Fournis, S., François, S., Jégou, F., Rousseau, C. **"(Re)designing governance for social change"** in PERL conference, Berlin, Technische Universität, 2012.

This paper exposes 2 research studies on the future of Agenda 21. It was presented during the 2nd PERL International Conference entitled "Beyond Consumption, Pathways to Responsible living" at the Technical University of Berlin, 21-22 March 2012

Abstract

How can we rethink governance to facilitate local sustainable transformations?

This paper is based on two parallel researches on the future of Agenda 21:

↗ a foresight group called Rio+20 and after: the future of Agendas 21 promoted by the Bureau des Territoires of the French Ministry of Ecology, Sustainable Development, Transport and Lodging;

↗ a projective assessment aiming at outlining the development of Agendas Iris 21 of the Brussels-Capital region promoted by Belgium regional Ministry of Environment, Energy and Urban Renovation.

The first part presents the methodological processes designed for participative scenarios building and based on collaborative workshops with Agenda 21 stakeholders, immersion sessions in the local institutions, collaborative scenario

building, investigation of Agenda 21 identity, active partnership with ordering institutions and open communication process.

The second part presents the scenario produced by both projection process leveraging on the Rio+20 conference to foster strategic conversation at local, regional, national and European governance levels.

The third part discuss the different emerging designs of policy instruments from the scenarios such as hybrid forms of partnership, platforms to support multilevel transversally, participative visioning, transformation of public action by an acupuncture of micro-experimentations or co-evolution between experience of participants and experimentation of new solutions.

1 / Introduction

The World Summit in 1992 in Rio was expecting a large deployment of Agenda 21. This process started at various pace according countries. In France and in the Brussels-Capital Region in Belgium, both cases focused by this paper, Agenda 21 respectively took off in the 00's with the definition of a French Agenda 21 local sustainable development project reference framework in year 2000 and during the 2007-2011 period with the launch of a Agenda Iris 21 annual call for tender supported by the regional Ministry of Environment and its Bruxelles Environnement administration.

The coming Rio+20 Summit is both pretext and occasion for evaluation of the work done so far and for conducting local foresight activities to envision and outline possible evolution of the Agenda 21 process.

In France, the Ministry of Ecology, Sustainable Development, Transport and Lodging (MEDDTL) together with ETD and 4D associations and within the steering action from the National Agenda 21 Committee set up a task force called Rio+20 and after: Agenda 21 of tomorrow. This task force constituted by civil servants in charge of Agenda 21 for local authorities at local, departmental or regional level together with organization and institutions supporting them aims at setting up a foresight exercise in order to envision possible futures of local Agenda 21 process in France. Strategic Design Scenarios sustainable innovation lab was involved to support the organization of the participative scenarios building and visualizing process.

In the Brussels-Capital Region, the Belgium Regional Ministry of Environment, Energy and Urban Renovation and Bruxelles Environnement proposed a call for tender to assess the first 10 Communes (neighborhood local authorities) and CPAS (Public Social Action Centre) who completed the Agenda Iris 21 process. EcoRes sustainable development consultancy and Strategic Design Scenarios joint offer to conduct a participative assessment involving all stakeholders engaged in Agenda Iris 21 process has been selected. In particular local coordinators of Agenda 21 in Commune and CPAS, AVCB and FGF associations facilitating the process, Bruxelles Environnement and the Regional Ministry of Environment, Energy and Urban Renovation collaborate to co-produce a projection of Agenda Iris 21 and scenarios of development of the process at regional level.
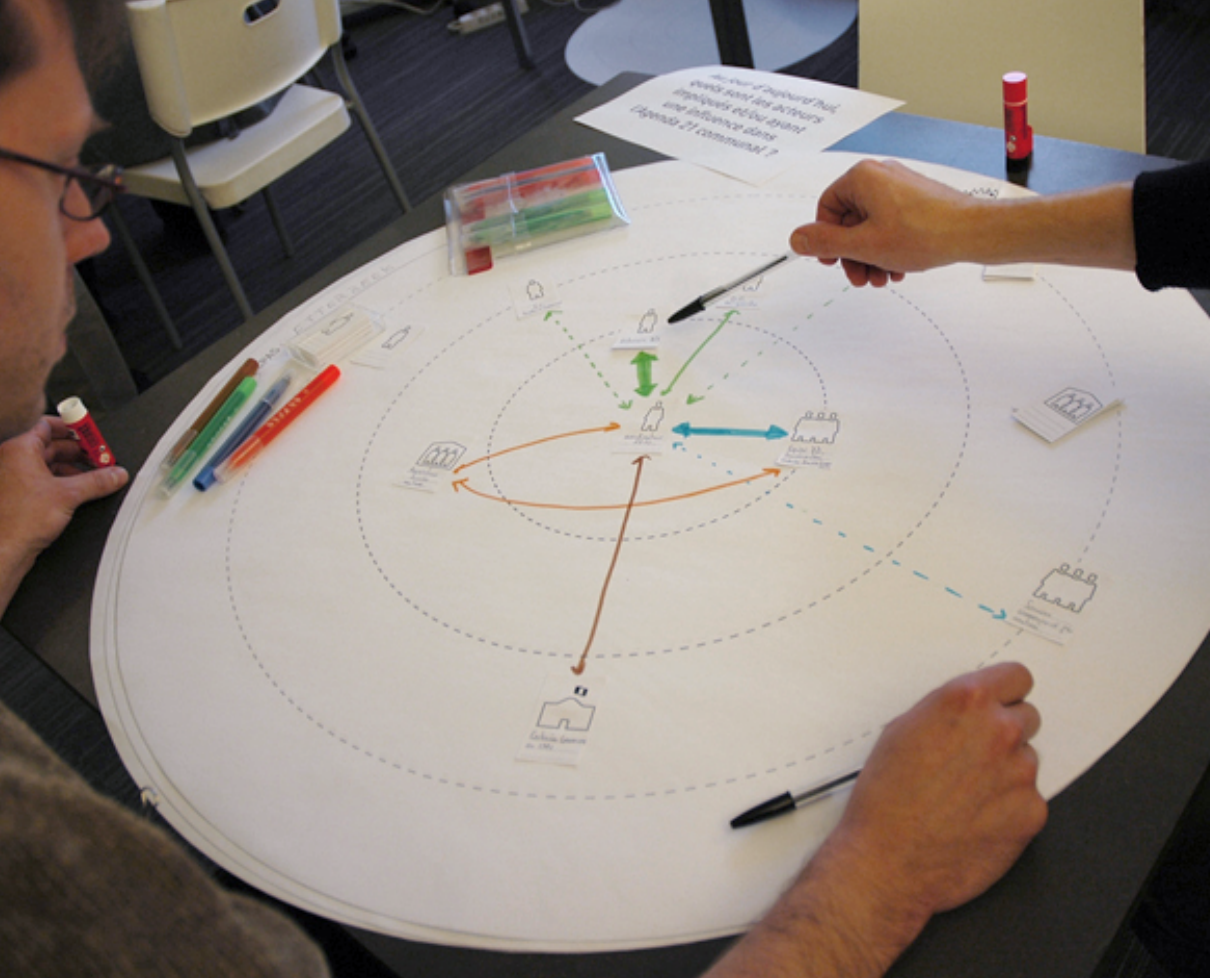
2 / Methodology

Both scenarios building processes took place over at the same period between Autumn 2011 and Spring 2012. Beyond the similarities in goals leveraging on Rio+20 event to question achievements of Agenda 21 local processes and involve stakeholders to co-develop scenarios exploring their possible futures, the respective national context in France covering between 700 and 800 Agenda 21 processes and the regional context in Brussels-Capital covering between 20 and 40 Agenda 21 processes is obviously very different. Therefore, more than a comparison of both parallel participative scenario building methodology that would hardly make sense, this section will review the different tools and methods adapted to both different contexts and study specific settings to outline the characteristic of the general co-design approach promoted by Strategic Design Scenarios.

2.1 / Collaborative workshops with Agenda 21 stakeholders

In both cases different collective workshops have been organized with the different stakeholders involved in respective Agenda 21 processes. Beyond the difference of scale between national and regional level underlined before, the number of participants involved ranged from 15 to 25 for main stakeholders (local responsible of Agenda 21, external supports, network and cluster organizations and national/regional coordination). In Brussels as second range of 40-60 secondary stakeholders (elected people, civil servants, local NGOs, citizens...) were also involved for the purpose of the assessment process.

If we focus our description on the interaction with core stakeholders, the design of the workshops is aiming at kicking the participants out of the classical administrative reporting modes to stimulate creative interaction both within and between each of the Agenda 21 processes.

The workshop with civil servants responsible of the Agenda Iris 21 in Brussels for instance was organized as a one day open atelier

◀ Figure 1: mapping, questions-cards and self-assessment tools to stimulate a creative interaction within and between each Agenda Iris 21 teams during the Open atelier day at Strategic Design Scenarios

(Figure 1) where each local Agenda Iris 21 responsible was asked to gather and invite the necessary representative team s/he consider could better represent the Agenda Iris 21 process s/he is responsible of. Different sub-ateliers were available for participants to visit in a random process. For each of them specific activities were designed:

↗ Stakeholder mapping on a circular map organized in concentric circles and under a webcam to videotape the construction process of the map and replaying the recording in accelerate, better understand the mental representation of social proximities;

↗ Set of questions-cards where participants have to decide which cards they choose to answer to make most sense of their local Agenda Iris 21 process;

↗ Long prints of the Action plans where to highlight actions so that it makes sense from different points of view: progress in terms of transversality, systemic change of gouvernance, visibility for citizens, etc...

The purpose of the whole setting is to promote self-creative assessment where participants are enabled to change and try different postures to observe their own process, build what will make most sense of it and prove it themselves; detect gaps, barriers and enablers to enrich progressively future visions The collective dimension of the open atelier allows mutual comparisons and cross-fertilizations between the different self-assessment processes to generate a collective vision. One of the interesting findings that emerged for instance is the collective acknowledgment of a gap between the environment competences involved on the field and the fact that most of the barriers detected regards governance issues. The collective vision for future of Agenda Iris 21 is therefore requiring a better design of the policy dimension of the Agenda 21 process based on more transversality to break the administrative silos; a more structural and central position in the political process; more synergic governance across administrative levels and between

institutions.

2.2 / Immersion sessions in the local institutions involved

In the Brussels-Capital region, in-depth investigations to further investigate findings from desk researches and workshops with Agenda 21 coordinators were conducted in three different Communes and CPAS involved. The purpose was first to literally 'visit the Agenda 21 Action plan' in order to assess at real size and in action where was the real values of what was achieved and second to grasp through what people had to say – or not – about the local Agenda 21 process what was the on-going local dynamic. More than a series of appointments with the key stakeholders, the intention was to settle for 2 days in the focus public institution and improvise with formal and informal meeting when there, betting more on informal moments and spontaneous interactions rather than planned and organized meetings. 2 days are short for such a strategy requiring a minimum of time to build trust with the different populations working in the institution and for unpredicted interactions to happen, especially that the aim was also to investigate outside the institution civil society organizations and other players that may have stakes in the Agenda 21 process.

Opposite to classical methods, immersions – event short ones – brought a great value leveraging on a seriesw of effects that operates even after the first morning on the place:

↗ The guest effect: in a public institution people are rather working or passing for a short time and in both case they have specific tasks to do. Being a guest for 2 days is rather unusual especially if being a guest with no specific tasks to do. It triggers the curiosity and a certain sympathy of the civil servants;

↗ The informal posture is particularly interesting for taking opportunities of seeing people between 2 appointments,

exchanging some words in the corridor or even bringing you sandwich and sharing their lunch table. Long appointments are not always necessary to pick-up the mood of a situation and informal encounters are often richer than formal meetings;

↗ The bouncing ball effect is the phenomenon when the interaction with one person pulls another: people introduce you to colleagues in the corridor, pick-up their phone to try a last minutes encounter and bouncing from one person to another you see many more people than with the tightest planning;

↗ The residence posture derives from settling in the place, behaving like employees and therefore meeting people more than one time during the immersion as a sort of new temporary colleague.

We insist here on the in-depth field involvement that is necessary to ground understanding of a process like Agenda 21 into the experience on the spot – even a short experience – to complete a conceptual study by a sensitive human approach. Such a quick immersion is not always as smooth as it may appear – some institution were first a bit scared of this informal, commando-like intrusion – but they generate insights from the real users or stakeholders. For instance in this case, the coordinators of Agenda Iris 21 visited appeared clearly in a very paradoxical posture: the more they are integrated in the institution and therefore metabolized by the traditional administrative structure, the less they seems to be able to leverage on their position to reform the governance of the institution. On the contrary, the apparently more instable and uncomfortable postures, floating between departments, both inside and outside – in a way a similar posture to the one we experience during the immersion session – seems to be more appropriated to assume the transversal activities of an Agenda 21.

2.3 / Collaborative scenario building workshops

The scenario building process conducted with the French foresight group Rio+20 and after: the future of the Agenda 21 is articulated in

◀ Figure 2: Three sessions of two days immersion took place to share the daily context of Agenda 21 in the communes of Etterbeek, Uccle and the CPAS of Brussels.

Les "immobilisés"
Une crise énergétique majeure

Voiture inévitable?
Transports en commun : le grand...

Action sociale décimée
Quand le budget...

Rural à l'abandon
La fabrique d'un tiers espace

Entreprises résilientes

Échec de la démocratie représentative?
Le mouvement des « villes en transition » grandit...

RIO +40

L'ÉTAT ET LES TERRITOIRES FÊTENT LA COUVERTURE DE TOUS LES TERRITOIRES PAR DES PACTES

FÊTE NATIONALE

LIGNE DU TEMPS

2022
2027
2032

two steps: a visioning activity outlining the desirable situation that future Agenda 21 should help to achieve and a backcasting activity establishing the necessary steps and their articulation to pass from the current situation to the desired vision expressed in the first step. The complete scenarios building process is grounded also on an Assessment of the current situation and achievements based on an overview of the more than 700 Agenda 21 in France and on the exploration of the strategic environment to deliver a short list of Hypothesis of evolution of French Agenda 21.

The foresight group is constituted of between 20 and 30 coordinators the most active Agenda 21 at various urban, departmental, regional levels with representatives of coordination bodies and research NGOs at the national level. It meets for five one and half-day intensive workshops around a series of creative and interactive exercises to invent new visions of evolved Agenda 21 processes and build collaboratively qualitative scenarios. We present here four of the key exercises proposed:

↗ 8 local challenges for 2032 aligned with Grand Challenges at European level have been proposed to tease current Agenda 21 and prompt participants to imagine how settings of Agenda 21 should have changed at the horizon of 2032 in order to play a significant role in solving these local challenges;

↗ The visions of evolved Agenda 21 emerging from the confrontation with the local challenges was pictured through a large and varied pallet of media (i.e. an article in a national newspaper; an assessment of effective role played by the local Agenda 21; the programme of a conference organised by the Ministry of Environment, etc) in order to grasp the multiple facets of the vision;

↗ Subgroups of participants develop stakeholders roles in implementing or supporting the implementation of evolved Agenda 21. They act as local citizens, Mayors or representative of the State government to visualise the new stakeholder

◄ Figure 3: scenario building processes is based on qualitative and creative exercises using local future challenges to prompt visioning, stakeholder roles video sketches, wall timelines for backcasting, etc.

efficacité **intelligence** qualité

critique **valeur** moderne **référence** fiabilité

explicite **compliqué** lenteur

ouvert technique flou **riche** connu

ennuyeux visible **actif** réputé **organisé** limité difficile

rebutant **multiple** structuré

lourd intense juste **hétéroclite** ciblé dispersé

profond **progressif** efficace

divers dispersé **longévité** consistance malin long

judicieux intéressant crédible fiable

panorama in short video sketches;

↗ 2 meters long timelines where proposed to define for each of the selected visions appropriated policy measures, local projects, resulting actions and consequences along the timeline articulated with transition arrows in order to establish the necessary evolution process from the present Agenda 21 and assess the credibility and robustness of each step to occur and produce the desired vision for Agenda 21 in 2032 to happen.

2.4 / Investigation of Agenda 21 identity

Agenda 21 are nearly 20 year old: how are they perceived by the stakeholders of the sustainable development? What are theirs attributes as sustainable development tools? What is their reputation? Do they inspire trust? Which identity did they develop? The original concept issued from the World Summit in 1992 was widely open in order to include the multiple different initiatives of local sustainability worldwide. Therefore the identity formed is probably as heterogeneous as the different typologies of Agenda 21 but locally, within a relatively coherent national framework, it possible to outline it, to better grasp the identity capital that may be activated in the future and also the bias induced by the perception heritage.

If Agenda 21 was an object? An animal? A famous person? Would it be a friend? An enemy? Which tags would best qualify it? And unqualify it? Etc: a light questionnaire has been build using free association and projection techniques commonly used in the analysis of private brand perception fully conscious of the limits that this approach presents both in conceptual term (for the heterogeneity of levels and sizes of involved institutions) and symbolic terms (for the obvious antagonism with the consumerist culture that develop these very techniques).

A bit more than 30 civil servants, responsibles of NGOs and decision

Figure 4: Tags cloud showing the values more or less associated to Agenda 21 as one of the outputs of its investigation in terms of brand identity in the French context.

makers at various local, regional or national levels but all close to Agenda 21 processes took part to the experimentation and their answers brought to a series of tentative learning that could be summarized as such: Agenda 21 emerge as a very coherent brand: there is a convergence of its attributes whatever the question asked. It's a brand based on humanistic values, respect, resilience and strong local roots whatever tomorrow will be, it will be there and accountable.

Beyond this robust background, Agenda 21 is perceived more as an environmental issue showing a certain misbalanced reported to the 3 pillars of sustainability. It lacks of visibility: entirely focussed on its mission it doesn't take time to communicate its achievements and suffers from a lacks of recognition for that. The connotations associated are mainly positive but some are ambivalent: Agenda 21 assumes a difficult and noble task supporting local sustainable development and tends to develop an intransigent and dogmatic attitude and generate some rancour and resentment in its direct surroundings.

 Beyond its limits, the exercise indicate that there is a capital of identity to investigate and that this capital show clear limits that cannot be stretched in any direction and should be handled appropriately in the possible evolution of Agenda 21 to be considered in the scenarios building process.

2.5 / Emblematic participative processes

Aside to these main blocs of activities both of the projection processes conduct in France and Brussels-Capital region intend to be coherent with the very principles of participation, transversality, creative involvement and traceability promoted in the Agenda 21. In particular three key aspects of implementation of the work all along the process should be mentioned.

2.5.1 / Active partnership with ordering institutions

Both projection processes are based on a classical public contracting respectively and France and Belgium including a call for tender and subcontracting of consulting companies. In both cases the commitment of the institutions giving the order has been very high with active participation of the ordering institution staff to the projection processes, shared management and involvement in the co-production of the deliverables.

The Bureau des Territoires of the French MEDDTL organised together with two national research NGOs ETD and 4D form an informal steering committee contributing to organisation and synthesis, sharing with Strategic Design Scenarios the orientation and decision making about the research steps.

The initial settings of the collaborative and projective assessment ordered by the Brussels-Capital region includes from the beginning the region role in the assessment. The regular support committee was organised as real research workshop with active participation in analysis and shared steering of the process with representative from both Brussels Environment administration and cabinet of the regional MEEUR Ministry.

Although neither the French State nor the Brussels-Capital region have their own Agenda 21 they offered a shared and open partnership with their subcontractors aligning the research context with its object.

2.5.2 / Active field experiences

Major risks with involving consulting third parties in assessment or projection activities is that whatever their involvement and the quality of their approach is, it remains 'above-ground' lacking of real scale experience and finally advising on something the intrinsically don't know. The Agenda 21 process being by essence in both French and Brussels cases an internal process within public institution, it is unlikely to have experienced third parties.

Thanks to the setting of the Agenda Iris 21 in Brussels, both Strategic

RAPPORT D'ÉVALUATION DE L'APPEL À PROJETS «AGENDA IRIS 21»

FÉVRIER 2012
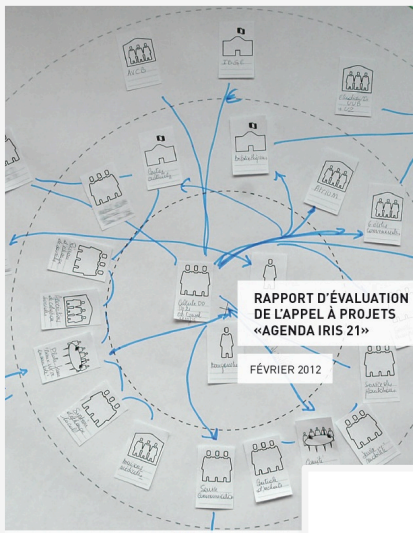
↗ **Mise en cohérence** : sa force provient de la mise en cohérence d'actions menées par différents départements au sein d'un même document, même si souvent la cohérence se « limite » à un classement thématique ;

↗ **Outils de planification** : chaque fiche action contient des informations de planification (responsable, budget, indicateurs,...) qui servent à attester du travail d'étude de faisabilité réalisé en amont et à les situer dans l'organigramme ;

↗ **Outils de monitoring** : la longueur des Plans d'action rend difficile le travail de suivi et de monitoring des actions d'une année à l'autre, et sa mise à jour est le plus souvent laborieuse ; dans certaines administrations (minoritaires) il y a un décalage entre le Plan d'action contenant beaucoup d'action et la réalité de leur mise en œuvre ;

↗ **Outils d'évaluation** : des indicateurs d'impacts sont prévus mais seules deux administrations ont fait un travail d'évaluation à partir de ces indicateur, ce qui a nécessité un travail énorme de six mois sur une année ;

↗ **Moyen de pression** : aux dires de plusieurs personnes, le plan d'action approuvé est un document qui peut être utilisé par les citoyens et par l'opposition pour rappeler aux élus leurs engagements ;

↗ **Légitimer les actions** : une action qui en fait partie pourra plus facilement être réalisée ce qui explique également la longueur des plans d'actions ;

↗ **Faire consensus** : le Plan d'action contient toutes les actions, personne ne peut ne pas être d'accord tant qu'il n'y a pas d'arbitrage à établir entre une action ou l'autre.

« Le fait d'avoir fait une liste a permis de faire passer des actions très ambitieuses ou des "mini actions" ou collègue qui ne se seraient sans doute pas votées sans Agenda Iris 21. Même si (Agenda 21) n'apporte pas toujours des nouvelles actions, l'outil...

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f / Une carence de gouvernance

L'initiative Agenda Iris 21 et l'investissement en termes de subsides attestant de la détermination de la Région à porter une démarche efficace et déterminée. En revanche, l'ensemble de cette démarche semble pâtir de certaines carences en termes de gouvernance.

Le portage politique par la Région n'est pas clairement affirmé. La vision initiale ne semble plus claire et immédiatement présente pour l'ensemble des parties en présence. Les documents fondateurs ne sont pas régulièrement réaffirmés pour assurer cohérence et convergence.

Par ailleurs, le duo d'accompagnateurs (FGF et AVCB) n'a pas reçu de cahiers des charges précis au début de sa mission. Cela ne les a pas empêché de réaliser du bon travail mais ce flou n'a pas permis de produire des indicateurs de réussite d'un bon accompagnement, de capitaliser/transférer une méthodologie du duo d'accompagnateurs vers Bruxelles-Environnement, ni de produire un reporting transversal des résultats obtenus au sein des communes (en termes par exemple d'efficience, d'efficacité, d'impact, de pérennisation, etc.).

Nous proposons donc plutôt de renforcer le rôle du Comité d'accompagnement afin d'établir et de suivre les indicateurs, la méthodologie et le reporting mentionnés ci-dessus. En quelque sorte, l'endossement du projet passera du duo d'accompagnateurs à Bruxelles-Environnement qui favorisera par ailleurs une nécessaire prise de recul régulière. Enfin, cela permettra aussi au Cabinet de mieux maîtriser le projet dans l'optique d'une appropriation politique.

Par ailleurs, l'investissement consenti demande peu de retours de la part des communes et CPAS autres que d'ordre administratif et de ce fait la Région manque d'éléments sur lesquels baser l'appropriation politique et la valorisation en termes de communication. Le seul retour tangible est la constitution d'un Plan d'action qui reste un objet peu explicite et attractif à valoriser politiquement alors que sur le terrain, les résultats semblent plutôt satisfaisants.

Valoriser cette vitrine d'actions, mettre en avant les pratiques les plus prometteuses, montrer les synergies générées au sein des institutions, entre les partenaires locaux et le réseaux naissant inter-Agendas Iris 21 mériterait d'être valorisé à travers plus de visibilité et au sein d'une stratégie de déploiement portée au niveau politique le plus élevé.

Les jardins participatifs / Grâce à la collaboration entre la commune et les associations, les habitants peuvent cultiver des parcelles individuelles ou collectives du jardin participatif

Le tri poubelles sélectif / Le projet pilote teste l'installation de poubelles sélectives dans l'espace public pour sensibiliser les habitants et trier les déchets

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50 / 50 — **Opération fifty fifty** - Les chartes d'engagement ville / citoyen

Design Scenarios and EcoRes had the chance to be involved in previous support and assistance to local Agenda 21: Strategic Design Scenarios supported the Agenda 21 of the commune of Molenbeek to organize citizens walks to foster the contribution of the population to the Action plan. It collaborate also with the Agenda 21 of the commune of Saint-Gilles to co-develop with citizens a toolkit enabling them to take part in the greening of their streets. EcoRes also organized an open forum for the preparation of the Agenda 21 of the commune of Ixelles and several participative work groups for Agenda 21 of both Brussels and Etterbeek CPAS.

Although not directly linked to a scenario building process and only localised in the Brussels-Capital region, these concrete field experiences provide tangible knowledge and improve the in-depth understanding before more conceptual projective approaches.

2.5.3 / Open communication

Deliverables of both projective processes are oriented to dissemination. The various forms of communication and the different media used intend to reach multiple targets and give appeal to the results.

During both processes, participants were involved to share their examples of promising practices, failed practices and next practices using pecha-kucha style presentations reduced here to a format of 4 images / 4 minutes to force them to communicate in a concise and visual manner.

Beyond the final results each steps of the processes is design to generate in-progress material with already a semi-finished quality and allow browsing back in the process beyond the final output. Video-sketching was used all along the work of the foresight group in France and is organized online in the form of a web doc accessible for participants to transfer the projective process in their local context.

Reports are designed as magazines with rich iconography, pictures illustrating the co-design process with the stakeholders involved, cartoons introducing irony and distance from the conclusions and a refined page setting that place internal document in the realm of publications, triggers curiosity and facilitate dissemination.

Finally the scenarios are presented through short video bullets based

Figure 5: examples of the open communication process including case-studies presentations in a pecha-kucha style, magazine-like reports, web doc giving access to in-progress materials and video bullets presenting the core of the scenarios.

Can we redesign our territories ?

Can we design societal engagement ?

Can we design sustainable policies ?

Can we design new hybrid services ?

3 / Results

The two parallel projection processes on the future of Agenda 21 results in a series of deliverables ranging from paper report; intermediate visualizations and video synthesis to texts introducing the scenarios backgrounds, concepts and perspectives; etc. All these forms will be available publicly as complements information but surely the scenario video bullets will be the first accessible and most largely disseminated form during the Rio+20 events and after to support the strategic conversation with local Agenda 21 stakeholders. Therefore this last form will be presented in extenso through the translation of the voiceover comments.

3.1 / Scenarios Rio+20 and after: the future of Agenda 21

The projection process elaborated by the French foresight group generated in-itially 4 scenarios. 3 of them were selected for the final presentation and 1 rejected for conceptual redundancy. We will reproduce them all here for the purpose of the final discussion focussing the different emerging forms of policy designs in the scenarios.

◄ Figure 6: Each scenario will be presented through short 3 minutes video bullet based on graphic animations and voiceover comment to travel on the Internet and possibly trigger curiosity on the scenario process.
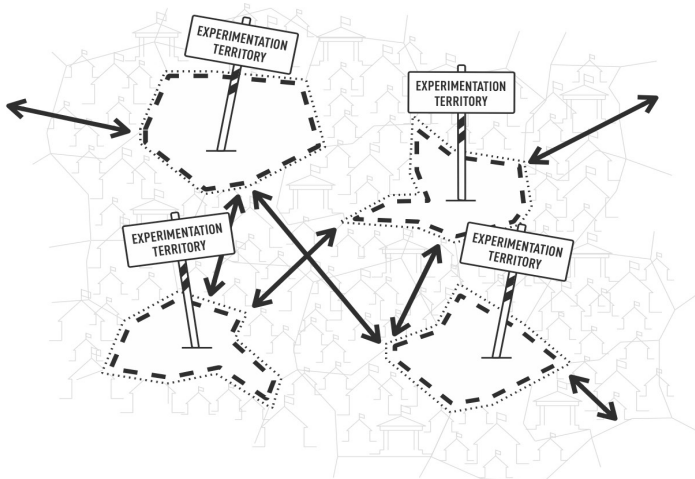
State of experimentation
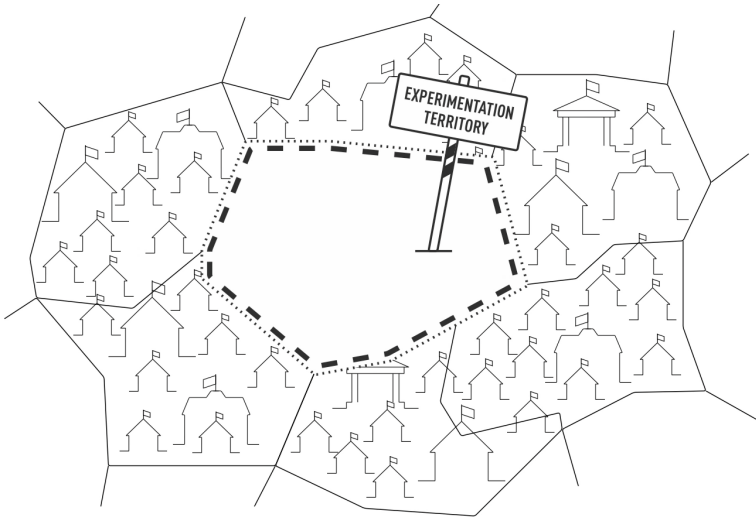
Regional experimentation
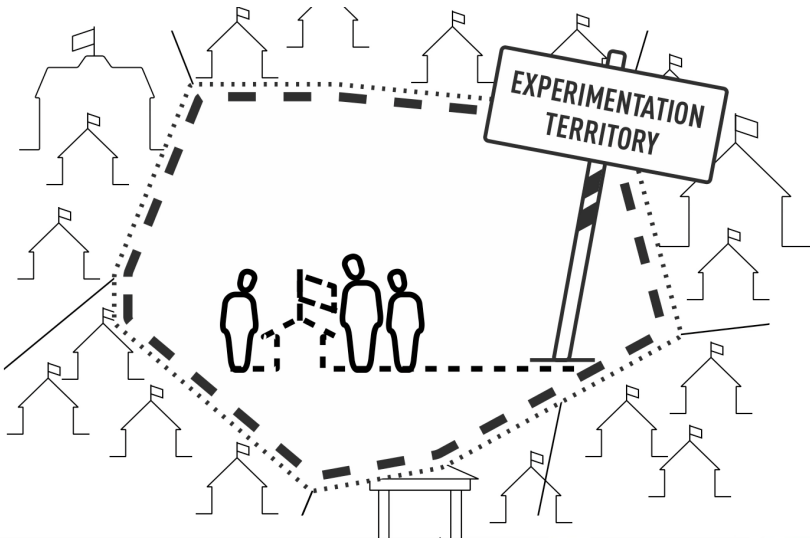
Inter-territoriality

3.1.1 / Scenario 1- Democity 21 Regional experimentation

Regional experimentation

To unlock local public action from top-down, hierarchical siloed management, a number of European regions proclaim themselves in a "state of experimentation". They explore new forms of governance: light and temporary administrative structures oriented towards innovation and transformation, sustainable manage-ment, agile territories open to adaptation, resilience and long term interactions.

Democity 21

These territories build on former Agendas 21 which goal was aimed at chan-ging the administrative machine. They claim revival of the local governance and call it Democity 21. Democity 21 is becoming a reference framework for local public actors in implementing promising solutions and their various local adaptations.

Network of Free Zones

At the beginning, these territories in experimentation exist mostly at a micro-local scale: a village, a city-district, a cooperation of municipalities etc. These ex-perimentations are showcases and are building a strongly responsive network across Europe which allows them to exchange, evaluate one another, and share the most from their experiences.

Inter-territoriality

In front of the lack of coherence between the various levels of local authorities and the resulting inequalities on the territories, inter-territoriality is becoming a priority to develop synergies between related or close regions and between institutions.

Coherence between levels and territories

At a European scale, all of the different levels agree on common strategic ob-jectives of a sustainable transition. All stakeholders,

◀ Figure 9. Video scenario Democity 21

even the smallest, meet their own objectives. Budgets, transition subsidies and objectives in terms of sustaina-bility are facilitated between the regions and shared according to subsidiarity principles.

TerExp Program

European authorities and state members under social, economical and envi-ronmental pressures recognise the interest of Democity 21 and support action-research adding to Inter-Reg programs, a new range of programs: the TerExp which are co-refinancing local experimentations for democratic sustainable devel-opment.

Renewal of the State

In order to ensure a global and coherent evolution of structures acting on the terri-tory, a number of national public actors insist on implementing experimentation also at state level. These experimentions should be based on the model of the De-mocity 21 which impacts have been assessed at the European level and sustaina-bility advantages of these are confirmed.

Enabling Territories

Aims of this national experimentation are to explore how the evolution of local ac-tion is modifying the role of the State on one hand. And on the other hand, this experimentation investigates how lighter action modes of the State can support renovation of local authorities.

Mobile-ministry

At a central, regional and local level, experimental mobile ministry project teams settle. The project team evolves within a network of regional public hubs, foster transversality between the different government missions and assist regional areas in achieving the sustainable development goals adopted at an European level.

In charge of deliberation

Step-by-step, permanent features enter the Democity 21 framework: for in-stance, elected representatives are transforming from

decision delegates to having a non-cumulative new role: elected representatives are now responsible for the quality of deliberation and participation which are major ways of working and tak-ing decisions in Democities 21.

3.1.2 / SCENARIO 2 - ENGAGEMENT 21

Multi-level governance

As an evolution of Agendas 21, the new Engagement 21 emerges as key-tools of governance between territories and between actors. Engagements 21 articulates and synergizes participation from citizen action, collaboration of local socio-economical players to be in cohesion with regional, national and European levels.

Societal Activity

The notion of co-responsibility galvanizes the act of mainstreaming Societal Activity. It works as a sort of General Social Tax but in kind. Each employer, whether from public or private sectors, contributes by allowing a measured quan-tity of working hours in order to support projects of general interest.

Co-responsibility

In front of the social, environmental and economic issues and its consequences such as permanent instability and shortage of public funding, the Engagements 21 proposes the principle of co-responsibility between inhabitants, public authorities and enterprises.
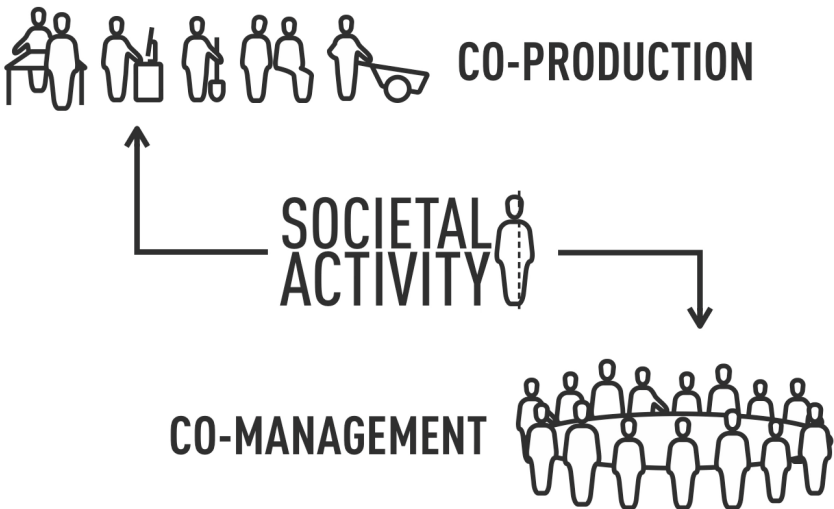
Citizenship availability

 Engagements 21 is shifting fundamentally the relations towards public bodies and the citizen engagement. The solutions emerge from individual initiatives and their up-scaling within companies
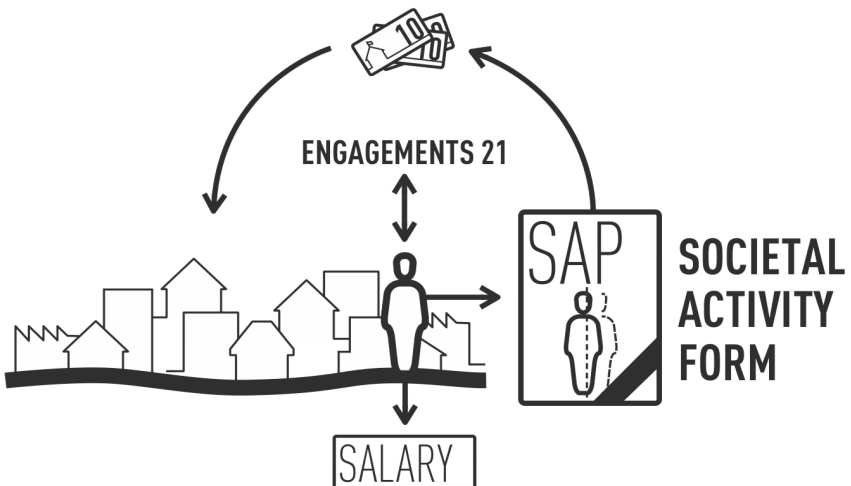
Co-responsability

PUBLIC AUTHORITIES

ENTERPRISES

CO-RESPONSIBILITY

INHABITANTS

Co-production and co-management
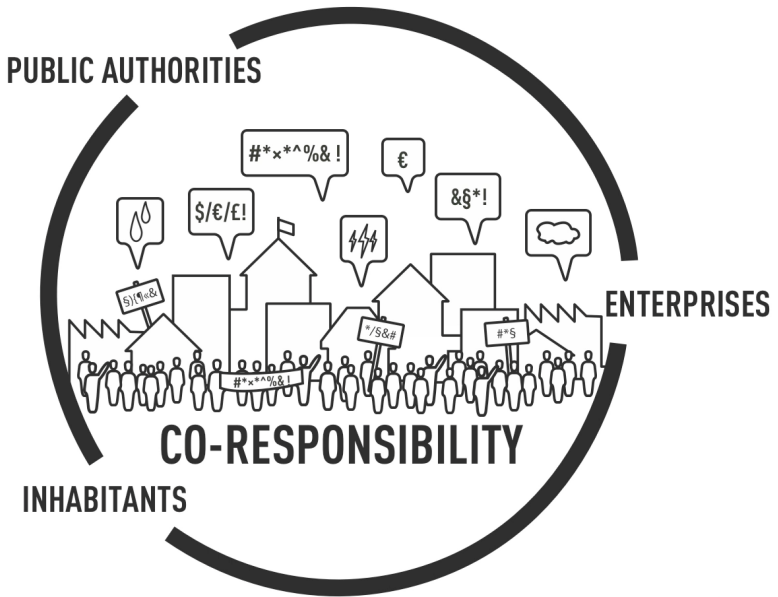
CO-PRODUCTION

SOCIETAL ACTIVITY

CO-MANAGEMENT

Societal Activity Payroll

ENGAGEMENTS 21

SAP

SOCIETAL ACTIVITY FORM

SALARY

and public bodies as well as for free lancers, re-tired, young and unemployed persons.

Negotiation tools

Each employee is allowed to dedicate some time to collective project work, according to professional and/or personal competence profile. The Engagement 21 acts as a negotiation tool to align personal competences, needs of the local eco-system and social and environmental strategic challenges.

eGouvernance 21 platform

These complex negotiations require trade-off and construction of synergies. In order to facilitate these, the eGovernance Platform 21 offers a range of different tools such as participative forums, interest groups and deliberative processes. It al-lows involvement of citizens in the co-construction of a coherent local program of Societal Activities. The program is, then, validated by the territorial assembly.

Co-production and co-management

Active citizens involved in Societal Activities are participating in two ways. First by taking part in the production of the service. Second due to this concrete experience of the service they have, these citizens may contribute to the manag-ment of the service within the eGovernance 21 platform.

Societal Activity Assignment

Technically the SAR, the Societal Activity Right is a contract for each indi-vidual: employee, volunteer, student... The Societal Activity Right is locally nego-tiable as 'SAR holidays' and can be used for individually initiated projects of local interest or international solidarity.

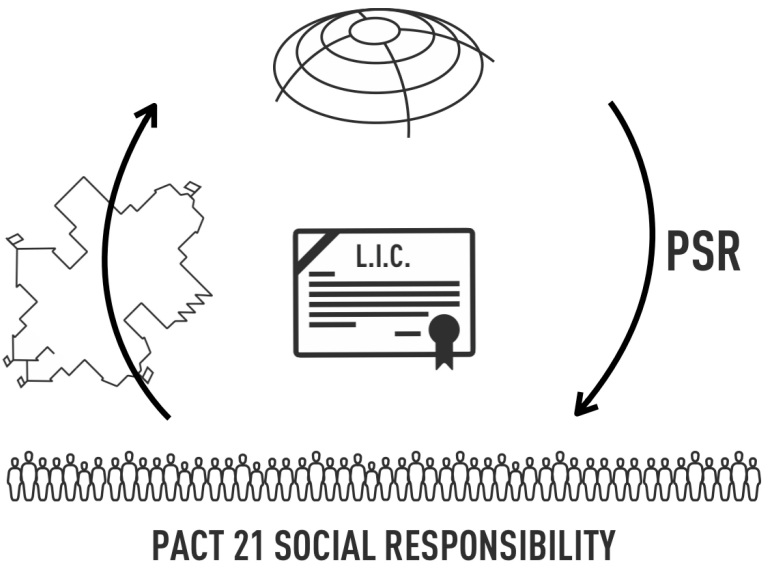**Societal flexibility and economical activities**

The SAR is flexible, based on a common agreement between between em-ployer and employee, in order: to meet economic needs of the
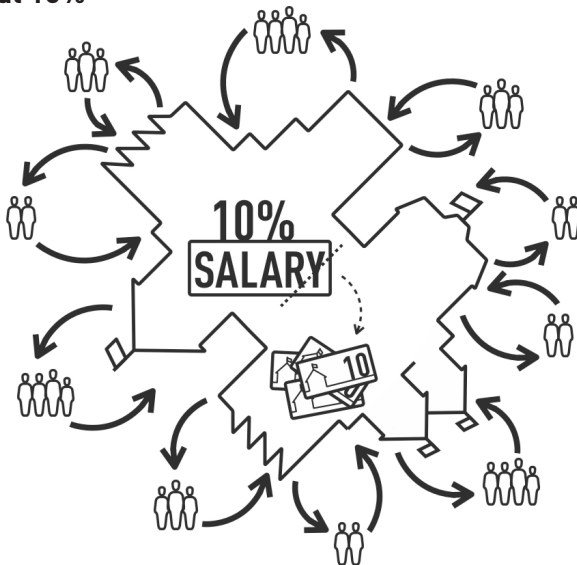
Task-force 21

TASK-FORCE 21

Local Interest Certificate

L.I.C.

PSR

PACT 21 SOCIAL RESPONSIBILITY

The local 10%

10%
SALARY
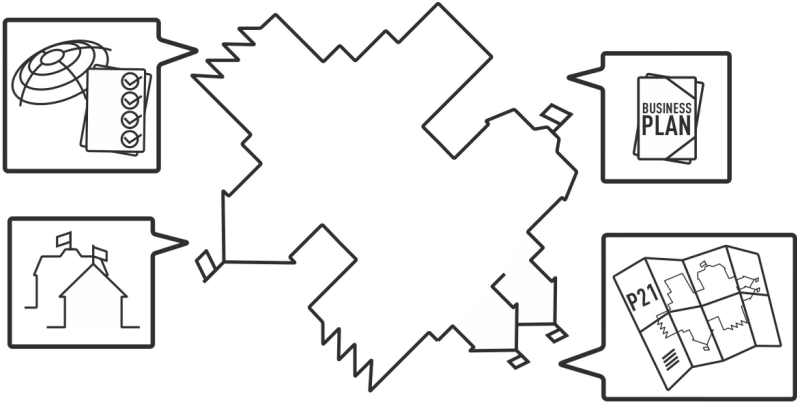
business, as well as concentrating forces to kick-off social projects, especially for the beginning phases.

Societal Activity Payroll

Employees receive both their salary payroll and Societal Activity Form, that accounts time dedicated according to their competence profile agreed between local Engagement 21, their employer and themselves. The Societal Activity is paid with the local currency to enhance the local businesses.

3.1.3 / Scenario 3 - Pacte 21

Limit of the consumption model

The economic development model based on "extract-consume-throw away" appears to be more detached from the players at a local scale. The shortage in pub-lic funding, the increase of the price of raw materials and the decline of the quality of life has induced a push to rethink the way local regions work and question what drives the values of the society.

Mobilization for a regional sustainable economy

Initiatives from private companies explore new development models based on local resources and a sense of community: industrial ecology initiatives, active participation to the evolution of local competences, fluidification of home/work mobility, working time arrangement, short food circuits, and so on.

Action plans and private initiatives

Private actors invent new hybrid forms of services based on "private-public-citizen" groups. They build on former Agenda 21, define real action plans for a local regional sustainable economy and reinstall a density of relationships generat-ing trust and social cohesion.

Towards a local anchorage

These new Agendas 21 that focuses on private initiatives are called

◄ Figure 11: Video scenario Pact 21

Pacte 21, in order to underline their roots in the territory and enhance the development of a true social regional dialogue. They are supported by a collective of partners where each one is involved in the collective project they support.

Consultation workshops

Local authorities propose the organization of consultation workshops to ques-tion these emerging promising initiatives. This ensures they are open to all and compatible with the sustainability requirements of the Pact within 5 years. Annual workshops aimed at assessing consequences of Pact 21, detect new emerging in-itiatives and help in adjusting progressively the vision.

Task-forces 21

Pacts 21 give away the Action plan-based organization of former Agenda 21, to generate multiple players and Task-forces with: a precise mission; social and environmental success criteria; a proper business plan; a governance autonomy and a management plan of involvements in the Pacts based on new legal forms of hybrid entrepreneurial groups.

Entrepreneurship Innovation

Large scale task forces with a social entrepreneurial focus generates innova-tion adapted for the territory. The innovation specific to that territory is always re-invented because of the different local context and the particularity of the players. Generally a facilitator role from local authorities is needed to ensure the social equity and sustainability of each new initiative that is developed.

Local Interest Certificates

In order to reinforce co-creation of new public services that respect social equity, the State enforces Local Interest Certificates. The certificates substitute the Local Business Tax by the necessity to demonstrate that new activities aim at es-tablishing a local economy within the PSR, the Pact 21 Social Responsibility.

The local 10%

A part of salaries, within a maximum of 10% is paid in a local currency. That system ensures a counter part to the efforts supported by businesses of the Pacts 21 and serve the local economy and the quality of local eco-systems.

Territorial Ecology

A true territorial eco-system is taking shape. The Task-forces 21 shift their production processes to an alternative process based on a series of intra-regional economic flows. These flows add value for companies, root them in the local economy and reduce their environmental impact on the territory by closing loops.

3.1.4 / Scenario 4_ Iris 21

Participative construction

After three years of a successful call for projects on Agenda Iris 21, the Region, the local councils and the local Social Institutions launch a participative process to co-construct the future of Agenda 21 in the Brussels Capital Region.

Public dissemination

A process of innovation and sustainable transformation has been started within public authorities: Agenda Iris 21, is now setting up a monthly public event to share the work achieved or in progress.

Public policy labs 21

The analysis of Iris 21's experience mostly emphasized the barriers of internal governance within institutions: collaborative labs run by Agenda 21 partners are set-up locally to facilitate and ensure sustainability transitions.
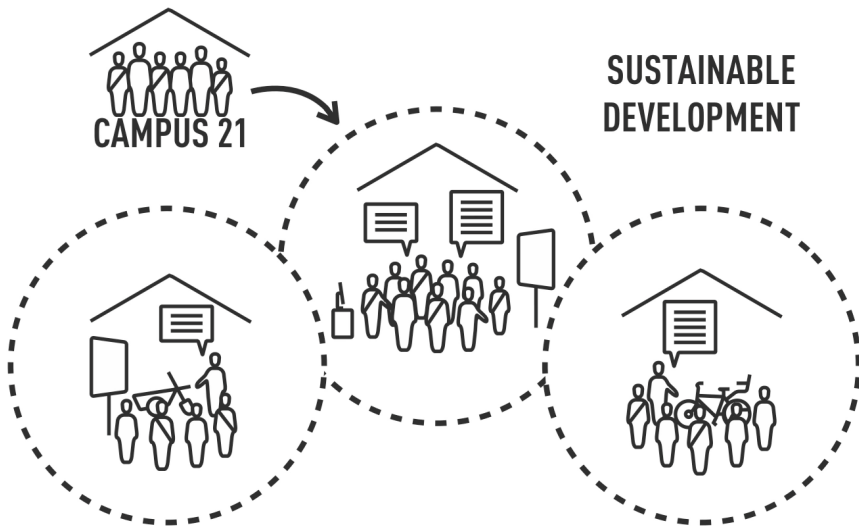
Campus Iris 21

Campus 21 are organized in order to refocus on global sustainable development principles. Campus 21 is a training initiative for
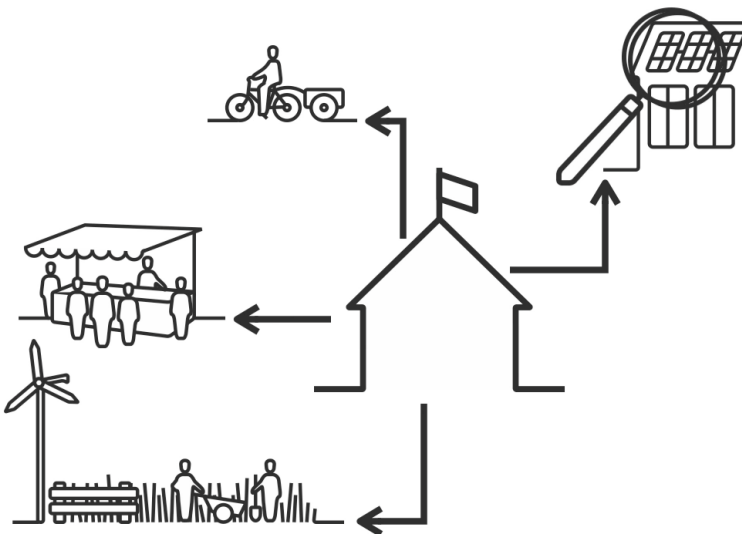
Pubblic policy labs 21

COLLABORATIVE LABORATORIES

Campus 21

CAMPUS 21

SUSTAINABLE DEVELOPMENT
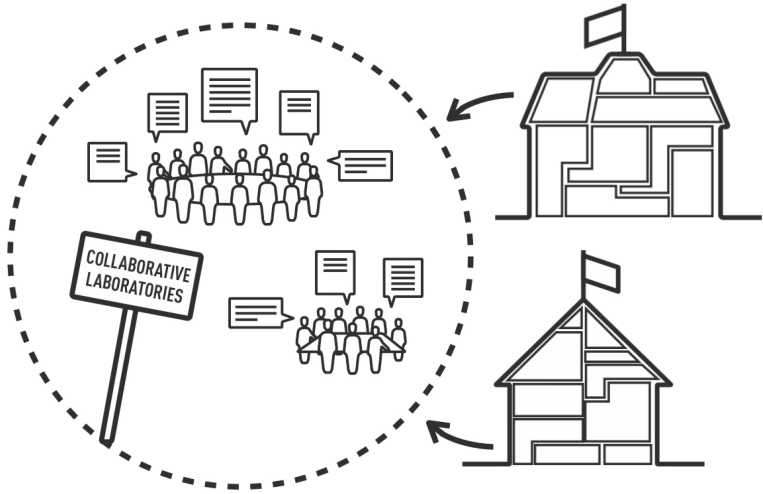
Sustainable inspection 21

elected officials and civil servants to discover successful foreign local sustainability projects and to discuss related governance.

Platform Iris 21

Rather than setting up its own Agenda 21, the Region offers to install an Iris 21 Platform in order to activate a transversal and multi-level approach between all regional Agendas 21 initiatives.

Experiences of transversal subsidies

Regional Platform Iris 21 generates concrete experimentations, for instance new forms of transversal subsidies to enforce inter-territoriality and collaboration between institutions involved in local Agenda 21 processes.

Mediator between institutions

Some Iris 21 Platform coordinators are shared between two or more institutions. This sharing process demonstrates the interest of 'outside-in' posture allowing to be rooted in an institution

as well as keeping a certain distance to facilitate the construction of outside synergies.

Sustainable Inspection 21

Iris 21 Platform promotes Sustainable Inspections 21 that, in the same way as the Budget inspections, systematically assesses the sustainability of all projects within in each of the local authorities.

Systemic Indicators

More than assessing the progress of each single Action plan, the Iris 21 Platform set-up regional indicators. Progress is assessed globally in terms of penetration of sustainable development in local governance, subsidiarity, responsibility, pluralism, transparency,

participation, solidarity and systemic approach…

Interactive network

The former institutional and Action-plan based Agenda 21 process

Figure 11: Video scenario Iris 21

4 / Discussions

This last part of the paper will discuss the scenarios as a whole and focus on the main instantiations of the new governance they put forward. By 'instantiations of new governance' we mean the specific instruments, processes, measures, services, places... on which the scenario originality and credibility is based.

But beforehand, we need to clarify what kinds of scenarios have been build and what are their characteristics. The many classification of scenarios generally distinguish between 3 scenarios approaches (e.g. Borjeson et al., 2005): predictive scenarios aiming at quantitative forecasting; exploratory scenarios investigating plausible futures and normative scenarios describing how a definite future can be reached. The scenarios developed here have a normative aspect: they intend to reach a more resilient society based on fluid governance. They also have an exploratory dimension because they try to creatively invent innovative solutions that are trying to make the desired vision more likely to happen. More than exploring possible or plausible futures they invent and articulate new forms of governance. This is their first emerging characteristics: they hardly tackle with local sustainability processes they start from as Agenda 21 but essentially with governance issues that are both major barriers and enablers for local sustainable transition. On top of this shift of object from sustainability to governance, a second emerging characteristic is their project dimension: they use the narrative form of scenarios to display new governance instruments, processes, policy measures, hybrid services and places, etc. They tentatively articulate them between the current situation and the desired future and prompt the social conversation around their likelihood to succeed. The scenarios produced work then as instantiations of new forms of governance and we will review the specific tentative policy design they reveal for the future of Agenda 21.

4.1. Multilevel transversallity

A first cluster of tentative design of policy instruments regards the desperate need to break the silos in all directions horizontally between the different administrative levels, horizontally in terms of inter-territoriality (Vanier, 2008) between local circumscriptions and transversally across institutions with different natures and goals.

First emerging design of policy instrument addressing this issue is based on classical financial incentives: subsidies for research or innovation or any kind of developments could be systematically conditioned by a minimum level of collaboration between different partners, a quality of heterogeneity or a preservation of the socio-diversity: Inter-ter programs of Democity 21, transversal subsidies of Platform 21 or 10% of salaries paid in local currencies in Pact 21 scenario.

The second emerging design of policy instrument in the scenarios is the recognition of hybrid forms: private-public-cso Task-forces in the Pact 21 forming hybrid structures delivering new forms of collaborative services (Jégou Manzini, 2008) mixing private initiative, public regulations and users contributions; but also hybrid relationships in Platform 21 scenario with the 'outside-in' posture of civil servants that keep a feet outside the institutions and reciprocally, consultants that works in immersion both to keep freedom of being part of the institution; hybrid format with the Societal Activity contract of Engagement 21 matching employers and employees interests to invest in the commons.

Beyond this second strategy to break silos by combining them giving birth to hybrid artefacts, a third pattern of design of policy instrument emerges as 'platforms' with the aim of providing a common base for heterogeneous actors to collaborate. Whereas coordination structures, mix steering committees tends to push collaboration from above, platforms like in the Platform 21 scenario tries to enable it from below providing necessary infrastructures

for match-making and connectivity, translation or brokering between heterogeneous players. These type of enabling platforms bet on both the quality of the tools provided and the willingness of convergence of stakeholders to fluidify collaboration. More relieving platforms like the eGovernance platform in the Engagement 21 scenario propose a more active synergizing process considering that complex heterogeneity of single Societal Activities require an active coordination process and will never converge autonomously.

4.2. Integrated participation

The second cluster of designs of policy instruments emerging from the scenarios regards the way to generate a balanced participative society where all stakeholders are active and none can be considered as only a passive receiver and where users involvement is not the only adjustment variable of shortage of public budgets.

The first design of policy instruments for reasonable shared participation tackle with the too often somewhat romantic idea attached to participation in the public sector: true and pure participation should be a spontaneous civic value which in theory is perfectly acceptable but in the current practice is different: participation is currently a general strategy of both private and public actors that enable users to do on their own in exchange of cheaper prices or reduced costs. From assembling their furniture, booking their travel tickets to printing their payrolls or paying their taxes online the general enabling service society generates a participation saturation and finally a participation fatigue. In a relieving society spontaneous participation may occur as a value whereas in an enabling society participation requires to be integrated as a Societal Activity in the Engagement 21 scenario.

The role of decision makers tends to clash with participation for the traditional conflict between representative democracy and participative democracy (Fung, 2011) but also for politicians more open to participation accepting or promoting it but hardly participating

to the participation they require. Democity 21 scenario turns policy role upside down proposing policy designs where politicians are first responsible for the quality of participation before making decisions. Ministries change from a top-down central posture to a mobile one enabling local participation and regional authorities are responsible to prompt participation and contributions of the institutions below them in Platform 21 scenario.

The last emerging policy designs addressing participation questions the limits to participate to the decision process whereas often the decision is already biased by the lack of alternatives between which to choose. Agora 21 scenario introduces participative visioning shifting participation role from informing decision making to exploring – or better inventing – possible or likely alternatives. Future research shift then from an expert-based foresight supporting decision making to a collective projection, exploration and invention of solutions embedded in the field activities. The Regional Foresight Biennale more than a show of the future is a collective fabric of new vision, a collaborative workshop and a co-creation process of the future.

4.3. Continuous experimentations

The third cluster of design of policy instruments regards the transformation of the public innovation processes: starting from a general paradigm inherited from the industrial process, conception comes prior to production, a prototype service is replicated and solutions as standards as possible are disseminated failing often to consider local contexts and to adapt social specificities. Beyond this inappropriate standardization of solutions, the conception phase in the public sector is often lacking from space for R&D, trials and errors, testing and in general experimentation.

The first policy designs emerging from the scenarios and facing this state of the art is the generalisation of the state of experimentation: Democity 21 develops an innovation process in reaction to usual

top-down public approach where the local authorities start spot experimentations, share and exchange on promising and failed practices, inspire and copy each other and progressively proceed to an organic transformation. Experimentation become the default state and public innovation is based on an acupuncture process (Jégou, 2010) choosing a reduced Action plan with as few points of experimentation as possible but strategically articulated in order to produce as in the principle of traditional Chinese medicine, a change of the whole system beyond each of the single experimentations.

The emerging change in the innovation process closely linked to the first one is to reverse the principle of 'thinking before doing' to acknowledge the fact of doing first and think after, starting more from the outputs of the first concrete move on the field to elaborate the first conceptualisations. The iterative loops between trial and analysis remain the same but the start is an action. The Pact 21 scenario shows the recognition of the reverse posture of 'doing before thinking' leaving heterogeneous initiatives of improvised Task-forces happen and then operating a regulation to align the most promising ones with sustainability and equity standards and dropping the others.

The last dimension of change addressed in the scenarios regards the transformation of practices more than the production of new solutions: values of experimentation bounce back on the subjects tacking part to the experimentation process. The participation of citizens in Engagement 21 scenario shows a co-evolution process between experience of the participants and experimentation of the solution: in order to take part to a governance process and decide how to innovate in a particular public service, users and providers have to exchange roles and experience the solution from the other side of the desk for complete understanding and better informed capability to suggest improvement and innovate.

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