

ClimateDiversity: Together Resilient into the Future!



**Inclusive Participation for the Creation of Municipal
Climate Adaptation Concepts**

—

A Practical Guide



LEUPHANA
UNIVERSITÄT LÜNEBURG

Dear municipal administrations and participation enthusiasts,

Many municipalities are about to start preparing a climate adaptation concept to make their cities, municipalities or counties resilient to climate change. Often they engage various stakeholders in this process. However, many social groups, especially vulnerable and marginalized groups, are not reached with this participation.

As part of the StudiKommKlima project, we – four Master's students from Leuphana University of Lüneburg – have developed a practical guide for an inclusive participation process. This is intended to ensure that the needs and knowledge of all inhabitants are included and that municipalities can adapt to the climate crisis. The practical guide takes into account the often scarce human and financial resources at municipal level and attempts to propose solutions that are based on common administrative practice.

**Inclusive participation as the key to successful climate adaptation:
Well-planned, implemented and consolidated participation makes
climate adaptation better, more effective, more accepted and fairer.**

On the following pages, we explain step by step how municipalities can approach such a participation process. These steps are supplemented by a collection of participation formats and factsheets on expert interviews conducted, which provide insights into other participation projects, practical knowledge and research findings. Further information is provided in the appendix. This practical guide was first published in German. You can download the original version [here](#).

We hope you find the practical guide useful and that it will help you to make your municipality climate-adapted and resilient,

Mareike Andert, Lena Hildebrand, Lena Jauer & Mattis Mann

This practical guide was developed as part of the StudiKommKlima project, which is funded by the German Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection (BMUV).

Authors

Mareike Andert, Lena Hildebrand, Lena Jauer & Mattis Mann

Front page graphic

Jelke Meyer

May 2024

Content

Introduction

What does vulnerable mean?	p. 1
Why inclusive participation for municipalities?	p. 1
How does inclusive participation work in municipalities?	p. 2
What does this practical guide offer?	p. 2

Practical guide

Step by step towards a climate-adapted municipality	p. 3
Formats and methods for inclusive stakeholder participation	p. 7
Formats and methods for inclusive citizen participation	p. 10
Factsheets on expert interviews conducted	p. 11
Factsheet 1: GoingVis	
Factsheet 2: Julia Teebken, LMU München	
Factsheet 3: Netzwerk Bürgerbeteiligung	
Factsheet 4: ÖGUT	
Factsheet 5: Wiener Klimateam	
Factsheet 6: 4K Kommunikation für Klimaschutz	
Factsheet 7: German counties	

Appendix

A1: Good practice list
A2: Invitation letter for multipliers
A3: Literature and links
A4: List of potential multipliers

Vulnerabilities are political, multidimensional & dynamic

What does vulnerable mean?

Not only globally, but also in Germany, some people are more vulnerable to the climate crisis due to structural and socio-political reasons. These people include for example the elderly, the sick and people with a low socio-economic status. They can suffer disproportionately from heat, higher rental costs due to climate-related renovations or rising food prices due to crop failures and are less able to protect themselves against these. People who are unable to overcome such challenges on their own and therefore suffer particularly from crises are referred to as vulnerable.

These vulnerabilities are political, multidimensional and dynamic and require political action. Pregnant women, for example, are only vulnerable for a limited period of time. Furthermore, people are never just vulnerable, they also have knowledge. One example is migrants from hotter countries, who may be vulnerable due to socio-economic factors, but at the same time may also have valuable knowledge about the right behavior in hot weather.

Care must be taken to ensure that vulnerabilities are not simply attributed to certain groups from the outside. Because people themselves may not define themselves as vulnerable, or it may be overlooked that they also possess valuable knowledge. It is therefore important that not only certain groups or sections of society are involved in participation processes, but that the aim is to involve society as a whole. If this is successful, it can jointly be discussed who is vulnerable to the climate crisis, which knowledge they possess and how people can best be protected. In this way, inequalities can be prevented from being reproduced.

More on this in [Factsheet 2](#).

Why inclusive participation for municipalities?

Municipalities are heterogeneous. There are rural and urban structures as well as diverse people – old and young people, people with low incomes or a history of migration. In other words: people with different realities of life, knowledge and needs.

Conventional participation processes simply do not reach many people. For marginalized people in particular, participation is made difficult. As a result, valuable knowledge and important needs are overlooked. The intersection of vulnerable and marginalized people can be large. As a result, traditional participation runs the risk of excluding their knowledge and needs and overlooking, exacerbating or even creating vulnerabilities. The challenge of good climate adaptation is therefore to involve people and ensure that vulnerabilities and marginalization are actively addressed. Participation should therefore be designed in such a way that it reaches all people and is equally accessible to all.

Inclusive participation is precisely this opportunity: it enables to actively incorporate the realities of marginalized and vulnerable people. This ensures a holistic view of existing knowledge and needs. Inclusive participation leads to **climate adaptation by the people for the people**. Multipliers – people with access to and trust from marginalized people – are essential for this.

Research shows that climate adaptation is better, more effective and more legitimate when vulnerable and marginalized people are included and unequal social structures are taken into account.

Climate adaptation must take vulnerabilities and marginalization into account. Research shows: At the local level, lower-income residents are often displaced by urban greening and adaptation projects or are not prioritized in the planning process, so that wealthier parts of a city or region benefit from adaptation at the expense of marginalized residents.

More on this in [Factsheet 3](#), [Factsheet 4](#), [Factsheet 5](#) & [Factsheet 7](#).

How does inclusive participation work in municipalities?

We propose participation in two phases: Inclusive stakeholder participation for the development of the climate adaptation concept and inclusive citizen participation for the development and implementation of adaptation measures. In both phases, we recommend involving contact persons of marginalized people as multipliers. They already have access to these people and their trust. The results of participation processes should always be incorporated into further decisions so that frustration does not arise and democracy is not weakened. More on this in [Factsheet 6](#).

Phase 1

Stakeholder participation

During the (rather abstract) **conception phase**, the participation of stakeholders is recommended as, unlike most citizens, they are already familiar with workshop formats and the bundling of knowledge. For inclusive participation, it is important that all groups identified in the stakeholder analysis are represented by **multipliers**. They can bring in the needs and knowledge of marginalized or vulnerable people on their behalf. (Formats on [p. 7](#))

Phase 2

Citizen participation

We recommend involving citizens only during the **concrete development or implementation phase** of climate adaptation measures, as at this point there are already drafts that can be referred to. For example, measures can be further elaborated or their practicability tested. The best way to reach **citizens** is via **multipliers** who can help municipalities to collect ideas and feedback, e.g. via idea postcards. (Formats on [p. 10](#))

What does this practical guide offer?

We researched the literature on participation, collected good practice examples from counties in Germany such as Boizenburg and Marburg-Biedenkopf to Vienna and Toronto and spoke to experts from academia and practice. We compiled and developed this knowledge and used it as a basis to develop 12 steps that municipalities can use to implement inclusive participation. We explain each individual step in detail on the following pages.

1

The numbered green boxes provide information on the **process** and **explanations on the background** of the respective step.



Reflection questions can help to constantly scrutinize your own work during the process so that the desired result is achieved in the end.



We additionally provide **tips** on how to implement the steps so that they have the best possible effect.

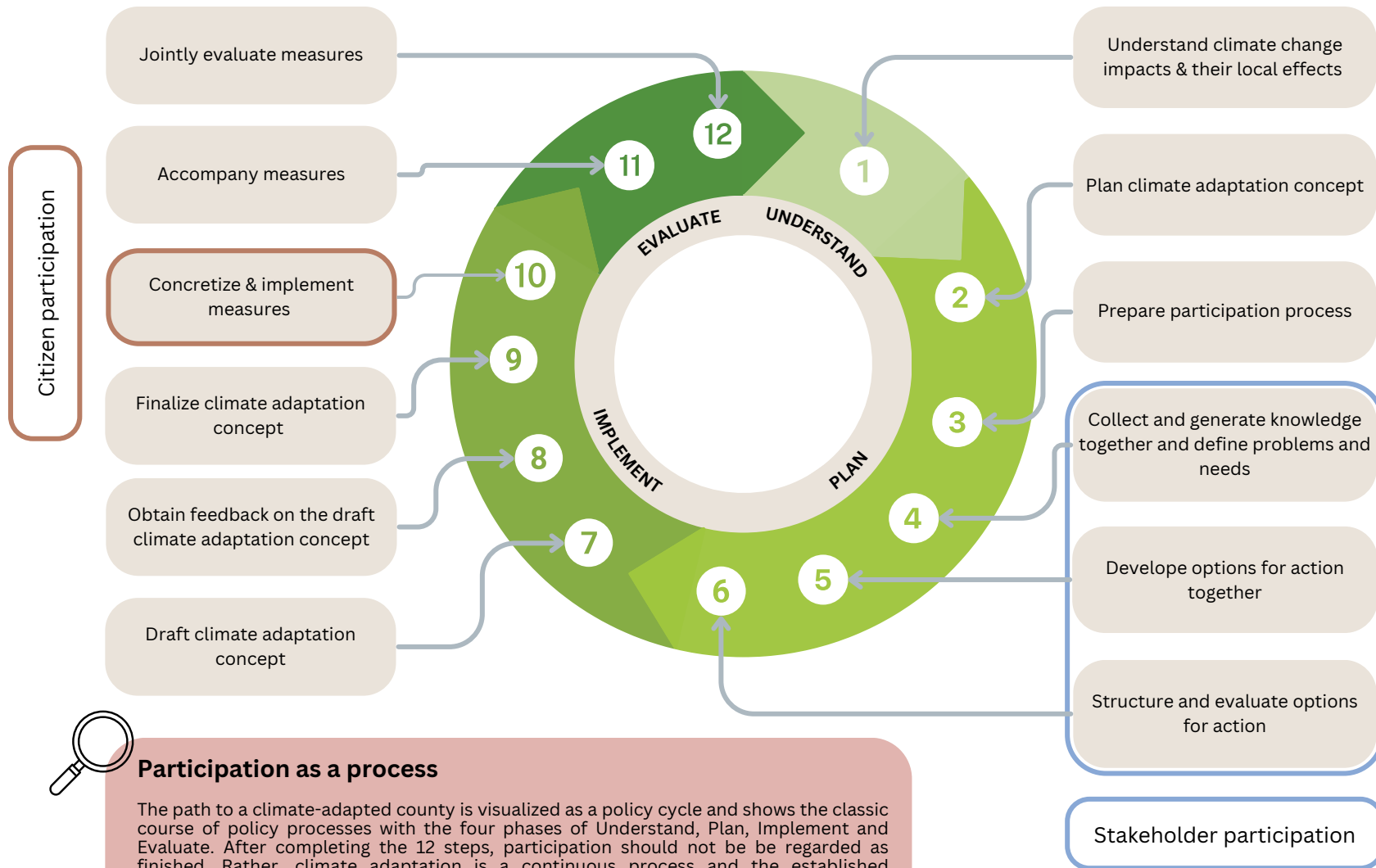


Factsheets provide insights into the most important interviews with experts from science and practice and what we have derived from them for municipalities.

+ Appendix

- A1 **Good practice list** with inspiring projects and their limitations
- A2 **Invitation letter for multipliers**
- A3 **List of further reading and links** on vulnerability & marginalization, participation and practical instructions
- A4 **List of potential multipliers**

Step by step towards a climate-adapted municipality through inclusive stakeholder & citizen participation!



Participation as a process

The path to a climate-adapted county is visualized as a policy cycle and shows the classic course of policy processes with the four phases of Understand, Plan, Implement and Evaluate. After completing the 12 steps, participation should not be regarded as finished. Rather, climate adaptation is a continuous process and the established partnerships and formats offer the opportunity to incorporate the needs and knowledge of the entire population in future projects. Thinking of participation as a process strengthens democracy and prevents frustration.

1

Understand climate change impacts & their local effects

- The administration deals with the effects of the climate crisis, e.g. heat or heavy rainfall, as well as the need for adaptation – also locally –, recognizes that climate change impacts are unfairly distributed and that inclusive participation promotes effective climate change adaptation.
- Internal workshops can be used to train municipal employees on vulnerabilities and marginalization. This can raise awareness of institutionalized injustices and their causes and actively address structural inequalities in and through climate adaptation.
- More on this in [Factsheet 2](#).



- What are the causes of vulnerabilities and marginalization?
- What options for action do we (not) have as a municipality to address these politically, or which political level would be required here?
- Which institutional structures can lead to vulnerabilities and marginalization being reproduced?
- What prejudices could lead us to attribute vulnerabilities to people that may not even exist?

2

Plan climate adaptation concept

- In the tender for the adaptation concept, state that the participation process should be inclusive.
- Sensitize municipal employees, e.g. as part of a workshop or round table, on the topic of unequal impacts of climate change effects.
- More on this in [Factsheet 6](#).



How do we want the participation process to benefit the municipality?

Inclusive stakeholder participation



- All stakeholders and interest groups, including multipliers, are involved in developing the concept.
- Stakeholders bring the perspective of their respective target group into the process.
- Multiplier: Person who helps the administration to build a bridge to individuals
- Example: old people in need of care can be reached via care facility providers
- More on this in [Factsheet 1](#), [Factsheet 4](#) & [Factsheet 5](#).

3

Prepare participation process

- Carry out an inclusive stakeholder analysis to reflect society as a whole as far as possible.
- Identify multipliers in order to involve marginalized and vulnerable groups in particular.
- Create activation material for multipliers so that they can receive further training and are encouraged to talk to their target groups about climate adaptation.
- Announce the participation process for the adaptation concept in local media.
- Write to stakeholders and send out activation material to multipliers.
- Plan and hold a kick-off event on the plans and objectives of the participation process for stakeholders.
- Create and send out a short questionnaire on wishes and suggestions regarding the workshops.
- Organize at least two workshop days.
- More on this in [Factsheet 5](#), [Factsheet 6](#) & [Factsheet 7](#).



- Which multipliers can speak for which people?
- Which people can we not reach via multipliers?
- When do we rate the participation process as successful?



- Clear communication of participation objectives and stakeholder roles.
- Set up an online working platform with activation material and networking opportunities for stakeholders.
- Send out activation material and letters very early on.
- Hold kick-off event online to avoid long travel times in rural areas.
- Organize neutral moderation for workshops and involve them in planning.
- More on this in [Factsheet 4](#).

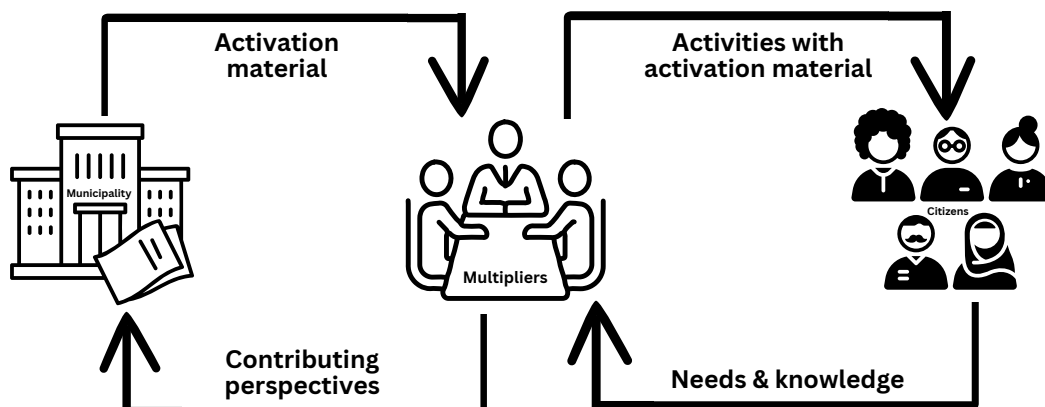


Illustration of the process: Inclusive stakeholder participation

Two stakeholder workshops

4

Collect and generate knowledge together and define problems and needs

- Create a common identity in the community: What unites us?
- Exchange stakeholder perspectives: e.g. knowledge, needs, fears, commonalities, etc.
- Always take these perspectives into account when working on contents.
- After the first workshop, send feedback sheets to those involved.
- Take feedback into account for the next workshop.
- More on this in [Factsheet 1](#) & [Factsheet 5](#).



- How can we ensure that people who are not directly represented are not forgotten?
- What characterizes the community?
- How can we take the needs of people in other life situations seriously, even though they do not correspond to our reality?
- Does the design of the participation process encourage all stakeholders to have their say?



- Organize workshops across the municipality, optionally online.
- Reimbursement of travel costs, expense allowances and childcare can lower the barrier to participation.
- Working in small groups promotes the participation of everyone and can help to reduce power imbalances between different actors.
- Make decisions not by consensus, but by consent, i.e. with the least resistance.
- More on this in [Factsheet 4](#).

5

6

Jointly develop, structure and evaluate options for actions

- Collectively develop visions for a climate-adapted future in the municipality.
- Collect various options for action to achieve these visions.
- Reflect on possible effects of these actions, weigh up their effects and draw up recommendations.
- More on this in [Factsheet 2](#) & [Factsheet 4](#).



- Do we communicate clearly what will happen with the knowledge and suggestions we have gathered so that no expectations are disappointed?
- On the basis of which perspectives and whose knowledge do we recommend options for action?
- What structural inequalities do we (not) take into account?

Formats & methods for inclusive stakeholder participation

This collection provides an overview of formats and methods for carrying out inclusive stakeholder participation and reducing power inequalities between actors in the process. They make it possible to make the perspectives, knowledge and needs of marginalized groups visible, to include them and to avoid reproducing injustices.



Activation material

- Activation material is used to enable multipliers to talk to their target group about climate change adaptation and to help shape climate change adaptation on the ground.
- Example: The Wiener Klimateam has put together various materials in a box. This consists, for example, of a quartet and question fan as well as a tablecloth with a local map.



Joint analysis of vulnerabilities

- In order to avoid ascribing and reproducing vulnerabilities from the outside and above, it is advisable to identify them together with multipliers and citizens.
- Example: The UrbanHeatATL project identifies vulnerabilities and local cultural knowledge together with local people through community science.



Common identity

- A common identity or vision for the future can help to unite the various stakeholders and communicate the project to the outside world.
- Local characteristics and traditions can help to think and anchor climate adaptation issues locally.
- Example: The Platz-B (GoingVis) project has identified Boizenburg as a recreational area as an identity-forming topic.



Visions of the future

- Together with stakeholders, it is possible to consider what a fair and climate-adapted future could look like in the municipality.
- By thinking in terms of a desired future, targeted measures can be developed and prioritized.
- A “Zukunftswerkstatt” (future workshop) can be a possible method for this.



Discussion in small groups

- Discussions in small groups can counteract power imbalances. Less experienced and dominant actors are given space to actively participate in the process.
- As topics can be examined in greater depth from different perspectives in a small group, more understanding and acceptance can be created for marginalized perspectives.



Consent instead of consensus

- Deciding by consensus: everyone is in favor; by consent: no one is against.
- Consent aims to guarantee the equality of all stakeholders.
- With consent, a decision is made when there are no more serious and justified objections.
- Consensus involves compromises or the lowest common denominator. Consent accepts every proposal as such and jointly minimizes objections. New solutions and alternatives can be sought.

7

Draft climate adaptation concept

- Develop a climate adaptation concept taking into account the results of the workshop.
- Define responsibilities within the administration for individual fields of action of the adaptation concept.
- Establish inclusive citizen participation for the development of measures.
- More on this in [Factsheet 5](#).



- Does the concept recognize power relations, inequalities and socio-political structures within and between population groups?
- Why is the selected person or position particularly qualified to be responsible for implementing the planned measure?

8

Obtain feedback on the climate adaptation concept

- Send draft concept to multipliers with a brief statement on the incorporation or omission of certain workshop results.
- Prepare and send a feedback form for multipliers: To what extent do they feel that they were actually able to influence the concept?
- More on this in [Factsheet 1](#) & [Factsheet 4](#).



- Do I give the participants an insight into how the concept came about, e.g. why certain suggestions were not taken into account?
- If participants report back that they feel that they and the results of the workshops have not been taken into account in the draft concept, how could this be remedied?

9

Finalize climate adaptation concept

- Incorporate feedback.
- Have the participation process and the finalized climate adaptation concept reported on in local media.
- Consolidate participation in the municipality.
- More on this in [Factsheet 1](#), [Factsheet 3](#) & [Factsheet 5](#).



- To what extent did the participation add value to the climate adaptation concept?
- How can we secure the experience gained?
- Does the climate adaptation concept incorporate knowledge from the inclusive participation workshops or would the concept have come about in the same way without them?



In order to learn from the experiences of participation in the long term, the municipality could draw up guidelines for participation for itself, e.g. with the help of a participation organization.

10

Concretize & implement measures

- Develop measures to achieve the goals of the adaptation concept.
- Implement concrete measures.



- Do I take into account who is most affected by the climate change impact for which I am developing a measure?



Inclusive citizen participation



Inclusive citizen participation

- Citizens help to develop concrete measures or test their practicality.
- Citizens can be reached via multipliers.
- Possible methods: visiting formats, idea postcards, interactive maps of individual communal areas or thematic events organized by the multipliers.
- More on this in [Factsheet 1](#) & [Factsheet 5](#).

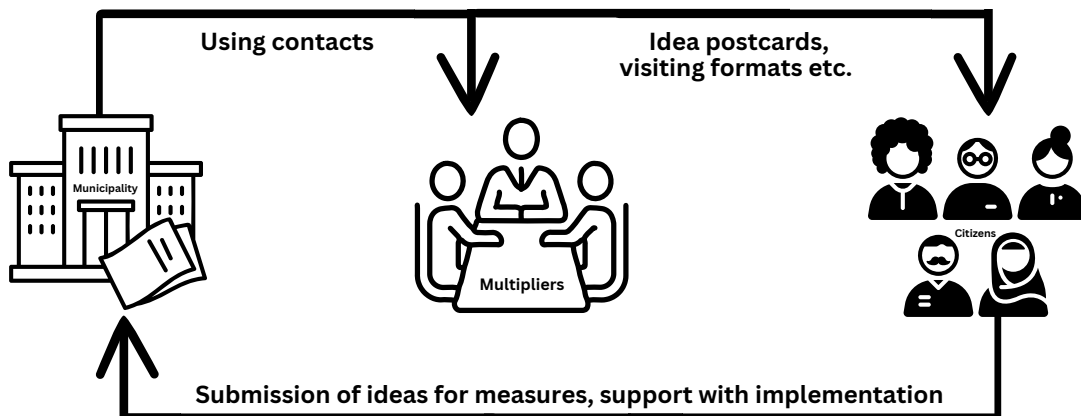


Illustration of the process: Inclusive citizen participation

11

Accompany measures

- Follow the implementation of measures.



How can I involve citizens, e.g. via multipliers, in the development or implementation of a measure?

12

Jointly evaluate measures

- Evaluate the effectiveness of measures.
- More on this in [Factsheet 2](#).



- What improvements can still be made to the measures?
- What else is needed?

Formats & methods for inclusive citizen participation

This collection provides an overview of formats and methods that can be helpful in the course of the participation process in order to directly obtain the knowledge and needs of marginalized people in the municipality. The path via multipliers is also essential for this step.



Idea postcards

- Analog cards can be distributed by the local newspaper and multipliers as well as in public spaces and returned to the administration free of charge.
- The cards can also be filled out together by local multipliers during events, e.g. in school lessons or at cooking evenings in youth centers.
- Example: Wiener Klimateam ([Idea postcard](#)).



Aerial map

- An illustration of an area, e.g. a district, serves as a low-threshold conversation starter with citizens.
- Laid out on a central square, conversations can arise, for example, about previous experiences with climate change impacts, needs and wishes.
- Example: GoingVis, Wiener Klimateam, ÖGUT.



Outreach formats

- Includes formats in which the administration visits citizens in everyday situations and environments.
- To do this, you need to think in advance about the places where the groups you want to reach are located.
- For example, you can show your presence in public parks, at soccer matches, local festivals or in the supermarket parking lot with a cargo bike or information stand.
- This works well if coffee or tea is offered.
- Idea postcards can be distributed during the conversation, for example.
- Further information on outreach formats is available from the [Berlin Institute for Participation](#).
- Example: Wiener Klimateam, Going Vis, county of Lüchow-Dannenberg.



Local walks

- During local walks, a municipality can get into conversation with citizens about climate adaptation.
- These can promote the exchange between administration and citizens and gather their needs and knowledge on an informal level.
- Cooperation with multipliers makes it possible to reach marginalized groups.
- Example: GoingVis ([Platz-B](#)).



Interactive maps

- Citizens can add their ideas on a map of the municipality or a local area.
- A communication agency can help with the development and design of such a map.
- Example: GoingVis ([Platz-B](#), [Leuchtturm Louise](#)); ADFC [Mapathon](#) (map for bike lanes).



Julia Teebken, network coordinator
Andreas Claus and **Julia Gerdson**, practice partners
Luisa Hieckel, research assistant



 info@goingvis.de

The project GoingVis develops and tests adaptation measures with small-town residents to become more resilient to climate change. In this process, citizens initiate concrete measures, such as a climate-adapted schoolyard. GoingVis focuses on socially developed and supported measures, the development of future visions, and ideas for adaptation practices. Two platforms have been created: Leuchtturm LOUISE, anchored in the civil society in the Elbe-Elster region, and PLATZ-B, anchored in the city administration of Boizenburg/Elbe.

Key findings from the interview

Participation in rural areas

- Given the time-consuming travel distances and high dependence on cars in some communities, online formats and geographically distributed events are advantageous.
- A strong club structure and local leaders can serve as multipliers.
- The administration should maintain a visible presence, for instance, by attending events to build trust or through local media coverage and local gazette to create transparency. Additionally, organizing competitions can engage citizens, such as the federal KOMPASS competition or local training camps like "Kleinstadt Klimafit."
- There is no single approach to rural areas – participation is context-specific and should be tailored to local needs, knowledge, capabilities, and conflicts.
- Climate impacts and adaptation should be considered as cross-cutting issues.

Participation of vulnerable and marginalized people in rural areas

- By using outreach formats and building on existing events and locally relevant topics, many people can be reached and resources can be saved. Providing childcare or reimbursing travel costs can reduce participation barriers.
- To incorporate local knowledge, local actors and citizens, especially "silent" groups, should be involved to ensure inclusion.
- A support network can act as a "motor" and multiplier in the process, helping to develop future visions and measures and to report these back to their respective communities. For example, discussion groups on the topic of heat in senior residences can be organized.
- To reach multipliers, an informal approach and direct conversation are recommended. Attention should be paid to local discourse cultures and platforms, such as local Facebook groups.
- A feedback culture should be established with multipliers.
- Experience shows that summer can be a good time for participation, as people are usually more sensitive to the need for climate adaptation in the context of heat.
- Linking climate change adaptation to local cultural themes –narratives, visions, traditions– can increase its relevance and acceptance. In Boizenburg, for example, the themes "Water is our element" and "Our green Boizenburg" were identified by the population.
- Instead of (only) asking for ideas for measures, needs should also be specifically identified, as these are more accessible and can, for example, be illustrated through drawings.
- Maps on which citizens can, for example, mark their favorite places, are a format that can provide a low-threshold entry point for conversations.

What does this mean for municipalities?

- Utilize existing club culture and festivals for outreach formats.
- Reduce barriers through measures such as geographically distributed formats, childcare, accessibility, reimbursement of travel costs, and online formats.
- Form a support network: work with various multipliers to reach vulnerable and marginalized groups, incorporating and reflecting back local knowledge.
- Link climate adaptation to local themes and identities.
- Establish a feedback culture with the multipliers.
- Specifically inquire about needs as well.



Julia Teebken,
researcher at LMU München



j.teebken@lmu.de
+49 (0) 89 / 2180 - 4095

Dr. Julia Teebken is the network coordinator for the GoingVis project and a postdoctoral researcher at the university of Munich. Her research areas include climate adaptation governance, climate justice, political ecology, transformative adaptation, and transformative environmental policy.

Key findings from the interview

Vulnerability & marginalization

- Vulnerability is political: Unequal power positions often play a role in determining who can assess and attribute vulnerability.
- Vulnerability is dynamic and changes continuously, e.g., pregnant women are exposed to increased health risks for a limited period.
- The conventional understanding of vulnerability is problematic, as it lacks the socio-political dimension and a deeper understanding of the causes. Issues of access and institutional responsibilities in the reproduction of marginalization processes are often excluded.
- Vulnerability should not be narrowed down to factors such as age, gender, or education level; instead, the role of overlapping marginalization processes and inequality issues should be central, e.g., access to fairly paid work, affordable, and healthy housing.
- This means that who is marginalized and who is vulnerable overlaps.
- The intersection of different marginalization processes should be studied and reflected upon, e.g., gender as a category, alongside ethnicity or socioeconomic status.
- Vulnerabilities should not be attributed broadly to avoid chains of stigmatization. One's own position should be reflected upon.
- When people are vulnerable, they still have agency, or precisely because of their vulnerability, they can bring new perspectives and skills (e.g., people with disabilities or migrant backgrounds). For instance, people who grew up in hotter countries and now live in Germany may have knowledge on dealing with heat.
- Climate adaptation concepts usually do not make it transparent why a group is considered vulnerable and tend to focus narrowly on sociodemographic and economic factors.
- GoingVis partly speaks of "silent" instead of vulnerable groups to make it clear that these groups are marginalized in participatory processes.
- Climate adaptation measures are usually planning and technological in nature, e.g., greening. Instead, the focus should be on socially developed and supported measures. For example, future visions and ideas for adaptation practices can be developed and tested with citizens.
- The local level cannot address the root causes of marginalization processes and inequalities due to extra-local factors and the interplay of different policy levels. However, it can ensure that these inequalities are not exacerbated and reproduced.

What does this mean for municipalities?


- Consider the sociopolitical dimensions of vulnerability to avoid reproducing them, for example through reflection questions.
- Avoid stigmatization and therefore conduct vulnerability analyses together with multipliers and citizens; make assumptions about vulnerabilities methodically transparent and continually critically question them, for example in the climate adaptation concept.
- Think of climate adaptation, marginalization, and vulnerabilities as cross-cutting issues.
- Understand climate adaptation not just as a technical and planning challenge, but as a sociopolitical one, and accordingly focus on socially developed measures from the bottom up.
- Work together with multipliers, especially for marginalized groups, to develop future visions and ideas.



Netzwerk Bürgerbeteiligung

Marion Stock,
coordinator and network-manager



 stock@netzwerk-buergerbeteiligung.de

The Netzwerk Bürgerbeteiligung (Network for Citizen Participation) works to strengthen political participation in Germany at all levels (federal, state, and municipal). It provides a platform for people from various contexts and democratic levels who want to advance participation, enabling them to exchange ideas and network to develop and implement ideas together. The network is coordinated and managed by the Stiftung Mitarbeit.

Key findings from the interview

Participation in general

- Simply starting participation leads to poor processes and frustration on both sides.
- Participation should always be understood as a process.
- The methods applied are only as good as the process in which they are embedded.
- Participation processes depend on the structures into which the process is integrated.
- It is advisable to set a fixed framework in the form of standards and guidelines for citizen participation beforehand (over 100 German municipalities have already done this, e.g., the county of Marburg-Biedenkopf). Without such a framework, it is likely that each department will do something different, or participation will be heavily influenced by established procedures or the motivation of individual employees.
- It is essential to clearly define and transparently communicate the goals of the participation process to show participants that they are being taken seriously.
- There needs to be a reliable handling of the results of the participation process, meaning the promise that the responsible parties will seriously consider the results. Of course, not everything proposed can or should be adopted, but the selection should be transparently justified.
- Workshops need neutral moderation.

Participation of marginalized groups

- Marginalized and vulnerable groups are heterogeneous.
- Not only vulnerable groups are hard to reach, which is why inclusive participation is important.
- Participation processes are often designed in such a way that participants must meet many prerequisites – such as language skills, ability to reflect, and courage to express themselves. For many people, this presents a barrier, making participation processes themselves exclusionary.
- Multipliers can act as a voice, making collaboration on the abstract level of concept development feasible.
- Multipliers can be broadly invited with a respectful letter (if there is no response, follow up with a personal approach); if many respond, representatives for groups can be elected by the multipliers at the first meeting if necessary.
- Together with multipliers, one can also consider when and how citizens should be involved.
- Citizen participation should not take place too late and should not be too abstract.
- Transparency is important, such as explaining why some goals may not be achievable.

What does this mean for municipalities?

- Plan participation processes thoroughly in advance.
- Conduct inclusive participation.
- Develop guidelines for good citizen participation with all departments.
- Clearly define and consistently communicate the goals of participation.
- Make participation promises to seriously consider the results of the participation process, and keep them.
- Ensure neutral moderation in workshops.
- Involve multipliers during the abstract phase of concept development and collaborate with them to determine when and how citizens can be directly involved.
- Establish and maintain good dialogue with multipliers.



Maxie Riemenschneider,
participation expert



maxie.riemenschneider@oegut.at
+43 1 315 63 93 - 35

ÖGUT (Austrian Society for Environment and Technology) works on various topics, including participation, and advises and supports politics, administration, economy, and civil society in dialogue processes from planning to implementation. It conducts research on participation and provides materials as well as workshops on the topic. ÖGUT combines expertise in participation with a focus on social and societal processes.

Key findings from the interview

Participation in general

- In order for citizens to participate, it must be clear why a topic is relevant to them.
- Time, location, and space for participation should be tailored to target groups. In rural areas, events should be held in different locations to ensure that everyone has a shorter journey.
- Participation should be considered holistically, including the implementation of results, to prevent participation from leading to frustration.
- Transparency in participation is important. The criteria for accepting or rejecting submitted citizen ideas should be communicated.
- A participation process should be flexible to allow for responses to different situations.

Participation of marginalized groups

- Marginalized groups are primarily reached through outreach formats, which are resource-intensive.
- Multipliers are key figures in participation processes.
- Mapping out associations and institutions working with vulnerable and marginalized groups enables the identification of local multipliers.
- Personal contacts are helpful in recruiting multipliers.
- Multipliers should be involved early on, as their annual planning is often set months in advance.
- Ideas submitted by individual citizens are quickly dismissed if they are not clearly developed. Ideas from marginalized groups, in particular, are at risk of being sorted out quickly. These ideas should first be understood as needs and then further developed.

Workshops

- The workshop format only reaches a few citizens, likely not reached are for example, single parents and citizens without a high school diploma.
- Working in small groups lowers the barrier to speaking up and strengthens trust among workshop participants.


What does this mean for municipalities?

- Conduct an inclusive stakeholder analysis.
- Carry out inclusive stakeholder engagement to ensure that vulnerable and marginalized groups are represented.
- Send activation materials and invitation letters to multipliers very early on.
- Hold events in different locations, possibly partially online.
- Offer compensation for travel costs.
- Collect various action options and cluster ideas instead of making immediate decisions on acceptance or rejection.
- Work in moderated small groups and make decisions through consent.
- Send a draft of the climate adaptation concept with a brief statement on the incorporation or omission of certain workshop results to multipliers.
- Sustain participation.
- Utilize existing structures and formats (e.g., the cooking evening at the youth center) to reach marginalized groups despite limited resources.



Tijana Matić & Katharina Toth,
participation experts at Wiener Klimateam
(City of Vienna – Energy Planning)



 klimateam@post.wien.gv.at

With the Wiener Klimateam (Vienna Climate Team), the city of Vienna is rethinking participation, cooperation, and neighborhood engagement. Over two years, the pilot project collected ideas for six city districts to advance local climate protection and adaptation. The pilot project aims to make the city districts climate-resilient and future-proof while also strengthening democracy and social justice. To achieve this, politics, administration, and citizens work together to develop submitted ideas into projects. In the end, a randomly selected group of residents in each district (Citizen Jury) decides which projects should be implemented with the available financial resources.

Key findings from the interview

Participation in general

- Cooperation with multipliers is essential in order to reach vulnerable and marginalized groups, as they already have contact with and the trust of these groups.
- Local multipliers can be identified through stakeholder analysis.
- Cooperation between different actors (politics, administration, citizens) makes democracy tangible and strengthens mutual understanding.
- Barriers to participation can be lowered through incentives such as childcare at workshops.

Participation of marginalized groups

- The participation of multipliers in workshops can ensure that marginalized groups are represented. The local multipliers serve as a spokesperson for their target groups.
- Multipliers are not only important for collecting the needs of citizens, but also for further developing measures and supporting the implementation of projects.
- Making decisions by the representative citizens' jury by consent, i.e. with the least resistance, ensures that all objections are given space.
- Activation material with non-verbal elements (e.g. a climate quartet with best-practice examples) for multipliers makes it easier for multipliers to start working with vulnerable and marginalized groups on climate issues.
- Outreach formats (e.g. on-site activities such as a stand or cargo bike in highly frequented places or outreach talks) reach people as they pass by and motivate them to engage with the Wiener Klimateam and the topic of climate.
- Communication and the dissemination of information to the public are important.
- It is also advisable to bring departments together within the administration in order to strengthen cooperation.


What does this mean for municipalities?

- Conduct an inclusive stakeholder analysis.
- Multipliers are important to include the needs and knowledge of vulnerable and marginalized groups; this applies to both inclusive stakeholder participation and direct citizen participation.
- Develop measures with multipliers.
- Conduct inclusive stakeholder participation to ensure that marginalized groups are considered.
- Utilize existing contacts with multipliers.
- Create activation materials tailored to target groups for multipliers.
- Distribute responsibilities within the municipal administration and strengthen a culture of collaboration within the administration.
- Make decisions by consent.
- Offer reimbursement for travel expenses, compensation for expenses, and childcare to reduce barriers to participation. Consider accessibility in general.
- Request multipliers early on so they reserve time and plan in advance, for example, to hold events on the topic.
- Announce participation in local media to disseminate information and show presence.



Annerose Hörter,
managing director



 info@4k-klimaschutz.de
(0174) 1868197

4K is a German agency for communication on climate protection that works for companies, public institutions, associations, and agencies. 4K stands for Kommunikation für Klimaschutz, Kampagnen and Konzepte (Communication for Climate Protection, Campaigns, and Concepts). The agency organizes and moderates informal participation processes. This includes, for example, expert dialogues and the establishment and management of networks.

Key findings from the interview

Participation in the climate adaptation concept

- So far, the agency has not had any climate adaptation concepts in which clients explicitly requested the participation of marginalized groups.
- In a project with the city of Cologne, workshops focusing on older people were conducted, with stakeholders representing them.
- When creating a climate adaptation concept, it is important to think of the goal first and act accordingly. This means that a climate adaptation concept should mention all identified marginalized groups and then propose measures for them.
- For the development of the climate adaptation concept, the involvement of multipliers is most suitable and should be based on a stakeholder analysis. Direct citizen participation in this conceptual phase is not feasible. Through multipliers, it can be ensured that all people are represented.
- Direct citizen participation can then take place at the more concrete level of measures. Capacities for this will only be released by the concept.

Specific recommendations for the participation process

- The invitation should ideally come from the decision-makers' level.
- The relevance of the topic and the question of why the participation of the invited person is central should be clearly highlighted in the invitation.
- Clear communication of goals and intentions is important and should already take place in the invitation.
- Dates and an indication of the time commitment should be communicated early on.
- Sufficient breaks should be scheduled in participation processes. These breaks can be used, for example, for networking and getting to know each other. Networking is an important incentive for multipliers.
- "Bread and coffee" should be provided at the events. This is also part of basic appreciation.
- To save resources, it is important to identify and utilize existing structures in both administration and the municipality.
- The more locally focused citizen participation (e.g. neighborhood level), the more intensive the collaboration.
- "The claim to reach everyone is utopian." This means that it is good and important to set the goal of reaching the entire population in such a process. However, in practice, not everyone will be represented. It is more important to be aware of this fact.

What does this mean for municipalities?

- Integrate the goal of participation clearly into the call for proposals.
- Utilize existing structures and contacts.
- Communication: Clearly communicate intentions and goals; show appreciation for multipliers; announce dates early; clearly communicate why and who should participate.
- Choose timing strategically, for example, issues with heat in summer are more relatable.
- Consider travel times for different workshop locations; online formats can save time.
- Establish voluntary formats such as networking or exchange meetings to continue the process.
- Consider and budget for workshop costs (preparation, execution, evaluation; minimum of 2500€ net per session). Costs depend on factors such as invited experts.

Counties


Hanover Region

 umwelt@region-hannover.de

County of Marburg-Biedenkopf

 buergerbeteiligung@marburg-biedenkopf.de

County of Osnabrück

 klimaschutz@landkreis-osnabrueck.de

Hanover Region

The Hanover Region carried out participation as part of the creation of the climate adaptation concept. This consisted of meetings of the steering committee, climate talks and reports in the municipal climate protection stakeholder forum and a final event.

- +** It is emphasized that early participation and the involvement of multipliers are important.
- Too few stakeholders were involved, not all groups covered, even though the aim was to identify all relevant actors.

County of Osnabrück

The County of Osnabrück realizes participation in the creation process of its climate adaptation concept. Participation included informative meetings, workshops with group work, telephone interviews and written surveys.

- +** The local health service and fire department were consulted. The example shows that their participation led to the fact that physical vulnerabilities and the emergency management are already quite well addressed with measures in the climate adaptation concept.
- Only a small number of stakeholders were involved in the workshops and telephone interviews. As a result, essential knowledge and the needs of many people are missing.

County of Marburg-Biedenkopf

- +** The County of Marburg-Biedenkopf developed and defined specific participation criteria. It created a coordination office for participation in order to bundle knowledge and thus prevent each department from implementing participation differently and losing experience. The County was supported in this by the German Netzwerk Bürgerbeteiligung.
- Despite the goal of involving hard-to-reach groups, hardly any projects have been created to date that clearly pursue this goal.

What does this mean for municipalities?

- Carry out an inclusive stakeholder analysis: Broaden your perspective to not overlook important actors. Pay particular attention to identifying actors who can represent marginalized and vulnerable people. The example from the County of Osnabrück shows: The involvement of the health service and the fire department is positively reflected in the outcome of the climate adaptation concept. If other stakeholders are included, more needs and knowledge can be brought in and the climate adaptation concept can take them better into account.
- Include and involve these stakeholders as multipliers at an early stage.
- Have discussions in small groups at workshops.
- Carrying out telephone interviews can save travel time in rural areas and can be used if multipliers are unable to attend workshops.
- Consolidate participation through clear criteria, e.g. supported by [Netzwerk Bürgerbeteiligung](#).

Good Practice List (1/5)

Name of the project	Contact/ Link	Time period	Topic/ Goal	Positive aspects	Limitations
Participation as part of the Hannover Region's adaptation concept	Environment department Johannes Leßmann umwelt@region-hannover.de 0511 616-22641	2017-2018	<ul style="list-style-type: none"> • Participation in the creation of the climate adaptation concepts • Involve stakeholders, share the results and support long-term implementation 	<ul style="list-style-type: none"> • It is emphasized that early participation and the involvement of multipliers is important. • Participation of environmental protection organizations 	Too few actors involved, not all groups covered, although the aim was to identify all “relevant” actors
Participation as part of the adaptation concept of the county of Osnabrück	Environment department and climate protection umwelt@osnabrueck.de 0541 323-3173	2018-2019	<ul style="list-style-type: none"> • Participation in the preparation of the climate adaptation concept • Successful climate adaptation and reduction of climate change-related vulnerabilities 	<ul style="list-style-type: none"> • Involvement of the local health service and the local fire brigade • Through this involvement, health aspects/physical vulnerability and disaster protection are already relatively well taken into account with measures in the climate adaptation concept 	Only a small group of stakeholders were involved in the workshops and telephone interviews. As a result, the essential knowledge and needs of many other people are missing.
Dynaklim Zukunftswerkshops	Institut mit der Landesarbeitsgemeinschaft AGENDA 21 NRW e.V. Uta von Winterfeld, Wuppertal Institut, uta.winterfeld@wupperrinst.org https://edoc.sub.uni-hamburg.de/klimawandel/files/728/dynaklim_Ber01_001.pdf	2010	<ul style="list-style-type: none"> • Developing a joint vision for the future with citizens affected by the floods • Giving people a voice, enabling participation, strengthening democracy 	<ul style="list-style-type: none"> • Focus on positive visions for the future • Two workshops: In the first, elements of a regional adaptation scenario were developed, in the second, elements of a regional mission vision • At the heart of the future workshops was the space for participants to tell and design possible futures together • Content, topics and requirements for climate adaptation were integrated into the region's existing mission statements and strategies 	The open participation format means that vulnerabilities can potentially be taken into account, but marginalized people tend not to be reached, as the latter were not specifically approached

Good Practice List (2/5)

Name of the project	Contact/ Link	Time period	Topic/ Goal	Positive aspects	Limitations
<p>GoingVis</p>	<p>Ludwig-Maximilians-Universität München Dr. Julia Teebken, julia.teebken@geographie.uni-muenchen.de +49 (0) 89 / 2180 - 4095</p>	<p>Since 2018</p>	<ul style="list-style-type: none"> • Make cities and their inhabitants more resilient to climate change • Reveal visions of the future in small German towns and develop and test ideas for joint adaptation practices in the context of heat • Citizens work together in the (small) towns to develop concrete climate adaptation measures • Participation of silent groups 	<ul style="list-style-type: none"> • Participation of silent groups: People who would otherwise not (be able to) participate are actively sought out, listened to and encouraged to join in • Different participation opportunities, formats and methods are tailored to the interests and needs of the target groups • Project support group for each partner city with key persons for the participation formats: The satisfaction of the participants with the process (process quality), the assessment of the content and the identification with the results (result quality) are determined through feedback rounds at events and written surveys 	<p>The project itself states that it has not always lived up to its own expectations. Silent groups were not always reached as well as expected</p>
<p>KARE – Citizen Science</p>	<p>Ludwig-Maximilians-Universität München Projektleitung: Prof. Dr. Matthias Garschagen https://www.geographie.uni-muenchen.de/departement/fiona/forschung/projekte/index.php?projekt_id=290</p>	<p>2020-2021</p>	<ul style="list-style-type: none"> • Activating the population for climate adaptation measures • Raising awareness of the more frequent extreme weather events caused by climate change and the associated risks • Establishing a continuous transfer of knowledge between pupils, teachers and scientists. 	<ul style="list-style-type: none"> • Establishment of a lay-weather-network with pupils in two selected municipalities 	<p>Project focuses on just one target group.</p>

Good Practice List (3/5)

Name of the project	Contact/ Link	Time period	Topic/ Goal	Positive aspects	Limitations
Kassel climate breakfasts for women	Klimaanpassungsakademie (KAA) Katharina Seewald, katharina-seewald@landkreiskassel.de	2009-2014	<ul style="list-style-type: none"> • Reaching women with migrant background with target group-specific information and education program • Communicating the need for climate protection and adaptation measures and increasing acceptance of these measures • Demonstrating their own options for action 	<ul style="list-style-type: none"> • A format that has been successfully practised for years (breakfasts for women with migrant background) was taken up and linked to climate adaptation (using existing networks) • Cooperation with multipliers from the socio-cultural sector (in this case: municipal utilities, housing associations and socio-cultural organizations in two districts) -> KAA has thus built up a network and promoted transfer to other districts and organizations 	Focus on knowledge transfer and not on obtaining needs and local knowledge, no agency (ability to act) given
KLIMZUG NORD Klimagespräche - Communication of climate knowledge in clubs, associations and interest groups	Biosphärenreservatsverwaltung Niedersächsische Elbtalaue Christiane Schreck, christiane.schreck@elbtalaue.niedersachsen.de	2009-2014	<ul style="list-style-type: none"> • Sustainable, climate-adapted regional development in the “Niedersächsische Elbtalaue” biosphere reserve • Raise awareness of regional climate impacts and own scope for action • Providing inspiration to recognize the local impact and the need to develop skills in dealing with climate change and climate impact adaptation • Individual and joint knowledge generation 	<ul style="list-style-type: none"> • The actors were visited in their usual area of activity, addressed as experts in their field of activity and linked to their action situations (outreach educational work) • Dialogue in small groups (no “frontal event”) • Researchers and representatives of the authorities stayed back, openness, flexibility 	Target group: NGOs, the inclusion of marginalized people was not the focus

Good Practice List (4/5)

Name of the project	Contact/ Link	Time period	Topic/ Goal	Positive aspects	Limitations
Participation criteria in the county of Marburg-Biedenkopf	Fachdienst Partizipation, Ehrenamt und Sport Fachdienstleitung: Nadine Debus DebusN@marburg-biedenkopf.de 06421 4051212	-	<ul style="list-style-type: none"> • Structured participation processes and the establishment of new information, participation and cooperation opportunities • Inform citizens comprehensively and at an early stage about ongoing processes, results and their basis 	<ul style="list-style-type: none"> • Definition of concrete participation criteria • Creation of a coordination office for participation in order to bundle knowledge and thus prevent each department from implementing participation differently and losing experience (supported by the Netzwerk Bürgerbeteiligung) 	Despite the goal of involving hard-to-reach groups, hardly any projects have been created to date that clearly pursue this goal
“ResilientTO” Reliance strategy public engagement process, Toronto	Stadt Toronto im Rahmen des Programms „100 Resilient Cities“ der Rockefeller Foundation, Resilience Office, resilience@toronto.ca	2016-2019	<ul style="list-style-type: none"> • Building trust between the stakeholders • Developing a shared vision of what a resilient neighborhood could look like 	<ul style="list-style-type: none"> • Engaging disempowered communities through a dialog-based initiative called Resilient Conversations • Creation of activation material in collaboration with local community representatives (Local Champions) and a local non-profit organization (Centre for Connected Communities) • The Local Champions were involved in the design of the planning process 	Focus on (large) urban areas

Good Practice List (5/5)

Name of the project	Contact/ Link	Time period	Topic/ Goal	Positive aspects	Limitations
UrbanHeatATL	https://urbanheatatl.org/about/ https://participedia.net/case/13119	Since 2021	<ul style="list-style-type: none"> • Create a map of Atlanta's urban heat islands (specifically affecting marginalized communities in the Atlanta metropolitan area) • Engage vulnerable/marginalized people to participate in the collaborative design of solutions • Survey vulnerability and collect local cultural knowledge 	<ul style="list-style-type: none"> • Recognition that marginalized people are often particularly affected by heat but are not involved in developing solutions • Community members had the opportunity to participate in a facilitated conversation, which began with a presentation and was supported by a survey at the end. 	<ul style="list-style-type: none"> • Due to the limited opportunities for interaction and the Covid-19 pandemic, the events were sometimes very poorly attended. • Despite the large number of participants collecting data, many critical areas remained unmapped. • Many participants were affiliated with one or more funding organizations, leading to a lack of representativeness. • It is not clear how marginalized groups were addressed.
Vienna Climate Team	<p>Stadt Wien Tijana Matic, tijana.matic@extern.wien.gv.at</p> <p>& Katharina Toth, katharina.toth@extern.wien.gv.at</p> <p>https://klimateam.wien.gv.at</p>	2022-2023	<ul style="list-style-type: none"> • Realization of climate protection and climate adaptation measures at neighbourhood level • Inclusive participation to strengthen democracy and social justice 	<ul style="list-style-type: none"> • Activation of usually hard-to-reach, under-represented population groups • Outreach formats in different social spaces • Representative cross-section of society included • Compensation for expenses • Involvement of local multipliers 	Focus on the urban area; in contrast to counties, the neighborhood is a more homogeneous area

Invitation letter for multipliers

Components & recommendations

Components for the invitation letter

1. Header:

Use the logo of the municipality to emphasize the official character of the letter.

2. Appealing, motivating image

- Setting: e.g. a picture depicting the municipality and showing the topic of sustainability.
- Use this image to create/show a kind of community identity: What connects the municipality? What are typical local characteristics? What could a beautiful green and inclusive municipal vision of the future look like?

3. Subject line to motivate and clearly communicate the request

- Motivate, stimulate curiosity: according to the motto “We want/need you”. Ideas: “Climate diversity. Together for a climate-friendly/climate-just future”
- “Be part of making municipality xy resilient”
- “Together for a climate-friendly municipality - climate adaptation now”
- “Your opinion is needed: How can the municipality become resilient?”
- “Defying the climate together”
- “Municipality xy together for a green and social future”

4. Salutation & greeting

- Personal salutation, preferably by name, not a general address. This is important in order to establish a personal level with the multipliers.
- A personal level can increase the motivation and thus the initiative of the multipliers to use their networking for the community.

5. Describe your concern: Who, what, why, how

- Storytelling introduction and local climate context: e.g. the flood or the heat and drought that are increasing in the community due to the climate crisis. Visualize using the example of local rivers or hot spots and water scarcity.
- Create identification with the community as a place where people feel comfortable, because.... Promote joint identity-building in order to work together for a climate-friendly municipality. What is the municipality for people? Such questions can help to create identification.
- Solution: Local climate adaptation: Make the municipality resilient through a climate adaptation concept, which is why various stakeholders should be involved in order to reflect and integrate different realities of life, knowledge and needs. Make clear that the aim is for the people contacted to help shape solutions in an inclusive participation process in order to create a climate adaptation concept.
- Invitation: “We cordially invite you to be part of...”
- Activation material: Explain and enclose or submit activation material
- Bold important points.

6. Organizational paragraph

- Explain the process of participation. A graphic explanation could also help here.
- Dates: Date and time of the kick-off meeting and the workshops.
- The kick-off meeting could be announced in the sense of: “if you want to get a taste of it first, have questions....”
- Announce the offer to make it more accessible: Childcare, accessibility, financial compensation, catering etc.
- Bold important points.

7. Paragraph with further information

- Explain what a climate adaptation concept is.
- The municipality wants to set out and create an inclusive climate adaptation concept.
- The participation process should not only reach mainstream people, but in particular the needs and knowledge of marginalized groups should be heard and integrated.
- Make the role of stakeholders in the process clear and communicate it clearly. What is the aim of participation? E.g. co-shaping decisions, empowerment of marginalized groups, gathering local knowledge, social learning, legitimacy, monitoring the process.
- Inclusive stakeholder participation plus inclusive citizen participation.
- Clarify interest in long-term cooperation, e.g. that they should be involved in evaluation.
- Networking is important and valuable! It could be made clear here that such an invitation was extended to a large number of multipliers in order to represent society as a whole as far as possible.
- Graphic on what the climate crisis means for the municipality: outline opportunities and risks for the region.

8. Questions & suggestions

- Ask for feedback on participation.
- Specify a direct contact person with e-mail and telephone number.
- It is best to include a photo of this contact person to make it more personal and low-threshold. Personal contact is valuable for participation!

9. Greeting formula

- Ideas: “We would be delighted if you would help us to make municipality xy climate-friendly and socially responsible. Many thanks in advance and best wishes.”
- Signed by the administrator, the district councillor or the mayor to once again emphasize the official character and relevance.

10. Enclose information material if necessary

- Enclose flyers on the climate crisis, for example, or the activation material.

Recommendations for the invitation letter

Show appreciation

- Invitation should come “from the top”, e.g. from the district administrator, the district council or the mayor.
- Send a letter, not just an e-mail. If possible, even go in person or at least announce the invitation by telephone.
- Clearly state what the purpose of the person's participation is and what role they play in the development process of the climate adaptation concept, e.g. what happens to the results of the workshops.
- Show the stakeholders how important and valuable they are in making the municipality resilient.
- Personal address
- Show your presence as well as possible in advance so that people have you on their radar and trust can build up.

In terms of content

- Creating a shared sense of identity for the community: Giving people the feeling of being part of the local community, part of a common identity that is threatened by the climate crisis and should therefore be defended and protected together.

Organizational matters

- Send out the letter early: there is no such thing as too early, only too late. Multipliers often plan their appointments well in advance.
- The process can be started in spring. In summer, there is often greater awareness of the climate crisis and its consequences.
- Do not choose “traditional” times for the workshops in order to make participation more accessible and, due to geographical distances, choose different locations and compensate for travel times and offer childcare.

Literature and links (1/3)



The following list is a collection of scientific articles, books, blog posts, websites and collections of methods on the topics of vulnerability and marginalization in climate adaptation as well as participatory processes in climate adaptation. Alongside the interviews, these constitute the knowledge foundation on which this practical guide is based and offer the opportunity to dive deeper into the respective topics. For a better overview, the publications are assigned to the central statements of the practical guide (in bold).

Vulnerability & marginalization in climate adaptation

Unjust climate crisis: Not only globally, but also in Germany and at regional and local level, the effects of the climate crisis do not affect everyone equally and opportunities to adapt are socially unevenly distributed.

Beermann, Ann-Cathrin et al. (2021). Verteilungswirkungen eines fortschreitenden Klimawandels. Bundesministerium für Arbeit und Soziales. [Link](#)

European Environment Agency (2022). Towards ‚just resilience‘: leaving no one behind when adapting to climate change. Briefing no. 09/2022. [Link](#)

Bauriedl, Sybille (Hg.). (2015). Wörterbuch Klimadebatte. Geschlechtsspezifische Verwundbarkeit. Seite 95-102. transcript Verlag. [Link](#)

Fitzgibbons, Joanne und Mitchell Carrie L. (2021). Inclusive resilience: Examining a case study of equity-centred strategic planning in Toronto, Canada. [Link](#)

Baureithel, Ulrike (2023). Klimakrise ist ungerecht! Wer unter der Hitze wieder am stärksten leidet. Der Freitag. [Link](#)

Just climate adaptation: Vulnerabilities are political. For effective and just climate adaptation, it is important to reflect on and examine vulnerabilities and their root causes without reproducing them.

Teebken, Julia (2024). Vulnerability locked in. On the need to engage the outside of the adaptation box. [Link](#)

Teebken, Julia (2022). The Politics of Human Vulnerability to Climate Change. Exploring Adaptation Lock-ins in China and the United States. [Link](#)

Vulnerability goes hand in hand with capacity to act and knowledge. Vulnerabilities can be reproduced by institutions, which is why procedural justice is needed.

Barnett, Jon (2020). Global environmental change II: Political economies of vulnerability to climate change. [Link](#)

Holland, Breena (2011). Procedural justice in local climate adaptation: political capabilities and transformational change. [Link](#)

Climate adaptation is influenced by processes of social identity: how people perceive themselves, others and their place in the world around them. Social identity influences action. Creating a shared identity helps with participation and climate adaptation.

Barnett, Jon et al. (2021). Three ways social identity shapes climate change adaptation. [Link](#)

Literature and links (2/3)

Participation processes in climate adaptation

Participation is not good per se, but harbors various pitfalls, can create frustration and reproduce inequalities and unsustainability. That is why serious, well-structured and consistent participation of stakeholders and citizens is very important.

Newig, Jens (2019). Participatory and collaborative environmental governance – just symbolic exercises to sustain unsustainability? [Link](#)

Arnstein, Sherry R. (2019). A Ladder of Citizen Participation. [Link](#)

Árvai, Joseph und Gregory, Robin (2021). Beyond choice architecture: a building code for structuring climate risk management decisions. [Link](#)

Hemmati, Minu und Schmidt, Celina (2020). Beteiligung und Mitwirkung im kommunalen Klimaschutz. Erkenntnisse und Ergebnisse aus dem Vorhaben Klima-Kompakt. [Link](#)

Participation can pursue various goals. Being aware of the goals promotes effective participation. Why, who and how should be involved?

Glucker, Anna N. et al. (2013). Public participation in environmental impact assessment: why, who and how? [Link](#)

Uittenbroek, Caroline J. et al. (2019). The design of public participation: who participates, when and how? Insights in climate adaptation planning from the Netherlands. [Link](#)

Transformation can succeed through good participation: Recommendations for improved participation processes.

Grothmann, Torsten (2020). Beteiligungsprozesse zur Klimaanpassung in Deutschland: Kritische Reflexion und Empfehlungen. [Link](#)

Praxisleitfaden Umweltgerechtigkeit in Berliner Quartieren. Vernetzt und partizipativ Zukunft gestalten. [Link](#)

Alcantara, Sophia et al. (2014). DELIKAT – Fachdialoge. Deliberative Demokratie: Analyse Partizipativer Verfahren für den Transformationsprozess. UBA. [Link](#)

Hügel, Stephan und Davies, Anna R. (2020). Public participation, engagement, and climate change adaptation: A review of the research literature. [Link](#)

Good participation and involvement of vulnerable and marginalized groups makes climate adaptation measures better, more effective and more legitimate.

Cattino, Massimo und Reckien, Diana (2021). Does public participation lead to more ambitious and transformative local climate change planning? [Link](#)

Jäger, Nicolas W. et al. (2019). Pathways to Implementation: Evidence on How Participation in Environmental Governance Impacts on Environmental Outcomes. [Link](#)

Archer, Diana und Dodman, David (2015). Making capacity building critical: Power and justice in building urban climate resilience in Indonesia and Thailand. [Link](#)

Vulnerable groups should be central to adaptation interventions in order to achieve transformative adaptation.

Lambrou, Jayne P. (2022). Putting ‘vulnerable groups’ at the centre of adaptation interventions by promoting transformative adaptation as a learning process. [Link](#)

Just resilience in Europe: Barriers and enabling conditions for just resilience, actionable recommendations for policy makers and adaptation planners.

Breil, Margaretha et al. (2021). ‘Leaving No One Behind’ in Climate Resilience Policy and Practice in Europe. [Link](#)

Evaluation of participation: How to measure justice in climate adaptation?

Juhola, Sirkku et al. (2022): Connecting climate justice and adaptation planning: An adaptation justice index. [Link](#)

Literature and links (3/3)

Practical guidance

Participation in rural areas and at municipal level

Zukunftsfähige Kleinstadt durch kollaborative Klimaanpassung? Die intermediären Governance-Plattformen in Boizenburg/Elbe und der Verbandsgemeinde Liebenwerda. In: Gribat, Nina et al. (Hg.) 2022. Kleinstadtforschung. Interdisziplinäre Perspektiven. Seite 195-216. [Link](#)

Hemmati, Minu und Schmidt, Celina (2020). Beteiligung und Mitwirkung im kommunalen Klimaschutz. Erkenntnisse und Ergebnisse aus dem Vorhaben Klima-KomPakt. [Link](#)

Gribat, Nina et al. (Hg.) 2022. Kleinstadtforschung. Interdisziplinäre Perspektiven. [Link](#)

Practical guidelines for broad participation

Hemmati, Minu und Schmidt, Celina (2020). Beteiligung und Mitwirkung im kommunalen Klimaschutz. Erkenntnisse und Ergebnisse aus dem Vorhaben Klima-KomPakt. [Link](#)

Praxisleitfaden Umweltgerechtigkeit in Berliner Quartieren. Vernetzt und partizipativ Zukunft gestalten. [Link](#)

Allianz Vielfältige Demokratie. Wegweiser breite Bürgerbeteiligung. Argumente, Methoden, Praxisbeispiele. [Link](#)

Participation formats

Berlin Institute for participation for outreach formats. [Link](#)

Overview of methods by partizipation.at. [Link](#)

Grothmann, Torsten (2020). Beteiligungsprozesse zur Klimaanpassung in Deutschland: Kritische Reflexion und Empfehlungen. [Link](#)

Alcantara, Sophia et al. (2014). DELIKAT – Fachdialoge. Deliberative Demokratie: Analyse Partizipativer Verfahren für den Transformationsprozess. UBA. [Link](#)

Support services for municipal climate adaptation and participation

Kleinstadt Klimafit. Resilient Cities. Resilient Cities hilft Ihnen beim Einstieg in die Klimaanpassung und stärkt den gesellschaftlichen Zusammenhalt! [Link](#)

Netzwerk Bürgerbeteiligung. [Link](#)

List of potential multipliers (1/3)



The following list offers a collection of potential multipliers for vulnerable and marginalized groups. The selection of social groups is based, among other things, on the study “Verteilungswirkungen eines fortschreitenden Klimawandels” published by the German Federal Ministry of Labor and Social Affairs in 2021. This list should be understood as a starting point for inclusive participation and not as a final document.

Marginalized and potentially vulnerable groups	Potential multipliers
Canal workers	Trade unions
Children and teenagers	Schools Youth centers
Commuters	Public transport associations Sustainable mobility associations Trade unions
Elderly people (mainly living alone, on a low income, with (pre-)illness, living in institutions)	Nursing homes Religious communities Social associations Trade unions
Families	Kindergardens Parents associations/councils Social associations
Forest workers	Trade unions
Home respiratory patients	Social associations

List of potential multipliers (2/3)

Nursing staff	Aid and welfare organizations Nursing homes Nursing service Social associations Trade unions
People in poorly insulated buildings	Rental associations Trade unions
People living alone/ socially isolated people	Social associations
People living in attic apartments	Rental associations
People with a history of migration	Religious communities Social associations
People with disabilities	Social associations
People working in the manufacturing industry	Trade unions
People with low incomes (especially single parents, the elderly, students)	Social associations Trade unions
People with (pre-)illness	Nursing homes Social associations
Public transport users	Public transport associations Sustainable mobility associations
Rescue services	Aid and welfare organizations Trade unions

List of potential multipliers (3/3)

Risk groups (in general)	Social associations
Veterinary staff	Trade unions
Women, lesbians, intersex, non-binary, trans and agender people (FLINTA*)	Social associations Women networks

Notes on the list of potential multipliers

Background information

- When selecting multipliers, attention should be paid to regional distribution.
- While many municipalities, such as rural counties, have a large area, which can be a hurdle for a participation process, a rural area has a better network than the “anonymous city”. Association structures are places where civil society can be reached.
- The list represents a possible basis for the participation of municipal stakeholders. The participation of the proposed stakeholders means that as many sections of society as possible are represented. Synergies can be used here: Many of the proposed stakeholders represent several of the vulnerable or marginalized groups at the same time. In addition, some municipal employees are involved in projects or institutions. Existing contacts should be utilized here.
- The basic idea behind the involvement of social actors is that they represent a point of trust or contact for parts of society. They can act as intermediaries between individuals and the municipality (so-called multipliers).

For use

- People who are well connected within the community may be able to give advice on who is suitable as a multiplier.
- Invite as many multipliers as possible - they will never all accept.
- After registering for the participation workshops, check which groups will be represented by multipliers? If important representatives are missing or there are only a few registrations, follow up with individuals by phone if necessary.