new frontiers for participation include direct citizen engagement and deliberative democracy. Direct citizen engagement should allow people to participate directly in policy matters that shape and affect their lives; deliberative democracy allows citizens to engage in deeper dialogues on complex policies, debate tradeoffs, make compromises, and use facts to shape decisions that affect them.

The future of participation also seems oriented towards an increasing reliance on digital innovation and the need for our democracies and governance systems to change and adapt to the digital age. Care needs to be taken so that digital tools and solutions are accessible, understood by citizens, and built and used for the general interest.



The future of participation relies on co-creation processes that combine both online and offline collaboration. In order to promote such practices, it is fundamental that digital innovations promote simplification and do not increase the digital divide. Co-shared physical and digital places might help in promoting a wider understanding of digital innovations.

To facilitate the uptake of participatory policies and digital innovations, investment in education and skills should be increasingly pursued via local, national and European projects. This is especially needed for reaching our youngest generations. The ultimate goal could be to develop a two-way system of participation: not only governments should be able to mobilize citizens, but also citizens should be able to mobilize governments.

A more inclusive and participatory society can have a role in reducing poverty and fostering economic growth. Access to open data and open software can enhance transparency and participation. It can also encourage innovation and creativity.

OGP provides a unique platform for establishing effective dialogue between government and citizens, where an exchange of good practices and innovation is possible. OGP and other international organizations such as the OECD, that recently adopted the Recommendation on Open Government, are essential for the continuous promotion of open government principles and in scaling up participatory reforms across Europe, also within the framework of EU-led policies.



[REDACTED]

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**From:** [REDACTED]  
**Sent:** 28 June 2018 16:31  
**To:** [REDACTED]  
**Subject:** FW: European Open Government Leaders' Forum  
**Attachments:** MILAN OUTCOME DOCUMENT.pdf  
**Importance:** High

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**From:** [REDACTED]  
**Sent:** 23 February 2018 16:25  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** European Open Government Leaders' Forum  
**Importance:** High

Dear participant,

Let me thank you for contributing to the success of the first European Open Government Leaders' Forum organized by the Italian Government and the City of Milan together with the Open Government Partnership (OGP), last February 5 in Milan.

I am sharing with you an Outcome Document which summarizes the most relevant findings of the fishbowl conversations. Please also find [here](#) a link to the best practices on display in our poster gallery and to the photos and videos from the event.

I hope our discussion and exchanges helped raise awareness and strengthen commitment and laid the ground for future opportunities of cooperation.

Sincerely yours,

[REDACTED]

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On.le Maria Anna Madia  
Ministra per la Semplificazione e la  
Pubblica Amministrazione  
Palazzo Vidoni  
Corso Vittorio Emanuele II, 116  
00186 ROMA

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[REDACTED]

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**From:** [REDACTED] on behalf of Cabinet Secretary for Communities, Social Security and Equalities  
**Sent:** 17 January 2018 15:55  
**To:** [REDACTED] Cabinet Secretary for Communities, Social Security and Equalities;  
[REDACTED]  
**Subject:** RE: Invitation - European Open Gov Leaders' Forum - Milan, 5 Feb 2018

H [REDACTED]

I can confirm I have booked flights flying out on Sunday 4<sup>th</sup> February at 16:20 and flying back on Monday 5<sup>th</sup> February at 18:45. I have also booked the [REDACTED] for the Sunday night.

Many thanks for your help.

[REDACTED]

[REDACTED]

Diary Secretary  
Cabinet Secretary for Communities, Social Security and Equalities  
Scottish Government, 1W:11, St Andrews House, Edinburgh, EH1 3DG

Please read Cabinet Secretary's preferences: [Cab Sec Preferences](#)

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**From:** [REDACTED]  
**Sent:** 16 January 2018 13:32  
**To:** Cabinet Secretary for Communities, Social Security and Equalities; [REDACTED]  
**Subject:** RE: Invitation - European Open Gov Leaders' Forum - Milan, 5 Feb 2018

Thanks – as you know I am going too and will be travelling on Sunday and returning on Tuesday morning, so that I can ensure I cover the afternoon events. Let me know where you arrange for travel and hotel and I will ensure I am there or close by.

[REDACTED]

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**From:** [REDACTED] On Behalf Of Cabinet Secretary for Communities, Social Security and Equalities  
**Sent:** 16 January 2018 13:23  
**To:** [REDACTED] Cabinet Secretary for Communities, Social Security and Equalities; [REDACTED]  
**Subject:** RE: Invitation - European Open Gov Leaders' Forum - Milan, 5 Feb 2018

Thanks [REDACTED]

We'll let you know when we have details confirmed!

PS/Cabinet Secretary for Culture and External Affairs

**REQUEST FOR APPROVAL BY CABINET SECRETARY FOR CULTURE AND EXTERNAL AFFAIRS FOR OVERSEAS TRAVEL**

**Purpose**

1. As required by Chapter 9 of the Scottish Ministerial Code I am writing to request permission for Ms Constance to travel to Milan, Italy to attend and speak at the European Government Leaders Forum.

**Details of the Visit**

2. The event takes place in Milan on 5 February 2018. If approved, Ms Constance would travel out to Milan on Sunday 4 February; returning Monday 5 February 2018, as such the Cabinet Secretary would not be absent from any parliamentary business.

The original invitation was extended to the First Minister from the Italian Federal Government and Special Advisors have recommended that Ms Constance accept.

**Post-visit report**

3. A post visit report will follow.

**Conclusion**

4. I would be grateful if you could confirm if you are content for Ms Constance to undertake this visit as outlined above and at Annex A.

[REDACTED]  
DPS to Cabinet Secretary for Communities, Social Security & Equalities  
[REDACTED]

Copy List:	For Action	For Comments	For Information		
			Portfolio Interest	Constit Interests	General Awareness
Cabinet Secretary for Culture, Tourism and External Affairs  Minister for Parliamentary Business	X		X		

Stephen Gallagher  
Donna Mackinnon  
