



# EMPOWER

## Accelerator of Progress for Europe

### Bergamo Forum 2006

*This is a contribution to preparations for the Bergamo Forum 2006 by one of the authors of “Plan B, Changing the European Governance”, member of the Permanent Forum of Civil Society. It gives a “civil society” perspective on what civil society organisations might be expecting from the Bergamo Forum. As such, this working paper is an “early warning” message which should help the Commission.*

#### 1. The Objective

The Commission issued an “Action Plan” to improve communication with the public (July 2005), a “Plan D for democracy, dialogue and debate” (October 2005), and a White Paper on a new EU Communication Policy (February 2006). The White Paper is about how government (at all levels) and civil society organisations in the Member States can come together in a communication partnership with the EU institutions. The three main “empowering” objectives and tools of the White Paper on a European Communication Policy are:

- (i) **civic education** and tools such as network of teachers and e-twinning between schools;
- (ii) **connecting citizens with one another**, establishing meeting places – virtual and real – and volunteering programmes;
- (iii) **connecting citizens with public institutions.**

Consultations have been taking place on the basis of the White Paper. So far, the results have been very poor, while civil society and media scepticism and critics, as expressed during the ECAS Conference, have been neglected.

According to the Commission, Participants in the Bergamo Forum 2006 would be invited to

- (i) comment on the White Paper objectives and tools, assess their feasibility;
- (ii) identify existing “best practices” and initiatives and discuss them;
- (iii) make first commitments to bring Commission’s proposals into being.

The Bergamo Forum 2006 would be an attempt to

- agree with civil society networks on follow-up actions
- have an exchange of views with the “new media” Internet and Bloggers;

- prepare an exhibition of cartoons on the occasion of the 50<sup>th</sup> Anniversary of the Treaty of Rome, based on “new metaphors”.

The Bergamo Forum 2006 should deliver concrete results reflecting the provisions laid down in the White Paper, precise ideas as to the follow-up and its implementation but on the basis of dialogue, listening to civil society priorities which might differ from the Commission’s views.

From a civil society perspective, “a communication strategy cannot be de-linked from the content”. This is why the fact sheets attached to this paper address some major concerns expressed by civil society groups as regards EU policies and how in a “European public sphere” people can “learn about European politics and European political issues and exercise their European political rights”.

According to the Commission, the follow-up of the Bergamo Forum and other similar forum related to the media and the eurobarometer would be a new White Paper. According to ECAS, *the decisions on the proposals in the White Paper will determine the content of this Commission’s information and communication strategy and its long term impact on democratic participation.* (see ECAS Report 2006 “Connecting with Citizens. Does the EU have the will to tackle its information deficit” ).

## **2. The Bergamo Forum 2006 Participants**

The White Paper wants to launch a discussion on a “partnership with the Member States and civil society”. The Bergamo Forum would be an attempt to bring together:

- Civil society networks addressing
  - (i) civic education, volunteers’ work;
  - (ii) participatory democracy, access to information;
  - (iii) the seven themes of the EU Sustainable Development Strategy;
  - (iv) an “alternative globalization”, such as the European Social Forum.
- New media
  - (i) Internet sites’ managers;
  - (ii) bloggers;
  - (iii) cartoonists.

## **3. The Bergamo Forum 2006 Possible Outcomes.**

**Suggestions addressed to the Bergamo Forum Facilitators.**

**The proposals are elaborated in more details in the fact sheets attached.**

### **3.1.2. The Bergamo Forum could lead to proposals to be eventually addressed to the Commission, as :**

- Rather than or in addition to “an other and new White paper” following the consultation, a roadmap on “participatory democracy and societal dialogue” to be drafted by a tripartite committee: European Institutions, social partners and civil society. This “joint document” could lead to

- an European Charter of Active Citizenship as proposed by the Active Citizenship Network;
  - an “European Compact with civil society” as proposed by ECAS
  - an European Regulation on Participatory Democracy (see below) .
- An EU Regulation on Participatory Democracy which should address:
    - (i) a system of public investigation
    - (ii) the shift to an “EU participatory budget”.
    - (iii) “The second voting right”. Disclosure Rules concerning:
      - (i) companies’ sustainability reporting (including carbon disclosure);
      - (ii) Pension Funds SRI policies. Reporting.
  - The Bergamo Forum could lead to “Pilots” supported by “Internet tools” and “Networks”. The fact sheets attached are proposing 3 pilots :
    - (i) European Discovery. **A Civic Education Initiative** focused on the evolution of Citizens’ Rights and progress thanks to the EU and “next steps” with a “practical exercise” based on the drafting of the Declaration of Interdependence.
    - (ii) Pathways. **A Connecting Citizens with Public Institutions agenda**. A tripartite drafting process for a “Roadmap on participatory democracy and European societal contract”, followed by implementation steps such as an EU Regulation on Participatory Democracy and an EU-NGO Compact (see ECAS).
    - (iii) Network Europe. **A Connecting Citizens with one another and Public Institutions agenda and a volunteer programme**. A joint action plan entitled “A Well-Being Society for All” with a multilingual forum system, focused on networks and citizen action plans to communicate and implement the EU Sustainable Development Strategy (inform, empower, feedback). This strategy would serve as a pilot because it is as an EU transversal policy requiring citizens’ action in seven fields: public health, social inclusion, demography and migration, climate change and energy, sustainable transport, sustainable consumption and production, conservation and management of natural resources. The pilot would include the recognition of volunteers’ work and could be “an accelerator of progress” both from a citizens’ and business perspective.

### 3.1.2. The Bergamo Forum could lead to proposals to be eventually addressed to the German Presidency.

The EU Constitutional Treaty revision process will take time. The German Presidency should present “proposals” by June 2007. The Bergamo Forum 2006 might wish to discuss if the re-opening of the file should lead to the negotiation of new provisions related to participatory democracy.

as :

- the election of the President of the European Commission by direct and universal suffrage;
- a reform of the EESC (to monitor tripartite agreements’ progress);
- A pan-European consultation/referendum on the same day about issues such as the EU Constitutional Treaty.
- A right to information (see ECAS report)

### **3.1.3 The Organisations acting as Facilitators for the Bergamo Forum might wish to set up a task force for 8 months to**

- Prepare the Bergamo Forum 2006
- Host a post-official event, on November 11 in Bergamo, to prepare the next steps and design a draft “road map” (see 3.1.1)
- Prepare joint proposals in view of the 50st Anniversary of the Treaty of Rome
- Prepare joint proposals to the German Presidency in view of the June 2007 European Council (see 3.1.2.)
- Prepare joint proposals in view of President Barroso first report to the European Council on the implementation of the EU Sustainable Development Strategy (June 2007)

### **3.2. Issues to be addressed by Mrs Wallström Cabinet.**

The proposals formulated in this “civil society working paper” are raising questions to be addressed by Mrs Wallström’s Cabinet in view of the Bergamo Forum 2006 :

- As Mrs Wallström noted, “there is no official recognition of the citizen’s right to information”. Civil Society might not be happy with a discussion on “meeting places” alone but might request new regulations, for example a framework directive on participatory democracy and/or an EU/NGO Compact. Should the first step be a Roadmap on “participatory democracy and societal dialogue” to be drafted by a tripartite committee composed of European institutions, social partners and civil society?
- Civil society might request a comprehensive “communication” strategy to foster shared ownership and empowerment to implement the EU Sustainable Development Strategy, such as an EU transversal strategy requiring citizens’ commitments and volunteer work.

# EMPOWER

## Accelerator of Progress for Europe

### Bergamo Forum 2006

by Raymond Van Ermen,  
Member of the Permanent Forum of Civil Society

#### **Preamble**

“The European crisis is profound. It concerns the relation that Europeans have with the world (globalization), the European Institutions (European governance), multinational enterprises (the power of market), cultural diversity and our own roots (the local level). One needs a response to the changing nature of capitalism, the crisis of the European project, the question of its borders and the search for convergences in developing the European Social Model. It is necessary to offer solutions that improve management (governance), restore confidence, show that we can again improve the European social model and contribute to promoting peace, democracy within and outside the Union, as well as the dialogue between a multi-cultural Europe and the other parts of the world”. (\*) *Plan B. Changing the European Governance*. Editions Labor, 2006. Boual, Grosjean, Rabier, Spoel, Van Ermen.

*A Communication strategy needs to address people’s fears and desires.*

*Europeans need to imagine new ways to secure “progress for all” and “trust”.*

*It is in relation to globalization that the EU has appeared as a threat: the threat of impoverishment for Europeans, according to some, the threat of a lack of solidarity and justice for a better world, according to others. The European Union must review its strategy and its message and demonstrate that together and individually, we are not “powerless”, in particular in the face of globalization.*

*By “empowering” himself or herself and co-operating with others, each of us can contribute to bringing change, innovation, human security and well-being and create an accelerator of progress which will improve our life and the life of our family, as well as having an impact both on European policies and businesses.*

*A “New European Conscience”, revisiting the reasons why the European Union is an “added value” to meet our desires, should emerge, built on rediscovering the proactive power of our interdependence.*

*It is of major importance for the Union to become again, in the eyes of all European citizens from new and old member states, a major lever for a flourishing economy and a society of*

*well-being for all, and to be perceived again as an accelerator of societal progress able to “re-enchant the world”<sup>1</sup>.*

*The fact sheets that follow are:*

- a) *an attempt to describe how the Bergamo Forum 2006 could contribute to*
  - **trust:** *we are making progress (and you are not alone);*
  - **desire:** *new progress is on its way (or could be initiated).*
- b) *an attempt to link these with the “Empowering” objectives and tools described in the White Paper on a European Communication Policy, which is not “asking for people’s views on the European Union itself but on the question of how we can set up better communication between citizens and the EU policy-makers”.*

*The Bergamo Forum is focused on “Civil Society”. Civil society has emerged "as a powerful social force. According to Nicanor Perlas, “civil society is the most important innovation in the 20<sup>th</sup> century. It is as important as the invention of the nation-State in the 17<sup>th</sup> century, the establishment of the modern market which dates from the 18<sup>th</sup> century, or the creation of trade unions in the 19<sup>th</sup> century. The 21<sup>st</sup> century will be the time for new partnerships, a source of innovation and competitiveness”<sup>2</sup>. What Perlas calls "threefolding" – a partnership among the public sector, the private sector and civil society – is first and foremost a social process and it is expected to lead to new forms of governance and management of "corporate" or "governmental" systems. "Amazing things happen when partnerships are established", as those who have gone through the experience acknowledge.*

---

<sup>1</sup> To quote an expression used by George Corm, former Lebanese finance minister, in *Orient Occident, la fracture imaginaire*, Ed. La Découverte, 2002.

<sup>2</sup> Nicanor Perlas, *Shaping Globalisation. Civil Society, Cultural Power and Threefolding*. Ed. Yves Michel, 2000.

**Fact Sheet no.1. Plenary Session. A European Public Sphere.**

*"One of the greatest challenges of the years we are going through may be for civil society to help governmental institutions get out of the intellectual blind alley where they shut themselves in, the weak consensus which makes the room for manoeuvre of political action extremely restricted. This has no grounds but a kind of tetanization of political thinking which does not dare going back to basics to redesign the organization of society". Jean Fabre, UNDP<sup>3</sup>.*

As noted by the University of Oslo and Berlin in their comments on the White Paper, *"the idea that citizens should become partners empowered for participation and dialogue and well-connected among each other is the guiding normative principle of the White Paper. In general, the White Paper is deeply infiltrated by the ideology of communication management: the belief that citizen dialogue and understanding can be engineered from above and that a strategic solution can be found on the basis of common resources and the goodwill of all participants"*.

"Empower" is directly linked with "Active Citizenship" "Empowering people" will require: a "new European Vision", a "new European Conscience", "new instruments" a focus on people's agenda.

Public-private partnerships are being replaced by threefold partnerships.

### **Empower**

For civil society groups, "Empower" is directly linked with "Active Citizenship" which is the aim.

"Communication" (top-down, bottom-up and between citizens/residents/organisations & networks) is a "step" which should lead to "empowerment" able to influence policies and businesses in a representative and participatory democracy.

"Empowering people" will require:

- (i) a "new European Vision", *part of a civic education agenda* (summarized in Fact Sheet no.2 on New Metaphors),
- (ii) a "new European Conscience", *resulting from connecting citizens with one another* (see Fact Sheet no.3 on The European Discovery and Fact Sheet no.7 on The Declaration of Interdependence),
- (iii) "new instruments" – active citizenship needs new instruments to "empower" people; they will be needed to *"connect citizens with one another and with public institutions"* (see Fact Sheet no. 5 on Pathways and Fact Sheet no. 6 on the Internet Age)

---

<sup>3</sup> Jean Fabre, UNDP. Politis. 6 November 2003.

- (iv) a focus on people's agenda, the field to “*connect citizens with one another and with public institutions as well as developing volunteer programmes*. The definition of a “Well-Being society for all” is probably the best way to capture citizens' agenda (see Fact Sheet no.4 on Network Europe). It relates to the EU agenda (see the EU Sustainable Development Strategy) and the UN agenda on “human security” (see Annex).

The context in which to set up the debate on “empowering people” can be described as follows:

- Europe is polycentric (and not a pyramid with the EU on the top): participation is needed at all levels, in many fields and in many ways;
- competitiveness and innovation require an “open-door scenario”;
- human security requires people's empowerment;
- civil society is an “indispensable ally”;
- NGOs have the potential to become “Ambassadors of Trust/Good Will”.

The European Sphere to empower people

- (i) needs to be developed in “4 Domains” representing the 4 pillars of a European Public Sphere:
- an EU representative (European Parliament election) and direct democracy (European referendum, election of the President of the Commission);
  - the design and implementation of EU policies (lobbying, European public enquiries & Mediators);
  - a European Societal and Tripartite Contract (refers to the concept of threefolding – see below – and innovation by agreements of the Feira European Council);
  - Responsible Entrepreneurship (empowering citizens as investors, buyers).
- (ii) requires a “new strategy” (based on the Commission's Plan D) with:
- an agenda and targets;
  - “meeting places”;
  - rules;
  - “Measuring what Matters”.

### **Threefolding**

"The people are now, more than ever before, society's driving force. People collectively sense that the world is changing and they are using their new individual and combined power to drive those changes"<sup>4</sup>. Threefolding constitutes an essential dimension of the systems which companies and public authorities have to manage.

Public-private partnerships are being replaced by threefold partnerships. A multi-stakeholder process is not necessarily a threefolding process. Launching a threefolding process amounts to establishing a process that addresses the legitimate though different interests of culture, politics and the economy, wrote N. Perlas, underlining that each of the three spheres of society are incomplete by themselves. Each of them requires the skills and resources of the other two. Threefolding puts culture on an equal footing with politics and the economy. The cultural sphere restores the rights of an often mistreated citizenship. But a clear distinction should be made between institutions and individuals. Individuals can be active in the three spheres, which have their own internal logic and their own laws.

---

<sup>4</sup> Nicanor Perlas, *Shaping Globalisation. Civil Society, Cultural Power and Threefolding*. Ed. Yves Michel, 2000.

The problem is that governments and parliaments are slower than businesses to acknowledge and respond to this peaceful revolution. Moreover, both companies and public authorities find it difficult to find the mechanisms to regain "the trust and confidence of the new empowered citizen"<sup>4</sup>.

### **Communication and Governance**

If we want to go ahead and perfect our method of "network governance" in the Union, institutional players such as the Commission, the Council or the Economic and Social Committee as well as the other players involved in a partnership approach ought to be aware that they have to change the way in which they view their roles. We need to tackle the evolutionary wall.

Europe will only succeed if the functions of the Commission and the Institutions are properly specified. The Commission, for example, should:

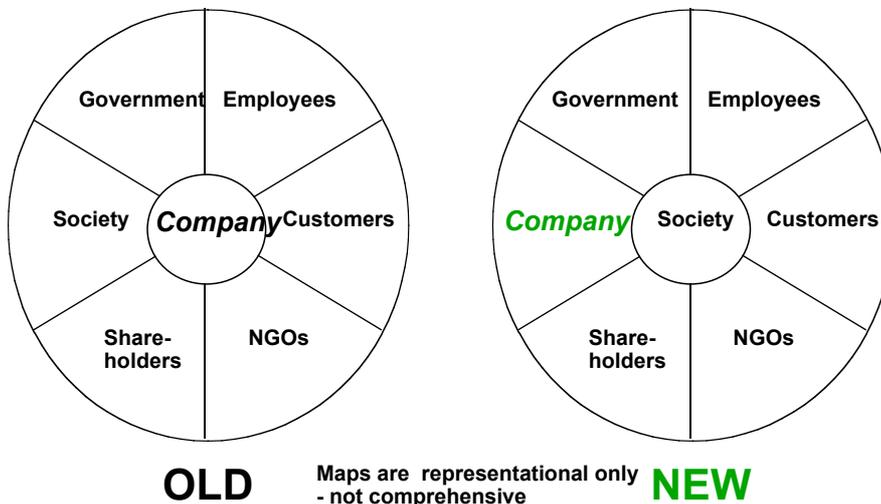
- (i) act as a
  - regulator;
  - policing body/judge/taxman;
  - economic player;
  - producer of synergies;
- (ii) have an impact
  - in economic, social, and cultural terms;
  - within and outside Europe;
- (iii) conceive its role on the basis of:
  - initiatives, projects, contracts from which it has drawn or should be drawing lessons;
  - budgetary choices;
  - an analysis of potential impact.

The difficulty for Commission officials is that, according to the task assigned to them (regulator, policing body, facilitator), they need a specific form of behaviour that fits their duties. A regulator takes decisions, a policing body prosecutes, a facilitator creates trust. Any government is faced with the problem of combining all three approaches. Chairing one of the many advisory committees, management committees and regulatory committees within the EU "comitology" is not a similar exercise to attending meetings in order to develop "partnerships".

The Commission proposes a Europe of Solidarity and Partnership. The question is whether Commission services are ready to ponder about the changes in perception of their role that this would involve on their part in order to fulfil this mission more effectively and be actual "creators of trust".

The main problem, which acts a brake on all convergences and advances and the source of all arrogance, is the fact that everyone – institutions, organizations or individuals – thinks they are the centre of the world and the only one that should conduct the process. The best way to illustrate this is to look at a diagram that sums up the evolution required in terms of perception (this is a diagram devised by Shell to explain to its representatives that they must "decentre" their perception of the place of the company and its representatives). The number of so-called partnerships in which a company or a Commission service wants to be the only one in the driving seat is phenomenal. This is the source of all blocking and frustrations.

## Stakeholder Maps



The European Union could become the leading post-modern state on the international scene, as the Community was under the leadership of Jean Monnet, with a co-development project, not a competition project. The Union should be a "facilitator", whereas, at the moment, it is sometimes a "preventer" or a downright "cannibal". The Commission perceives itself as the "centre", bestowing its favours without any obligation to justify its decisions, sure and domineering, without the necessity to set up a feedback system or to show how much progress has been achieved from one contract to another. We need to introduce a new state of mind and new practices!

To successfully meet this challenge, we need an approach based on the principles proposed by Perlas: respecting the range of approaches (partnership or confrontation); respecting social pluralism; respecting cultural diversity; establishing strategic plans based on these differences; acknowledging the value of social, cultural, and spiritual points of view which will act as a matrix for economic activity.

**Fact Sheet no.2. Cartoons Exhibition 2007. 50th Treaty of Rome Anniversary  
New Metaphors for a New Vision.**

Europe needs new metaphors to communicate with its citizens and propose a “new vision”. What should replace the too well-known formula: “market”, “competition”, “democratic deficit” and an easy cynicism and euro-scepticism? Empathy, Embeddedness, Unity in Diversity, Reliance, Solidarity? **The Bergamo Forum 2006** might wish to list a series of metaphors to be submitted to a European internet forum (*a virtual meeting place*); be a source of inspiration for cartoonists; launch a Eurobarometer test later.

We need new metaphors to facilitate communication and to describe “changes” in two ways:

- What are the changes which should result from a revised draft of a European Constitution (in particular with a view to better communication during referenda campaigns)?
- How to describe a new relationship with citizens in a knowledge-based society?

Metaphors should be tools to help to

- describe
  1. our vision of Europe’s future;
  2. our expectations as far as the EU is concerned;
- mobilize citizens/residents and NGOs;
- prepare the forthcoming debate on a revision of the EU Treaties.

*Trust: we are making progress*

**Beacon or Magnet: the European Dream**

Today’s Europe is envied by the other regions of the world. It marks a new stage in the history of mankind, since it is the Europe of peace-building between countries that used to repeatedly take up arms against each other, a Europe promoting the collective well-being of its peoples, a Europe of values in a society that has succeeded in establishing connections between local and global levels and between the past, the present and the future, fostering unity in diversity.

(See Rifkin).

**The Shield**

How the European Union is “protecting” Europeans, their security, their health, their environment, their purchasing power.

A Study (2001) on “Perceptions of the EU”, carried out by OPTEM for the Commission, underlined that:

- many citizens of the European Union are pessimistic about the situation in their country and express concern about the future (speed of current change, feeling of a loss of values and a once-cohesive social fabric, a feeling that economic liberalism has gone too far or gone wrong, and in the new EU Member States the impression of a real deterioration over the past 10 years, a gap between the privileged few and the large majority of the population);

- what makes Europe is mainly its history and culture. When perceptions of its identity and the feeling of being European are analysed, we can see that the main dividing line runs between a very big South and a very small North – a North-South divide which has deepened.

### **A Galaxy Europe**

An obvious mistake that is frequently made is to regard Europe as a circle with the Union's institutions in the centre or as a pyramid with the Institutions at the top. Europe is polycentric, the institutions are not at the top of an imaginary, non-existent pyramid. We are increasingly living in a world which is not "State-centric" (like the communist system) and we must be aware of the strategic and tactical implications of this polycentrism. We do not underestimate the importance of the institutions, far from it, but to be efficient at the institutional level, we believe they should be positioned in the right place together with their links with the other players in the "European galaxy".

*Desire: new progress is on its way*

### **The Metamorphosis**

With the integration of the Charter of Fundamental Rights as a cornerstone of the Treaty and the new objectives of the Union described above, European policies will have to change. The very text of the draft Treaty can therefore be the starting point for a real "metamorphosis" of Europe – and for giving it a new face – as well as a metamorphosis of business and macro-economic models.

### **The New Cornerstone**

The draft Constitutional Treaty provides the means to further transform the European project at the service of the peoples. Until now, some only regarded the Union as a large free trade area. With the Constitutional Treaty, the cornerstone of the EU will no longer be the market but the fundamental rights that have become the "heart and soul" of the Treaty.

### **Europe Orchestra**

A Polycentric Europe is taking us into the global age. EU Institutions, Business, Civil Society shaping, implementing and monitoring policy together is what Romano Prodi calls "Network Europe". The EU institutions help coordinate activity among a range of players. The EU's primary role has become "orchestral". It facilitates the coming together of networks of engagement that include nation-states but also extend outward to transnational organizations and inward to municipal and regional governments, as well as social partners and civil society organizations. From this perspective, the European Union is the "first governing experiment in a world metamorphosing from geographic planes to planetary fields".

### **A Pathfinder**

"...Europe as a pathfinder for the global transition to sustainable development. Globalisation is a transforming force. The rate of increase in interconnectedness and mutual interdependence is unprecedented. (...) The European Union is the world's most advanced experiment in sharing sovereignty while maintaining diversity. (...) We need a politics that is not driven by anxiety but by confidence. The European idea is a powerful weapon of mass construction – we just have to learn how to use it". (see E3G, 'Europe in the World' Roundtable)

The draft European Constitution Art I-3, §1 states that “the Union’s aim is to promote peace, its values and the well-being of its peoples” and its Art I-3, §4 states that “in its relations with the wider world, the Union (...) shall contribute to peace, security, the sustainable development of the earth, solidarity and mutual respect among peoples, free and fair trade, eradication of poverty and protection of human rights”.

### **The Triangle**

The inclusion of a section on participatory democracy is another new significant lever, as it will help develop a complementary engine in the ‘Europe’ rocket: *the participatory route*. We shall have increased means to turn the project of a super-state at the service of the market (which is how some people view the Union) into that of a Network Europe with multi-level partnerships that are no longer established between the State and the Market but between the three elements of a triangle "Government-Market-Civil Society" at the service of the Common Good.

**Fact Sheet no.3. Workshop on European Discovery – A Civic Education Initiative**

The **Bergamo Forum 2006** might wish to launch the European Discovery project, a “civic education initiative” focused on “Europe as an accelerator of progress for people’s rights”. Our European Discovery Initiative comprises four major dimensions: Culture & Values, Human Rights, Participatory route, A Better world. A Network of Teachers, an e-twinning between schools would focus its action on the European Discovery Initiative. A Volunteer programme would be in charge of developing initiatives in relation with the four dimensions.

**1. Unity in Diversity. European history, values and institutions.**

As noted by Lithuania in its comments on the White Paper, “*the implementation of the key principle of the EU ‘Unity in Diversity’ implies paying more attention to the display of the diversity of the EU as a community of member states and giving ampler possibilities for EU citizens to get to know EU Member States in the most immediate way.*”

**2. Human Rights, the New Cornerstone.**

*Trust: we are making progress*

**Charter of Fundamental Rights.** For civil society, one of the main accepted points resulting from the draft Constitutional Treaty is the introduction of the Charter of Fundamental Rights in the Constitution itself. This is the product of a long process initiated by the Magna Carta in England in 1215, then the Bill of Rights in 1628, and the Universal Declaration of Human Rights in France in 1789. The process accelerated after the Second World War and is still going on today, with in particular the Convention of Rome of 17 July 1998 establishing an International Criminal Court or, more recently, the adoption of a draft Convention on the Protection and Promotion of Cultural Diversity on 17 October 2005 by the United Nations General Assembly.

Universal human rights appear today as the sole paradigm that can substitute itself, at a global level, for regulation through unlimited accumulation. Europe, because its supranational organisation goes beyond the states’ structures and generates its own methods of regulation where legislation plays an essential, structuring role, has the appropriate regulatory tools, with the Charter of Fundamental Rights, the European Convention on Human Rights and Fundamental Freedoms and its two Courts of Justice (Luxembourg and Strasbourg) within the framework of which fundamental human rights are the basic reference.

**3. The fourth engine in the rocket "Europe": the *participatory route*.**

*Trust: we are making progress*

**Participatory Democracy.** The European Union has been built over the past fifty years through the implementation of three “routes”: the *intergovernmental route* (e.g. European Council), the *federalist route* (e.g. European Parliament) and the *functionalist route* (e.g. the internal market and the euro). Political circles (because of the gap between the European elite and its citizens, the blocking of dossiers that have become taboo and the rise of mega risks), business circles (with in particular the rise of the reputational risk), trade unions (with the rising risk of social

dumping) and civil society (with the delays in meeting the major demographic, ecological and social challenges) all share the same interests: *recreating social capital* through a participatory approach that involves public authorities, businesses and civil society. The European draft Constitution is a major step towards participatory democracy.

*Desire: new progress is on its way*

**An economy for the people.** To be efficient, we must now accurately assess the potential and real power at our disposal both individually and collectively to make a better world emerge by using market forces. We can change the market and change Europe if every one of us changes his or her behaviour as a purchaser and as an investor, so that markets which are still only “niche” markets can become mass markets (mainstream) – all the more so since, as J. de Rosnay writes, “with internet, one is observing the emergence of an economy of the people, by the people and for the people”<sup>5</sup>. In fact, the concept of “empowering people”, a concept also used by multinationals, is nothing revolutionary. The multinational Shell has devised scenarios up to 2025. One of these is called “Open Doors”. The participatory approach generates growth<sup>6</sup>, because it generates more innovation, including in terms of products for the poorest, as is the case in the pharmaceutical field or with micro credits.

#### 4. A Better World is possible

*Trust: we are making progress*

Europeans are several lengths ahead in terms of social entrepreneurship, a concept commended in Davos, New York and London as the new mantra to change the world. In these matters, Europe has “champions and leaders”, which are already very well connected at a world level. It is quite ironical that we need the Davos Economic Forum and the Schwab Foundation, the British and the Americans to start singing the praises of the third sector to rediscover our own infrastructures in this area. According to data supplied by the European Commission, the organizations in the social and inclusive economy sector represent a total of 8 million full-time equivalent jobs, i.e. 7.7% of salaried employment. Their members represent over 30% of the population. Cooperative banks have 36 million members and 91 million customers and hold 17% of the banking market, with cooperatives and friendly societies holding nearly 30% of the market<sup>7</sup>.

*Desire: new progress is on its way*

It is by demonstrating that “a better world is possible” with the participation of everyone exercising his or her political, economic and social citizenship, using his or her “double right to vote” in ballot boxes on the one hand, and purchases and investments on the other hand, that the “context” can be changed. Europe is able to act as “a global civil power at the service of sustainable development in the world”, as Romano Prodi declared in Strasbourg in 2000. The ‘new’ is already here: ethical investments, new forms of consumption, new forms of solidarity economy such as micro credits, fair trade, clean and energy-efficient technologies, etc. These are all “markets” which already exist and are supported by European enterprises – banks, retailers and manufacturing companies.

---

<sup>5</sup> Joël de Rosnay, *La révolte du pron@tariat*. Ed. Fayard, 2006, p. 194.

<sup>6</sup> With new indexes, as we have developed in the full text.

<sup>7</sup> Jean-Louis Laville, *Une Conception Tronquée de l'Economie*. *Politis*. 6 November 2003.

**Fact Sheet no. 4. Workshop on a Network Europe. A Connecting Citizens with each other and with Public Institutions agenda as well as a volunteer programme.**

**The Bergamo Forum 2006** might wish to explore the potential to empower citizens by launching by 2007 a pilot based on the “communication” dimension (inform, empower, feedback) of the EU Sustainable Development Strategy – an EU transversal strategy ; identifying 400 Champions/Trust or Good Will Ambassadors, individuals involved in partnerships with the Commission which are success stories. setting up new mechanisms for an initiative to connect citizens, EU public institutions and stakeholders from third countries ; creating new mechanisms for the ‘participatory route’ with a new mission for the ESC and the Committee of Regions

*Trust: we are making progress*

According to J. Rifkin, “the birth of a new economic system is driving the changes in governance models. What’s pushing institutional changes is a communication revolution that is increasing the speed, pace, flow, density and connectivity of commercial and social life. It is the time of ‘networks’. Networks operate on an entirely different principle from markets (by very nature adversarial forums). Each party enters into the relationship based on the supposition that by optimizing the benefits of the other parties and the group as a whole, one’s self-interest will be maximized in the process. The keys to a successful network are reciprocity and trust. The more *embedded* individual players become with each other, the more likely they will be willing to open up and share, the greater the likelihood of success. Networks spawn greater creativity and innovation for the simple reason that they have a larger pool of the best minds to draw from”.

*Desire: new progress is on its way*

**A system less and less “stato-centric”**

Europeans, who would like a more interdependent world, consider that the EU must play the major pilot role of a “normative power” in many important world issues such as the Millennium Objectives for poverty alleviation, the so-called Kyoto Process against climatic change, the 2010 Countdown for the safeguarding of biodiversity, the UNESCO Convention on cultural diversity, the World Summit on Sustainable Development to change consumption and production patterns, etc. But these issues also illustrate a system that becomes less and less “stato-centric”. The concept of shared and differentiated responsibility highlights the “specificity”, the “necessity” and the “complementarity” of the few actions by the “state”, the market and civil society, which are necessary to overcome the challenges of our time. This should be a major topic of the **Bergamo Forum 2006**.

**The Values of a Well-being Society**

By implementing the EU Sustainable Development Strategy we will build a *Well-Being Society*. This means a society in which, seizing the opportunity offered by our interdependence and the richness of exchanges, every person’s fundamental needs are met, their personal dignity is recognized and safeguarded, their personal development is supported, their work is a source of personal enrichment, their active participation is encouraged, their desire for a quality of life and health and their right to a healthy environment are met, in harmony with nature, while respecting cultural diversity and the rights of future generations.

A Well-Being Society is a society characterized by prosperity and quality of life, solidarity, equality, in particular between men and women, equity, justice and universal fraternity. For Europe, it is the instrument of unity within diversity, development through education, culture, communication, exchanges of views and innovation.

The Well-Being Society is a federative project implementing both one of the three core objectives of the Union as defined in the draft European Constitutional Treaty (otherwise referred to as the draft European Constitution) and the EU Sustainable Development Strategy. The Well-Being Society can mobilize people around a positive dynamic that does not negate crises but responds to them proactively. This project provides powerful leverage for “remobilizing” the general public as well as for businesses from the private and public sectors, social entrepreneurship, public services and voluntary organizations; it is a factor of innovation for new products and new services and a “creator of progress”.

It requires an enemy: it will be apartheid and ghettos. It also requires a target date: 2015, the date set by the Millennium Declaration to reduce by half the number of people living with less than one dollar a day. It is thanks to a “Europe of partnerships for a Global Well-Being Society” that Europe can become by 2020 a region of the world that is as essential as China or the United States.

Europe is in a better position than any other region of the world to succeed in turning the Well-Being Society into a project of economic and technological, social and cultural innovation, security and peace, for four reasons: (i) the European Union is the only entity that has defined the goal of promoting the well-being of its peoples AND working for sustainable development as an objective in its Constitution; (ii) Europe has become aware more quickly than the other continents of the importance of these threats and has introduced still embryonic policies and methods which show the way forward; (iii) Europe has “champions and leaders” in these matters, who are already very well connected at a world level; (iv) better than the other continents, Europe is made up of connections between public authorities, businesses, and trade unions/civil society; and it is the partnership between public and private sectors and civil society which will be a source of innovation and of new forms of “competitiveness”. But let’s make no mistake! To be the first in managing to overcome the so-called “evolutionary wall”, we need to change our perceptions and methods in great depth and find new ways of cooperating to fully bring into play the “power of synergies” from partnerships that pool knowledge, skills and resources within a networking society.

### **Human Security**

“Human security means protecting vital freedoms. It means protecting people from critical and pervasive threats and situations, building on their strengths and aspirations. It also means creating systems that give people the building blocks of survival, dignity and livelihood. Human security connects different types of freedoms – freedom from want, freedom from fear and freedom to take action on one's own behalf. To do this, it offers two general strategies: protection and empowerment. Protection shields people from dangers. It requires concerted effort to develop norms, processes and institutions that systematically address insecurities. Empowerment enables people to develop their potential and become full participants in decision-making. Protection and empowerment are mutually reinforcing, and both are required in most situations”. (UN Report, see Annex)

### **The Trust/Good Will Ambassadors. A Volunteer Programme**

A new wind of optimism can then blow if the “Champions” of an economy aware of its social and environmental duties are allowed to show the way to a new economic model, if the civil society “Champions” for justice, cultural diversity, participatory democracy and solidarity are allowed to show the way to a world that produces “well-being”.

The keyword is indeed “synergy”. You may have personally experienced the resonance of hundreds of drums starting to beat all together in unison. You know that a group of people walking at the same pace can make a whole structure collapse, such as a bridge for example. The question that brings us together is how to speed up the transition towards a new renaissance of Europe. What are the necessary synergies? How do we get strong personalities and action themes to “start resonating” with each other? How do we make Europeans more daring?

The European Commission must undertake a strategic review of its vision, its methods and its procedures in the field of partnerships and support to the agents of change. All this, in particular, in order for the threefolding partnership between public and private sectors and civil society – which will be a source of innovation and competitiveness – to be brought fully into play, in order for a multiplier effect and a scale effect to be produced and in order for the transition to be sufficiently accelerated to manage to contain mega risks.

Until recently, a distinction was made between two systems of international governance: multilateralism and bilateralism. The Bush Administration has tried yet another model, the imperial model. We have seen its limits. There is also an emerging paradigm, that of network governance. This refers to partnerships between different types of players around a common objective. In a knowledge-based, networking society, these new, complementary forms of governance play an important part. Two categories may be distinguished:

- action-oriented partnerships between the public and private sectors and civil society aimed at solving problems, such as the Forest Stewardship Council, the Marine Stewardship Council or the Global Compact;
- “learning organizations”, which are interactive structures helping discussions on progress and sharing intelligence. They include the IPCC on climate change.

The participatory route for Europe would consist in establishing new mechanisms that would respond to the “systemic changes” required and facilitate partnerships via a network type of governance supplementing the multilateral system that the Union already is. These mechanisms should cover the two categories mentioned above.

**The Bergamo Forum 2006** might wish to explore the potential to empower citizens by

- launching by 2007 a pilot based on the “communication” dimension (inform, empower, feedback) of the EU Sustainable Development Strategy – an EU transversal strategy. It will shed light on the role of the EU in terms of partnerships and projects funded;
- identifying 400 Champions/Trust Ambassadors, individuals involved in partnerships with the Commission which are success stories. They will help shape the new proposals to be submitted to “empower people”. The Commission consultation system with stakeholders can thus move to a new paradigm from a “one-shot” consultation process/event to a “permanent platform of debate and a participatory democracy

continuous improvement cycle”, from “commenting” to shared ownership” and “collective intelligence”;

- setting up new mechanisms for an initiative to connect citizens, EU public institutions and stakeholders from third countries in fields where European organizations and citizens are “Ambassadors of Europe, pathfinder of sustainable development” (transatlantic, Mercosur, Asia, ACP, Med, Neighbourhood Policy);

- creating new mechanisms:

There should be new institutions for the ‘participatory route’ hosted by the ESC – as far as threefold partnerships are concerned (?) – and the Committee of Regions as far as subsidiarity is concerned (?) to

- negotiate tri-partite compacts (Public Authorities-Market-Civil Society) in line with the concept of “innovation by agreement” of the Feira council (enlarged here) towards a Well-Being Society;
- monitor and implement how (i) the EU institutions, the private sector and civil society are working in partnership, in support of the EU Sustainable Development Strategy, (ii) EU funding is supporting networks’ and citizens’ efforts within and outside Europe to meet this objective, (iii) the purchasing and investment power of EU institutions, the private sector and civil society is leveraged, (iv) companies and local authorities are developing an approach to responsible competitiveness.

**Fact Sheet no.5. Workshop on Pathways. A Participatory Democracy. A Connecting Citizens with Public Institutions agenda**

**The Bergamo Forum 2006** might wish to debate on how to implement the “principle of participatory democracy” as a “*Connecting Citizens with Public Institutions initiative*”.

Participatory democracy and establishing a civil dialogue with NGOs are two distinct issues, requiring distinct “instruments”.

The **Bergamo Forum 2006** should address new participatory democracy rules, which should be set, for some, in the Constitutional Treaty, for others in an EU Regulation and relate to politic, economic and social rights and business governance.

Political circles (because of the gap between the European elite and its citizens, the blocking of dossiers that have become taboo and the rise of mega risks), business circles (with in particular the rise of the reputational risk), trade unions (with the rising risk of social dumping) and civil society (with the delays in meeting the major demographic, ecological and social challenges) all share the same interests: *recreating social capital* through a participatory approach that involves public authorities, businesses and civil society and *proposing a new horizon*, the Well-Being Society, that can get people mobilized. We have entered a race against the ghettoization of the world and a host of crises are on the horizon, from a “demographic winter” to climate change.

The methods that have been used up to now have reached their limits. Governments, international organizations, businesses and civil society cannot manage, with today’s methods, to meet the objectives of the Lisbon Process and are currently engaged in only a third of the efforts necessary to achieve the objectives set at an international level in the fight against poverty. A “systemic change” is required. The participatory route is also an invitation to try and find a new way to tackle the taboo issues in the Union and resume work on the dossiers that have ended in failure up to now.

***Trust: we are making progress***

As Jacques Delors stated in his closing speech at the Conference on Participatory Democracy organized on 8 & 9 March 2004 by the European Economic and Social Committee (EESC), the progress achieved on this subject since 1999 has been quite remarkable. Seven years ago, the notion of participatory democracy was regarded with scepticism as a kind of utopia for pleasant dreamers. Since 2004, however, it has become an increasingly accepted concept on the agenda. Article I-47 of the draft Treaty establishing a Constitution for Europe integrates participatory democracy for the first time.

***Desire: new progress is on its way***

**The Feedback Revolution**

Feedback provides information to the machine on its actual performance, which is then measured against the expected performance. The information allows the machine to adjust its activity accordingly. Today’s intelligent technologies all operate by the feedback cybernetic principle. Effective governance is less a matter of ‘imposing’, from on high, predetermined decisions on passive recipients at the bottom than engaging all the actors in an ongoing

process of deliberation. The process itself – with its emphasis on continuous feedback – becomes the new governing model. A “*continuous improvement cycle*” addressing partnership between Network Europe and the EU institutions towards “a flourishing and sustainable society” needs to be put in place.

### **Open doors for more growth**

The “open doors” approach (described by several Institutes – Shell global scenarios for 2025 as well as Futurable) is a world in which civil societies in different countries are reassured that their fundamental values can be affirmed and strengthened, not only domestically but across borders, and in conjunction with market forces. A whole industry is there at work certifying, assessing and promoting trust-enhancing norms and initiatives. This “trust value-chain” smoothes the way for a sense of global community. A culture of accountability develops as the common reference. Reputation management is key. Multilateralism is seen as an important tool. By 2025, the level of global and EU economic prosperity will be 40% higher in an Open-Door scenario than in scenarios based on national preference and dogmatism.

Citizens and residents should be encouraged to make use of

- (i) their political rights as citizens and residents in a representative and participatory democracy;
- (ii) their “second voting rights” as investors & purchasers.

### **An other and new White paper.**

After the For a which includes the Bergamo meeting, the Commission intends to publish a new White Paper.

Should we launch a roadmap on “participatory democracy and societal dialogue” to be drafted by a tripartite committee: European Institutions, social partners and civil society.

This “joint document” could lead to

- a European Charter of Active Citizenship as proposed by the Active Citizenship Network;
- a “European Compact with civil society” as proposed by ECAS.
- a European Regulation on participatory democracy

### **An EU Regulation.**

An EU Regulation on Participatory Democracy could be drafted without waiting for the Constitution to be ratified. The Regulation should address:

- the implementation - without waiting for the Constitution to be ratified – of the provision of Article I-47 of the Constitutional Treaty .
- a system of public investigation of projects financially supported by the ERDF<sup>8</sup>, with the designation of “investigating officers” who agree on working procedures and write a report on their conclusions.
- The shift to an “EU participatory budget”. As noted by Estonia in its comments to the White Paper, “*the idea of involving citizens must be supported in every possible way*”

---

<sup>8</sup> European Regional Development Fund.

*(...) for instance disclosure of the recipients of financial support from the entire EU budget, including funds administered jointly by the member state and the EU”.*

- “The second voting right”. The future lies in “responsible competitiveness”. Simon Zadek<sup>9</sup> stresses that there is a potential for a simultaneous increase in productivity, human development and environmental responsibility. To be effective, one must pay attention to the role of consumers, investors/savers and other sectors of civil society. First priority should be given to Disclosure Rules (see Eurosif), based on the principle of harmonization taking into account existing legislation in Member States concerning:
  - (i) companies’ sustainability reporting (including carbon disclosure);
  - (ii) Pension Funds SRI policies. Reporting.

### **Participatory Democracy in the European Constitution.**

The European Constitution should “provide an important new context for democratic participation in EU politics and give a new start to democracy in Europe” (IRI). However, if Article I-47 of the draft Treaty establishing a Constitution for Europe integrates participatory democracy “Participatory democracy” cannot be resumed in the unique provision (the right to take initiatives with a million signatures from European citizens) of the Treaty. Since then, the content given to this concept by the Commission in its Plan D has remained very much in the background because participatory democracy is treated as if it were limited to “connecting people”.

The EU Constitutional Treaty revision process (German Presidency proposals, June 2007) should address:

- the election of the President of the European Commission by direct and universal suffrage;
- a reform of the EESC (to monitor tripartite agreements’ progress);
- new articles as on Information Right (see ECAS Report 2006 “Connecting with Citizens. Does the EU have the will to tackle its information deficit” )
- A pan-European consultation/referendum on the same day about issues such as the EU Constitutional Treaty. If there is one lesson to be drawn from the ratification process of the draft Constitutional Treaty signed in Rome, it is that another method must absolutely be introduced. The formula used is bad: it is too long, it does not lay emphasis on the joint and additional elements of European citizenship, it does not create a “European public area”, it takes everyone hostage for the problems of each State and for national debates, and it excludes the States where ratification is the sole responsibility of parliaments from the right of exercising their European citizenship. This is why the pan-European June 2009 consultation of all European citizens at the same time is a must, a fundamental element for changing the context and help European citizenship progress.

---

<sup>9</sup> Simon Zadek, *Responsible Competitiveness. Reshaping Global Markets Through Responsible Business Practices*, AccountAbility, December 2005.

**Fact Sheet no. 6. Workshop on Internet, a virtual meeting place.**

*Desire: new progress is on its way*

A European Societal Contract, theme of a Virtual European Public Sphere. Tools suggested : a Wikipedia-Europe public space, an internet voting system, a “permanent forum system”, a website devoted to the **Bergamo Forum** and its follow up.

Various ways exist in which to organize the Internet Virtual European Public Sphere on a European Societal Contract: one could adopt the “six new topics for which the need for more Europe is expressed: globalization, social inclusion, transformation of the family structure and ways of life, demographic ageing, services of general interest, migrations”, as proposed by “Notre Europe”<sup>10</sup>. One could also adopt the seven themes fixed by the EU Sustainable Development Strategy.

**Tools**

A Wikipedia-Europe public space (multilingual project)

The title could be “*Europe’s Flourishing Society: envision, engage, empower*”. A Proposal has been made by ACIDD/EPE.

The project will make use of the Wiki technology, a successful model of collective intelligence available on the Net, to involve citizens in particular in the drafting of the ‘Declaration of Interdependence’ and ‘reporting progress’ in implementing the EU Sustainable Development strategy.

Based on the Wikipedia principle, every participant from all EU Member States and abroad will be able to translate documents in his/her own language.

An Internet voting system will be used for the adoption of the draft Declaration of Interdependence.

A ‘Permanent Forum System’ should be put in place for the years to come with the three main objectives defined by the Commission:

- (i) strengthening citizens’ capabilities,
- (ii) connecting citizens with one another;
- (iii) reinforcing interaction between citizens and institutions.

The focus could be the EU Sustainable Development Strategy, as a transversal agenda.

A “European Action network”, independent website.

The IT process developed for the Bergamo and Roma Forums would be made available to be embedded *in the online community space for citizens’ information and action* envisaged by the Commission Communication. It would include a “Bloggers & EU Agenda – Meeting Space”.

---

<sup>10</sup> Marjorie Jouen and Catherine Palpant, *Pour un nouveau contrat social européen. Etudes et Recherches* no.43. “Notre Europe”.

**Fact Sheet no.7. Side Event. The Declaration of Interdependence.  
The Re-Foundation of the EU**

As far as the Union is concerned, many citizens want Europe's unification to be "*the next stage in the human journey*", as J. Rifkin puts it, "*one that promises to bring humanity to a global consciousness befitting an increasingly interconnected and globalizing society. [...] The new European Dream is powerful because it dares to suggest a new history, with an attention to quality of life, sustainability, and peace and harmony*"<sup>11</sup>. In our opinion, the Declaration of Citizens should have the form of a bottom-up exercise leading to a Solemn Declaration of European Citizens' Interdependence.

On the eve of the 21st century, there exist between all human beings – and in particular between European citizens – interdependencies that have attained a scale and intensity never encountered before; this situation implies a fundamentally new era for humanity and constitutes the essential challenge of globalization, the impact of which on human blossoming must be seriously assessed for the survival of European citizens and their immediate neighbours.

It should be a declaration *by the European citizens* because it is about time to change methods and recognise that they are, jointly and severally with the Member States, the holders of the European Union's sovereignty.

The Declaration might be seen as the starting point of a re-foundation of the EU on the basis of:

- a new European conscience: Unity in Diversity;
- a new Cornerstone: Fundamental Rights;
- a new relation to the world: Sustainable Development;
- new forms of citizenship;
- a representative, participatory and parity democracy.

A draft of such a declaration is inserted in the Annex to this fact sheet. The Permanent Forum suggests that it should be discussed, amended, corrected and/or supplemented before and during the **Bergamo Forum 2006**. The final text of this Declaration of Interdependence should be adopted on the occasion of the 50th Anniversary of the signature of the Rome Treaty. It should then be delivered to the European Parliament – *on behalf and by the authority of the European citizens* – for transmission to the representatives who will sit at the Third Convention, as the preamble to the future revised European Constitution.

---

<sup>11</sup> Jeremy Rifkin, *The European Dream, How Europe's vision of the future is quietly eclipsing the American Dream*. Ed. Tarcher/Penguin, 2004.

**Declaration of European citizens' Interdependence (draft)**  
*Proposed by the Permanent Forum of Civil Society*

Conscious that ever during our respective national histories we have experienced bonds of interdependence so vital for our survival than those which bind us today at the eve of 21st century,

**WE, THE EUROPEAN CITIZENS, WANT**

**TO REMODEL THE EUROPEAN UNION** on a new vision of our common political destiny, which integrates our interests ever more closely and mobilises our national ethos to overcome together the challenges of globalization. We are determined to promote the ethics of reconciliation while pursuing our common destiny.

**TO AFFIRM A NEW EUROPEAN CONSCIENCE** based on “Unity in diversity” within a Union that assures our quest for a common well-being and promotes the European societal model.

**THAT BASIC RIGHTS BECOME THE NEW UNION’S KEYSTONE.**

**THAT THE EUROPEAN UNION ACQUIRES LEGAL PERSONALITY** in the international order at the service of peace and adherence to law.

**TO BUILD UP A NEW ECONOMIC, CULTURAL, SOCIAL AND ETHICAL PROJECT AS WELL AS A NEW RELATION WITH THE WORLD:** the world development must be sustainable and equitably shared because the interdependencies that exist between all human beings and the biosphere at the eve of the 21st century have attained a level in intensity, range and complexity never encountered before, and it is imperative to preserve the full control of these interdependencies for the survival of humanity and planet.

**TO FULLY EXERT THE CITIZENSHIP OF THE UNION** with regard to conferring its competences, defining its objectives and providing it with the necessary resources to attain the latter. We are conscious that this citizenship implies rights and responsibilities in its various dimensions such as **THE CULTURAL CITIZENSHIP**, safeguarding of cultural identities, **CITIZENSHIP OF THE MINORITIES**, rights and shared duties of Europeans, **ECOLOGICAL CITIZENSHIP**, right to live in a healthy environment and duty to maintain it, **PLANETARY CITIZENSHIP**, rights and duties with regard to a sustainable development of all areas in the world, **CITIZENSHIP IN CONSUMING AND INVESTING IN A WAY THAT RESPECTS COLLECTIVE PROPERTY**, right to have access to goods, services, information and use one’s purchasing power to favour more respect for distributive justice, and **THE CITIZENSHIP OF MOBILITY**, rights and duties to freedom of movement in the management of migratory flows and world tourism.

In an ever more global and interdependent world,

**WE WANT**

**A DEMOCRACY WITHIN THE EUROPEAN UNION, WHICH IS REPRESENTATIVE, PARTICIPATORY AND EQUAL.**

## **Protection and Empowerment**

### Annex. UN Commission Report on Human Security

The report's call for human security is a response to the challenges in today's world. Policies and institutions must respond to these insecurities in stronger and more integrated ways. The state continues to have the primary responsibility for security. But as security challenges become more complex and various new actors attempt to play a role, we need a shift in paradigm. The focus must broaden from the state to the security of people - to human security.

Human security means protecting vital freedoms. It means protecting people from critical and pervasive threats and situations, building on their strengths and aspirations. It also means creating systems that give people the building blocks of survival, dignity and livelihood. Human security connects different types of freedoms - freedom from want, freedom from fear and freedom to take action on one's own behalf. To do this, it offers two general strategies: protection and **empowerment**. Protection shields people from dangers. It requires concerted effort to develop norms, processes and institutions that systematically address insecurities. Empowerment enables people to develop their potential and become full participants in decision-making. Protection and **empowerment** are mutually reinforcing, and both are required in most situations.

Human security complements state security, furthers human development and enhances human rights. It complements state security by being people-centred and addressing insecurities that have not been considered as state security threats. By looking at "downside risks", it broadens the human development focus beyond "growth with equity". Respecting human rights are at the core of protecting human security.

Promoting democratic principles is a step toward attaining human security and development. It enables people to participate in governance and make their voices heard. This requires building strong institutions, establishing the rule of law and empowering people.

### **Ways to advance the security of people**

Human security seeks to strengthen and bring together efforts to address issues such as conflict and deprivation. Attempts are being made, for example, to realize the United Nations' Millennium Declaration and the Millennium Development Goals (MDGs). Achieving human security requires building on and going beyond the MDGs, by undertaking efforts to address the full range of critical and pervasive threats facing people.

**Protecting people in violent conflict:** Civilians are the main casualties in conflicts. Both norms and mechanisms to protect civilians should be strengthened. This requires comprehensive and integrated strategies, linking political, military, humanitarian and development aspects. The Commission proposes placing human security formally on the agenda of security organizations at all levels. There are critical gaps in how human rights are upheld, in respect for citizenship and humanitarian law. These gaps need to be closed as well as attention given to ending the impunity of perpetrators of human rights violations. Community-based strategies to promote coexistence and trust among people will support

these efforts. Equally urgent is meeting the life-saving needs of people through humanitarian assistance. Special attention should be given to protecting women, children, the elderly and other vulnerable groups. Disarming people and fighting crime through preventing the proliferation of weapons and illegal trade in resources and people has to be a priority.

**Protecting and empowering people on the move:** For the majority of people, migration is an opportunity to improve their livelihood. For others, migrating is the only option to protect themselves, such as those forced to flee because of conflicts or serious human rights violations. Others may also be forced to leave their homes to escape chronic deprivations or sudden downturns. Today, there is no agreed international framework to provide protection or to regulate migration, except for refugees. The feasibility of an international migration framework should be explored, through establishing the basis of high-level and broad-based discussions and dialogues on the need to strike a careful balance between the security and development needs of countries, and the human security of people on the move. Equally important is to ensure the protection of refugees and internally displaced persons, and identify ways to end their plight.

**Protecting and empowering people in post-conflict situations:** Cease-fire agreements and peace settlements may mark the end of conflict, but not necessarily the advent of peace and human security. The responsibility to protect people in conflict should be complemented by a responsibility to rebuild. A new framework and a funding strategy are necessary to rebuild conflict-torn states - one that focuses on the protection and empowerment of people. Such a human security framework emphasizes the linkages among the many issues affecting people, such as ensuring people's safety through strengthening civilian police and demobilizing combatants; meeting immediate needs of displaced people; launching reconstruction and development; promoting reconciliation and coexistence; and advancing effective governance. To be successful, it requires setting up unified leadership for all actors close to the delivery point of human security. To implement such a framework, a new fundraising strategy should be designed for post-conflict situations, at field level, to ensure coherence in the planning, budgeting and implementation of human security related activities.

**Economic insecurity - the power to choose among opportunities:** Extreme poverty remains pervasive. The proper functioning of markets as well as development of non market institutions are key to poverty eradication. Efficient and equitable trade arrangements, economic growth reaching the extreme poor and a fair distribution of benefits are essential. Together with addressing chronic poverty, human security focuses on sudden economic downturns, natural disasters and the social impacts of crises. To make people secure when crisis hits or to enable them to move out of poverty, we need social arrangements to meet their basic needs and ensure an economic and social minimum. Three-quarters of the world's people are not protected by social security or do not have secure work. Efforts to ensure sustainable livelihoods and work based security for all need to be strengthened. Access to land, credit, education, and housing, especially for poor women, is critical. An equitable distribution of resources is key to livelihood security and can enhance people's own capacity and ingenuity. Social protection measures and safety nets can advance a social and economic minimum. States, supported by the international system, need to establish early warning and prevention measures for natural disasters and economic or financial crises.

**Health for human security:** Despite the progress in healthcare, 22 million people died of preventable diseases in 2001. HIV/AIDS will soon become the greatest health catastrophe. In their urgency, depth and impact, global infectious diseases, poverty-related threats and health

deprivations arising from violence are particularly significant. All health actors should promote health services as public goods. It is essential to mobilize social action and invest in supportive social arrangements, including the access to information, to remove the root causes of ill-health, to provide early warning systems and to mitigate health impacts once a crisis occurs. Providing access to life-saving drugs is critical for those in developing countries. An equitable intellectual property rights regime needs to be developed to balance incentives for research and development with ensuring people's access to affordable life-saving drugs. The international community must also form a global network of partnerships for health, promoting, for example, a global surveillance and control system for infectious diseases.

**Knowledge, skills and values - for human security:** Basic education and public information that provide knowledge, life skills and respect for diversity are particularly important for human security. The Commission urges the international community to actively help the achievement of universal primary education, with a particular emphasis on girls' education. Schools should not create physical insecurities, but protect students from violence including sexual violence. Education should foster respect for diversity and promote the multiplicity of our identities by employing a balanced curriculum and method of instruction. Public media are important as they can provide information on life skills and political issues, and give people voice in public debate. Not only should education and the media provide information and skills that will improve work opportunities and family health, but they should also enable people to actively exercise their rights and fulfil their responsibility.

Based on the foregoing the Commission has arrived at policy conclusions in the following areas.

1. Protecting people in violent conflict
2. Protecting people from the proliferation of arms
3. Supporting the security of people on the move
4. Establishing human security transition funds for post-conflict situations
5. Encouraging fair trade and markets to benefit the extreme poor
6. Working to provide minimum living standards everywhere
7. According higher priority to ensuring universal access to basic health care
8. Developing an efficient and equitable global system for patent rights
9. Empowering all people with universal basic education
10. Clarifying the need for a global human identity while respecting the freedom of individuals to have diverse identities and affiliations.