

Rooting New Practices of Participation: Equality, Governance, Participation, Security, Extremism (EGOPASE)

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Sites of research: Department of Social Sciences and Philosophy, JU; Department of Teacher Education, JU; Swedish School of Social Science, HU; the City of Jyväskylä.

1. Central idea of the research

Nation-states have become *embedded* in international and integrative contexts, *inscribed* by (soft) regulation coming from international organizations, but also internally *fragmented* both regarding decision-making structures and population groups (Jacobsson 2006). The research proposal focuses on a) fragmentation of decision-making structures, b) fragmented groups of population and, and c) resulting disparities between avenues for citizen participation and increasing distances between the citizens and decision-makers.

The fragmentation of both decision-making structures as well as population groups poses serious question about the functioning of democracy. It is well established that the division between the successful and the less well-off is visible in an increasing gap between those who vote and those who do not. While Finland still is among the good performers in social justice indices, the EU2016 Social Justice Index recognizes a drastic fall in Finland's position recently. While new forms of public participation are currently forcefully introduced in Finnish local and regional administration, the research literature in the area is divided in estimates of their efficacy, and a central criticism is, that rather than solving problems of unequal participation, they may actually enhance the division further. And while decision-making structures become fragmented, estimates on their democratic, popular accountability vs. effective implementation remain divided.

The aim of the project is to analyze methods and practices for diminishing distances between decision-making structures and marginalized population groups and propose practices that match efficient decision-making with people's needs and democratic rights. The scientific aim is to produce new insights to international discussion in the area through action research focusing on innovative case studies and experiments. The societal aim is to evaluate, pilot and disseminate practices and models that are aimed at solving the problems of distance and to raise public debate on the topic. In the end, the aim is to enhance a better functioning democracy.

2. How the application matches the programme questions

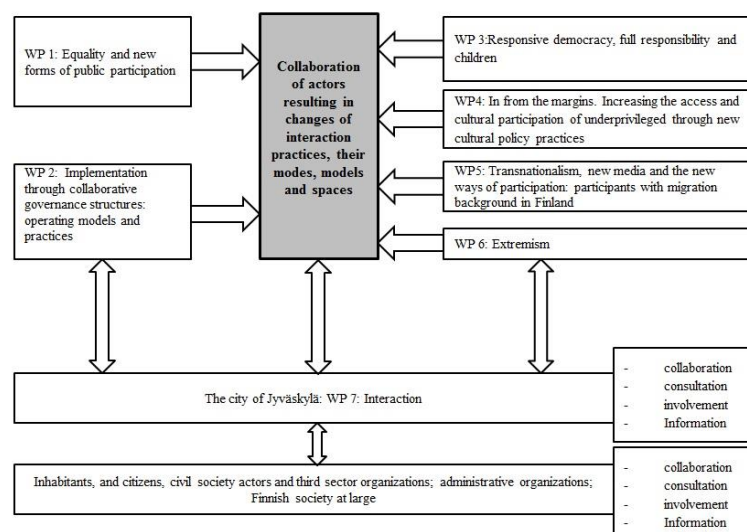
- A. The project tackles issues of increasing inequality, decreasing voting and participation rates, dissent and threat of radicalization in order to prevent marginalization of children, the less well-off and immigrants, to enhance democratic rights of citizens, the legitimacy of the political system, as well as more responsive administration and governance structures.
- B. The project produces scientific knowledge of the functioning of new governance structures and attempts to enhance participation, evaluates them empirically, pilots new forms of participation, develops training courses, models, idea frames and toolkits for practitioners. It co-produces knowledge with practitioners, involves stakeholders in disseminating processes and raises discussion about the functioning of democracy.
- C. Although rooted in the broader phenomenon of fragmentation, the issues of integration of children and marginalized groups to democratic decision making processes are burning and require immediate solutions. The project is based on long term scientific analysis that tackles current problems in order to change the trends of increasing inequality on the long term.
- D. The project tests and proposes solutions for functioning participative structures: it co-produces knowledge with practitioners and inhabitants, involves stakeholders in disseminating processes and raises discussion about the functioning of democracy.
- E. The increasing distance between representative institutions, governance structures and the citizens can be made visible in research, research dissemination and public debate. The project aims to contribute to this debate.

3. Research implementation

The EGOPAS consortium focuses on:

- assessing changes in decision-making structures and the potential effects of participative experiments and practices as well as collaborative governance structures;
- related to population groups that are seen as especially problematic or vulnerable from the point of view of rights and participation; children, the less well-off, the diasporic and the extremist groups.

The research fields represented according to the FA classification are teacher education, social sciences and political sciences. Leadership of the consortium is combined with the work package led by PI Keränen. The work packages (altogether 7) are organized around the topics above and they interact in the consortium intensively with each other as well as with the city of Jyväskylä, acting as a co-producer of research and taking responsibility for the interaction-WP. A table of the relations between WP:s is presented here:



Short descriptions of the work packages:

WP 1: PI Marja Keränen: Equality and new forms of public participation (political science)

While direct forms of participation are currently put to use on a wide scale in Finnish municipalities as well as regional institutions, critical appraisals of their results and efficacy remain to be made. On the basis of wide international (Edenbos & van Meerkerk 2016; Lee, MacQuarrie & Walker 2015) and also Finnish research literature (Keränen 2013), the WP 1) gathers positive and negative results and outcomes in order to learn from strengths/weaknesses found, 2) in cooperation with the city of Jyväskylä gathers data on the already established forms of new direct participation to understand what affects the inclusiveness and the outcomes of the practices. Furthermore, the WP 3) studies connections between new participative fora and the traditional actors of interest mediation: civil society organizations, parties, local government institutions and political representatives. This work results in a general frame for the consortium's research. Based on the previous tasks, the WP develops practices to integrate citizens on an equal, egalitarian basis by a) developing and implementing *new training modules* to enhance public officials' skills in facilitating equal and effective public participation; b) *organizing participatory workshops with marginalized groups and public officials to co-produce a toolkit for municipalities* on how to design more inclusive and meaningful public participation; c) *organizing workshops to redefine and illustrate processes on how the outputs of participatory practices are incorporated into institutional decision-making mechanism*.

WP 2: PI Stefan Sjöblom: Implementation through collaborative governance structures: operating models and practices (public administration)

The focus of the WP will be on the capacities of public institutions for facilitating collaborative action and policy implementation. Since the 1980's, there has been a considerable increase in collaborative structures such as projects, partnerships and networks for facilitating collaborative policy implementation, innovation and change. However, recent studies show that the possibilities for public institutions to secure efficiency of implementation and the necessary coordinating and facilitating capacities for insuring fair, efficient and equitable outcome vary considerably. (e.g. Godenhjelm 2016, Sjöblom & al. 2013). There is thus a considerable need for specifying operating models, practices and mechanisms which can facilitate successful collaborative policy implementation. The WP will analyze the practices and mechanisms of collaboration in selected partnerships in the *Finnish cohesion policy programme "Sustainable growth and jobs 2014-2020"*. The programme includes integrative development projects pertinent to the research themes of the other WPs of the proposed project (i.e. *children and young people, less well off, migration*). The research design will enable a) analyses of *patterns of interaction between regional administrative*

organizations, municipalities, civil organizations and key stakeholders (register data, survey, interviews), b) identification of *new forms of participation* and interaction for involving stakeholders and citizens in the implementation process (interviews, in depth case studies), c) identification of the specific *mechanisms through which public institutions support and facilitate* the collaborative action (interviews in depth case studies), d) for identifying *best practices of collaboration* a limited number of cases (3-5) will be analyzed and monitored throughout the research period. The case studies will also enable assessment of how the *reform of the regional administration* to be implemented in 2019 will affect the micro-level interaction patterns.

WP 3: Matti Rautiainen: *Responsive democracy and children* (teacher education)

Interventions to remedy the problem of very low participatory culture in Finnish schools have been based on the idea of representational democracy (e.g. students' unions) (Raiker & Rautiainen 2016.) The main aim of the WP is to ask, whether representational democracy can truly represent children and young people, and whether democracy can be made more fair and comprehensive by directly representing people of all age groups. The main research question is, *how children are and how they could be included in local democracy?* The study is based on *action research* in two neighbourhoods in Jyväskylä, where local participation structures will be developed together with children, professionals and local residents, and in collaboration with the other WPs. The aim is to *develop an open public arena for participation*. The collection of data and the analysis will be a cyclical process. In the *first* phase an open participation arena will be planned. In the second phase new forms on participation will be piloted. Data will contain observations and interviews. The concept of *responsive democracy* will be used in the analysis. Inclusive and responsive democracy should 'encourage the particular perspectives of relatively marginalized social groups to receive specific representation' (Young 2008); create 'radically pluralistic public arenas' (Cockburn, 2007); and, use communication technologies to bridge 'public' and 'private' concerns (Cockburn, 2010).

WP4: Miikka Pyykkönen: *In from the margins. Increasing the access and cultural participation of underprivileged through new cultural policy practices* (cultural studies)

The two key principles of the Finnish welfare state inspired cultural policy – cultural democracy and equal participation – are facing serious challenges (Pyykkönen et al. 2009). Although quite many innovative city or district based cultural access and participation projects have been initiated, they have not been able to turn the negative trend. Inclusive projects have not been able to enhance the cultural participation of the most vulnerable citizens and the projects have been criticized of being too much inspired by the aspirations of the administration and financiers (Rantala & Sulkunen 2006). Increasing income differences and the concentration of poverty to certain neighborhoods also strengthen this negative development. The main research question is, *how underprivileged citizens can be better included in services, decision-making and better income through new models of cultural participation?* The WP uses critical participatory research with action research methods *to promote citizen-inspired implementation. The WP develops methods to enhance the welfare and activation of citizens through cultural participation, but also seeks for possibilities to create jobs through new forms of cultural entrepreneurship and cooperatives.* The data of the work package will consist of a national survey among lower income citizens (random sample, carried out together with CUPORE and Cultural Statistics), interviews and dialogue with administrators, citizens (including vulnerable groups) and organizers of cultural activities, and participatory observations in Jyväskylä.

WP 5: PI Markku Lonkila: *Transnationalism, new media and the new ways of participation: participants with migration background in Finland* (sociology)

The largest – and growing - groups of immigrants whose number is growing fast come from the neighbouring countries, Russia and Estonia. The closeness of the countries of origin, the growth of the possibilities of movement and the spreading of new media is changing the nature of migration and sociability of these groups. The new type of sociability that tends to be more global and less contained by national borders, is often mediated by technology. Without moving physically, through the new communication networks people can be present in several countries simultaneously: developing their various communication networks, in dialogue with and influenced by a variety of values, events and contentious

topics (e.g. Schmidt, Teubener & Zurawski 2006; Lonkila 2016). The WP focuses on *how these changes affect the civic identity of immigrants and their participation in the country of residence. Has the spread of new media and transnational communication brought about new ways of being a citizen/participating in society? How to connect and integrate these new ways with the existing media space and participation opportunities?* The WP will study the *Estonian-language and Russian-language minorities* residing in Finland, focusing primarily on those who have arrived as adults and have thus not graduated from a Finnish-language comprehensive school. In relation to new media, practical media consumption and participation opportunities as well the questions of social networking and communication will be addressed. In addition to the study, the WP will produce *a practical training course on inclusion based on the findings of the study in Jyväskylä*. Data will be collected through interviews and Internet-based ethnographic methods. The analysis will highlight the bottlenecks of different national and age groups in participating in society.

WP 6: Mika Ojakangas: How to tackle extremism? (political science)

The government has, in cooperation with the third sector, developed programs to tackle violent extremism. The efficacy of the programs is yet to be seen, as they have not been properly scrutinized and have been in action only for a short time. Several projects and programs, e.g. the Anchor-model, Exit-program (Radinet), and the unit for preventive police work, focus on those already radicalized or on the brink of turning towards radical behavior. The police have also increased its presence in the internet in order to tackle hate speech within the social media. In order to widen their scope and effectiveness and to be able to meet the people as early as possible at the start of the process of radicalization, preventive measures should focus also on the root causes of ideology and create avenues for the non-violent participation in the political processes (cf. Taylor et al 2013; Quent und Schulz 2015). *The aim of the WP is to investigate the anti-democratic right-wing extremism in Finland paying attention to its social, political and ideological background in particular. In addition, it aims at discovering ways and methods to prevent young people from joining extremist groups and networks and to help the members of extremist groups to withdraw from them. We a) analyze the paths to extremism, and b) study how the existing programs actually meet and cross these paths, c) compare these programs with similar measures taken in the UK and Sweden, and d) produce new ideas for developing the participatory aspects of these programs. One of the objectives of this work package is thus to develop in cooperation with municipal authorities and other stakeholders idea frames for new programs or enhance already existing ones into more participatory form.*

WP 7: Harri Hyvönen: Interaction, (the City of Jyväskylä)

The city of Jyväskylä is a close collaborative partner in co-production of knowledge and also takes responsibility for the WP for interaction. It is led by Head of development Harri Hyvönen and employs the necessary personnel for the task. The methods include communicating with the respective citizen groups of the city, organizing seminars and workshops together with the other WPs as well as local and national actors, publishing the material produced by the consortium and aimed for the stakeholders, as well as maintaining contacts to the stakeholders. Jyväskylä represents a medium size city with a heterogeneous population. The municipal administration has been eager to experiment with new methods for citizen participation, has gathered experience in the area, and is willing to develop this activity further.

4. Interaction

The consortium will nominate a **steering group** for itself among relevant stakeholders.

The budget of the consortium is divided between the years of the programme period according to regulations of the call. Each work package is **funded on equal terms**, including funding for the WP leader as well as postdoctoral researchers. However, the share of WP1 is larger due to funding for full-time work of the PI. The share of WP7 Interaction is close to the 20% maximum.

All work packages will naturally contribute with scientific articles, participate in international conferences and seminars and disseminate their publications in ordinary manners for scientific publishing. The scientific novelty of the consortium lies in its focus on cross cutting vantage points of changing governance structures, marginalized population groups as well as the option of co-production of knowledge with practitioners. The following table lists forms of research collaboration, relevant stakeholders, end-results and products, and means of dissemination.

	Research collaboration	Stakeholders	Applied results and products	Means of dissemination
WP 1	the city of Jyväskylä; case study based qualitative data What Works Scotland; comparison of approaches	Finnish municipalities; the Association for Finnish Local and Regional Authorities; Ministry of Justice, unit for democracy development;	training modules ; toolkit for municipalities; co-created models; a mobile application based on platform Otakantaa.fi	literature review; workshops, seminars and publications for practitioners and citizens
WP 2	the Sustainable growth and work 2014-2020-programme; archival and interview data, case studies for action research	Ministry of Labor and Economy; ELY-centers; regional councils; the ERDF or ESF project stakeholders (companies, organizations, civil society actors and citizens); a reference group of stakeholders	new collaborative models and best practices for program coordination and monitoring of projects; increased stakeholder involvement and collaboration	popularized versions of the articles; core stakeholder reference group; communication platform for external stakeholders; national workshops open for the general public
WP 3	action research in two neighborhoods in the city of Jyväskylä (children, professionals, parents, local residents); planning and implementation of an open public arena with an open on-line www-site	The city of Jyväskylä; steering group of stakeholders (children, parents/residents, teachers, local officials); The Association for Local and Regional Authorities; Ministry of Education and Culture; Ombudsman for Children in Finland	piloting new forms of participation (open public arena) in elementary schools and neighborhoods; model based on the results of the pilots	dissemination the results through social and print media; workshops, seminars; publications for residents (including children) and practitioners
WP 4	CUPORE, Cultural Statistics, Cultural Department of the city of Jyväskylä, TAIKE, Culture for All – services, Kulttuurikolmio project, Sata vuotta, tuhat tulkintaa –hanke, Live Herring ry, Media Road Services Oy	Ministry of Education and Culture; the City of Jyväskylä, arts and cultural institutions, cultural civil society organizations, lower income citizens	applicable knowledge on underprivileged citizens' needs on cultural services and activities and existing good practices, pilot models of new forms participation and labor	seminars & workshops for practitioners and citizens, edited popular volume, blogs, a TV-documentary.
WP 5	the city of Jyväskylä; Multicultural Center Gloria; the Estonian European Migration Network National Contact Point; interviews and Internet-based data collection, pilot training course	the city of Jyväskylä, Migri, regional and national authorities and actors, civil society organizations	development and piloting of a training course for immigrants; introducing the course to stakeholders new collaborative models and best practices	summary document; meetings, workshops and seminars with the stakeholders ; host community forums to discuss the research; newsletters, websites, other media
WP 6	data and interviews for charting the paths to radicalization and evaluating the existing programs in collaboration with Radinet and the unit of preventive police work	Ministry of Interior (National cooperation network for the prevention of violent extremism); Regional Council of Central Finland; City of Jyväskylä (teachers, social workers); National Police Board; Ankkuri teams	enhancing and evaluating existing programs in cooperation with other stakeholders; charting roots of radicalization; idea frames for preventive measures; updating the regional security plan	policy reports, collaboration with the media in creating awareness of preventive programs and roots of radicalization, field-level interaction with authorities
WP 7	facilitation of interaction between collaborative partners and stakeholders; facilitating interaction between citizens, stakeholders and administrations	inhabitants and citizens; practitioners, city officials, The Association for Local and Regional Authorities, ministries, the general public	rooting a new culture of participation and strengthening a culture of reciprocity; advancing experimental orientation; better services	home page of the consortium, newsletters, e-mails, meetings, seminars and workshops for the consortium and stakeholders

5. Scientific accomplishments and competence of the consortium as well as key literature or bibliography

New participatory mechanisms have been studied extensively at the Department of Social sciences and philosophy by focusing on their advantages but also their real life consequences and contextual effects in the context of democratic decision-making. The PI, professor Marja Keränen has researched the area of citizen participation and democracy for quite some time and has in recent years led the following projects: *Superdemocracy; A Critical Assessment of the Participative Turn* (Academy of Finland 2013-2017), *Participation and democratic legitimation in the EU* (Kone Foundation 2013-2015), and *Muddy Waters, Democracy and Governance in a Multilevel Society* (Academy of Finland 2008-2011). All WP-leaders are scientific experts in their areas of research and the scientific communities involved are high-performing research units. Teacher education is a central focus area of the JU, while Cultural studies is a unique field in the national context, enabling the inclusion of cultural citizenship rights and participation. Cross-border populations are studied in different sites, but the JU team provides for rare expertise on the use of new media by key immigrant groups. A long term expertise in studying extremist movements is offered at the host department of JU, whereas the Swedish School of Social Sciences brings to the consortium extensive experience of studying complicated governance structures brought about by integration, multilevel decision-making, network governance structures and partnerships. While all the partners represent prolific and high quality research in their own areas, the combination of them is unique and not readily available elsewhere.

The key purpose of the consortium is to combine perspectives of the citizens with the realities of changing governance structures in order to - not just recommend ways of disciplining the citizens and enhancing their control and offer make-believe participation, but to contrast the real life options of vulnerable citizens to the complexities of current decision-making structures in order to ask, whether real democracy is possible. Based largely on action research in local settings, the city of Jyväskylä is the best possible choice for also communicating with the citizens and the municipal as well as state administration, while covering the needs for interaction with all WP:s.

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