






Deliverable 3.1 - Wind TANDEMS: Increasing broad citizen support for onshore wind

31-03-2025

Final Version

 lifetandems.eu

 [@LifeTandems](https://twitter.com/LifeTandems)

 [Life TANDEMS](https://www.linkedin.com/company/life-tandems)



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

DOCUMENT DESCRIPTION

Related Work Package	WP3
Deliverable Lead	Agem
Author(s)	Maroeska Boots (Agem)
Contact	Justin Pagden justin.pagden@agem.nl
Grant Agreement Number/ Funding Body	101077514/CINEA
Start Date / Project Duration	1 October 2022 / 36 Months
Type of Deliverable (R, DEM, DEC, Other) ¹	R
Dissemination Level (PU, SE) ²	PU
Date of Last Update	31-03-2025
Project Website	https://lifetandems.eu/

REVISION HISTORY

Revision No.	Date	Description	Author(s)
0.1	13-03-25	1 st Draft	Maroeska Boots (Agem)
0.2	31-03-25	Final Draft	Maroeska Boots (Agem)
0.3	31-03-25	Review	Maria Saridaki (Kamp C)

This document reflects only the authors' views. The Executive Agency European Union is not responsible for any use that may be made of the information it contains.

¹ **R** = Document, Report; **Dem** = Demonstrator, pilot, prototype; **DEC** = website, patent filings, videos, etc; **OTHER** = other

² **PU** = Public, **SE** = Sensitive



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

TABLE OF CONTENTS

DOCUMENT DESCRIPTION	2
REVISION HISTORY	2
TABLE OF CONTENTS	3
LIST OF FIGURES	4
FOREWORD BY VITO The Role of TANDEMS pilots	5
1. Introduction	6
1.1. Pilot Naoberwind: applying a new business model	6
1.2. Aim	6
1.3. Approach	7
2. Introduction to Naoberwind	8
2.1. Origins of Naoberwind	9
2.2. Preparations for developing a wind farm	10
3. Policy participation process organized by local government	11
3.1. Starting points were unclear / a professional approach	12
3.2. Defensive attitude of local government	14
3.3. Developing wind energy (on land) requires land!	14
4. Local ownership and financial participation in local policy	16
4.1. Only one wind project in search area K	18
4.2. Local ownership and sharing the proceeds	18
4.3. Local government as local owner of a wind farm?	19
4.4. Other forms of financial participation	20
5. Local ownership according to Naoberwind	21
6. Disclaimer	23
Annex 1: The participation ladder (EN)	24
Annex 1: The participation ladder (NL)	26
Annex 2: Citizens' participation in the process (EN)	28
Annex 2: BURGERPARTICIPATIE IN HET PROCES (NL)	30
Annex 3: Participation matrix (EN)	32
Annex 3: PARTICIPATIEMATRIX (NL)	34



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

LIST OF FIGURES

Figure 1	NAOBEWIND logo.....	8
Figure 2	Dashboard (summary) of joint participation process of the two municipalities.....	11
Figure 3	Timeline of the joint participation process of the two municipalities.....	12
Figure 4	Roadmap for local ownership in local policy.....	17
Figure 5	The participation ladder.....	24
Figure 6	Participatieladder	26
Figure 7	Three forms of citizen participation	28
Figure 8	Drie vormen van burgerparticipatie	30
Figure 9	Options for project participation in onshore solar and wind projects (November 2016)	33
Figure 10	Forms of participation (Handreiking financiële participatie March 2021) plus local4local ...	33
Figure 11	Opties voor projectparticipatie bij zon- en windprojecten op land (november 2016)	35
Figure 12	Vormen van participatie (Handreiking financiële participatie maart 2021) plus local4local.	35



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

FOREWORD BY VITO | THE ROLE OF TANDEMS PILOTS

The TANDEMS pilots hold a pivotal role within the TANDEMS project, serving as implementors and validators of the various tools, models, approaches, and trainings developed across different work packages, namely:

- Open collaboration model (D2.1)
- Business models (D2.2)
- 5 pillars of citizen engagement & justice framework (D4.1)

The successful execution of viable and innovative community energy projects is instrumental in determining the project's overall success and impact. However, the complexity of developing these projects lies to a large extent in the ability to deal with and/or challenge the existing energy regime and associated structures, practices and mental models. In the TANDEMS project, reflexive monitoring was implemented to support the pilot projects in identifying and addressing systemic challenges within existing energy regimes. This approach enabled the pilot projects to reflect on their experiences, adapt their strategies, and drive transformative change. To facilitate reflexive monitoring, several tools were introduced throughout the project.

Learning history workshops were organized to map key events in the pilot projects on a timeline, identifying both enablers and obstacles. Reflecting on these pivotal moments provided valuable insights into the factors contributing to success or failure, helping to define and monitor future actions. Additionally, the systemic iceberg model was applied to uncover deeper, second-order learning questions that drive transformative change. By analyzing underlying trends, structures, and mental models, pilot projects could gain a better understanding of the root causes of challenges and identify opportunities for systemic change.

To further disseminate insights, eye opener workshops were conducted to share lessons learned from the pilot projects. These workshops used narratives to communicate key findings, allowing participants to collaboratively reflect on the most impactful lessons. Through this process, they explored ways to replicate successes, scale up innovations, and overcome challenges.

By systematically recording, analyzing, and sharing learnings, the TANDEMS project fostered continuous improvement and encouraged the broader application of insights, strengthening the impact and scalability of community energy projects.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

1. INTRODUCTION

1.1. PILOT NAOBERWIND: APPLYING A NEW BUSINESS MODEL

Based on a description and analysis of topics identified in the pilot Naoberwind, this report aims to provide local governments (but also residents, initiators and developers) with recommendations and practical tools to improve citizens' participation and involvement in wind energy policy and project development.

The standard **participation process** aims to include/involve citizens in the development of new wind policy and wind project development. In policy development, the local government is the organizer of participation, while in project development it is the initiator or developer of the project (whether or not forced by local governments). In the participation process citizens can influence the policy or project plans to a certain extent (Annex 2: Citizens' participation in the process). The participation ladder (Annex 1: The participation ladder) can serve as a tool to determine the degree of citizens' participation.

One of the topics in project participation is the **financial participation** of citizens. A well-known and commonly promoted form of financial participation is local ownership by citizens e.g. within or by an energy community, where citizens in fact buy a share in the project which will hopefully provide a return in the long run. However, this type of financial participation is only of interest to the citizens with resources. The 'participatiewaai' (Annex 3: Participation matrix) shows there are other forms of financial participation, however, none of them ensures that the financial advantages of the project are fairly distributed across all citizens.

In the current policy, energy communities with a strategy for local renewable energy production to be supplied and consumed locally at a reasonable and fair price, have no preference or priority over commercial parties who sell the renewable power produced at the highest possible market price.

How can a local initiative such as Naoberwind, that aims to apply **a new business model for citizens** (a cost price model for local residents, entrepreneurs and social organizations, see Deliverable 2.2), be supported by local policy?

1.2. AIM

The question is not: "How can we allow citizens, with the capacity to invest, to benefit financially from a wind project in the region?" The real question to be addressed is: "How can we use the power produced for the benefit of all local residents, i.e. also those without the capacity to invest?"

To this end, Naoberwind has positioned itself with the narrative: If local government allows, and provides the conditions for, wind energy to be developed in the area, then we need to take control as citizens and develop wind energy ourselves jointly with local residents, entrepreneurs and social organizations, such that the wind farm design and (financial) returns are most beneficial for all citizens. Naoberwind and its members do not necessarily want wind energy in their neighborhoods, but they are afraid that commercial companies will start developing wind projects (without much concern for local needs and social returns) if Naoberwind does not take action.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

How can we support the narrative of Naoberwind with local policy? In this deliverable we provide recommendations and lessons learnt.

1.3. APPROACH

- Chapter 2: Introduction to Naoberwind;
- Chapter 3: Recommendations on the policy participation process organized by local government;
- Chapter 4: Role of financial participation in local policy of Berkelland and Oost Gelre;
- Chapter 5: Financial participation and compensation according to Naoberwind.

First, we will introduce the pilot and energy cooperative Naoberwind. Why and how did it all start and what is Naoberwind aiming for? Then, in Chapter 3 we describe the policy participation process as organized by the joint municipalities of Berkelland and Oost Gelre (i.e. local government) and provide recommendations for improvement. In Chapter 4 we also provide recommendations, but now focused on financial participation and local ownership in local wind policy prepared by the joint municipalities.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

2. INTRODUCTION TO NAOBERWIND



Figure 1 NAOBERWIND logo

Naoberwind is an energy cooperative established in September 2023. The Naoberwind pilot introduces a new concept to the Dutch Achterhoek region: wind energy developed and owned by citizens. The project is in its early stages, awaiting local wind policy and regulation to be determined. However, there is already a strong community and a connection with landowners and local government (the two municipalities). The citizens are involved from the start. The pilot tests if there is a chance for real local participation in wind energy ownership.

In 2021, a regional political process defined ‘search area K’ where wind energy could be developed. Subsequently, the municipalities started a process to define their wind policy, determining the conditions for developing wind energy in area K. As part of this process, they organized information sessions for residents on various topics. However, a lot of residents actually do not want wind turbines in their neighbourhood.

As explained in the introduction, the narrative of the Naoberwind initiative is: If local government allows, and provides the conditions for, wind energy to be developed in the area, then we need to take control as citizens and develop wind energy ourselves jointly with local residents, entrepreneurs and social organizations, such that the wind farm design and (financial) returns are most beneficial for all citizens. Naoberwind and its members not necessarily want wind energy in their neighbourhoods, but they are afraid that commercial companies will start developing wind projects (without much concern for local needs and social returns) if Naoberwind does not take action.

Thus, the Naoberwind initiative is not deciding on the policy for wind turbines, but if it is decided that wind turbines can be built in the area, then citizens have to take control and take ownership of those turbines; instead of commercial wind developers.

The website of the cooperative Naoberwind summarizes Naoberwind (<https://naoberwind.nl/>) as follows:

The climate agreement obliges municipalities to facilitate wind and solar energy generation. Search area K, on the border of the municipalities of Berkelland and Oost Gelre, is an intended location for wind energy. If local governments, i.e. the two municipalities, indeed allow this to happen, we believe that we should take control ourselves and jointly. The energy cooperative Naoberwind was founded for this purpose.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

Naoberwind is an energy cooperative by and for citizens. They form the voluntary board of the cooperative that was specially established for this purpose. In addition to the board, there are more dedicated volunteers involved, all with their own expertise. We now have more than 60 members, most of whom live in search area K. Some members are in favor of wind energy, others are against it and many members have doubts. However, we all agree on one thing: we want to control the choices made when developing a wind farm. When developing a wind farm, we take health, nuisance and nature into account, as established in our founding articles of association. We also want the proceeds to remain in the region as much as possible and for us to decide what happens to returns.

However, developing a wind farm is a lot of work and requires expertise. That is why we are already preparing for the municipal decision, so that we will not be too late. Otherwise, commercial developers will submit plans aimed at maximizing profits for their shareholders. That is not our goal. We want to participate in decisions about the choices that will be made and ensure that the revenues from the wind farm remain in the region.

2.1. ORIGINS OF NAOBERWIND

The origins of Naoberwind are in fact related to a session on local ownership for existing local energy cooperatives (with rooftop solar projects) organized in November 2022 as part of the policy participation process by local governments (see also Chapter 3). As a result of that evening, 4-5 individuals raised their hand to investigate whether citizens would be interested in a local initiative and to learn more about wind energy.

Therefore, at the end of 2022 and beginning of 2023, the group of 4-5 initiators organized several meetings with a group of ca. 15 concerned and interested citizens, to discuss local wind policy, several aspects causing concern (commercial wind developers, health, nature, etc.), and whether or not, and how, to organize it.

Next, in 2023 (March 8, March 30 and October 25), the initiators organized meetings for inhabitants of area K. Invitation letters for the first meeting were delivered by the initiators to all addresses (ca. 200) in search area K. Composing a list of addresses was, however, a challenge since the municipalities did not want to share relevant addresses. The two meetings in March focused on ‘getting acquainted with each other’: presenting the background and objectives of the initiative and learning about views and concerns of citizens.

As a result of the March 2023 meetings it was decided to set-up a dedicated local energy cooperative. The initial group took some time to formulate the founding articles of association, in order to do justice to the objectives of the initiative and to think of a name. As a result, ‘Coöperatie Naoberwind U.A.’ was officially established in September 2023, with a board of five individuals. Subsequently, in the first membership meeting (ALV) in October 2023, the cooperative’s articles of association as well as the board (now seven board members) were approved. The membership fee was set to €25 per year. It was also agreed that, while waiting for the two municipalities to establish their wind energy policy, Naoberwind would focus on citizens in search area K, for membership recruitment and other communication.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

Another important result of the March 2023 meetings was the story told by a few young landowners in the area and their (negative) experience with several commercial parties ('cowboys') offering land lease contracts. Citizens and Naoberwind learned that some 25-30 landowners in area K joined forces against these commercial parties and contracts. It was the start of a partnership between this group of landowners and Naoberwind.

2.2. PREPARATIONS FOR DEVELOPING A WIND FARM

Naoberwind operates in the difficult boundary between "No wind energy in the area!" and "Preparing a wind development plan in order to trump commercial developers". It implies that, although you may be against wind turbines in the area, at the same time you prepare a plan for developing wind turbines in the same area. This is a difficult story to tell and requires a lot of explanation to citizens. Nevertheless, Naoberwind is convinced that we need to prepare our own project plan for wind energy.

The main activities of Naoberwind since it was established focused on forming coalitions:

- 1) Seeking cooperation with an experienced partner in wind energy. This resulted in a 90% Naoberwind, 10% **Windunie** partnership;
- 2) Discussing and establishing a joint land lease agreement with **landowners**, including fair and social financial compensation, both for landowners and local residents;
- 3) Keeping in touch with **local government** (aldermen and civil servants), but only low profile in order not to influence the political process leading to local wind policy.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

3. POLICY PARTICIPATION PROCESS ORGANIZED BY LOCAL GOVERNMENT

Both municipal councils of Berkelland and Oost Gelre consider support from citizens to be very important for decision-making about policy for wind energy. Via a joint participation process, citizens have, therefore, been involved in the policy making process. The process focused on providing residents and other stakeholders with a sound understanding and information level about the (policy making) process, as well as on various relevant themes. External experts were asked to explain the topic and take into account the opportunities and risks of wind turbines in the area.

The three main themes addressed are:

- Nature (ecology) and landscape;
- Nuisance of wind turbines (e.g. noise levels, shadow flicker, health impacts);
- Local ownership and financial participation.

Furthermore, stakeholders have been consulted on spatial criteria and spatial planning in relation to the integration of wind turbines (consultation level). On the topic of local ownership and financial participation, stakeholders were asked about their preferences (advice level). A summary of the policy participation process is provided in Figure 1.

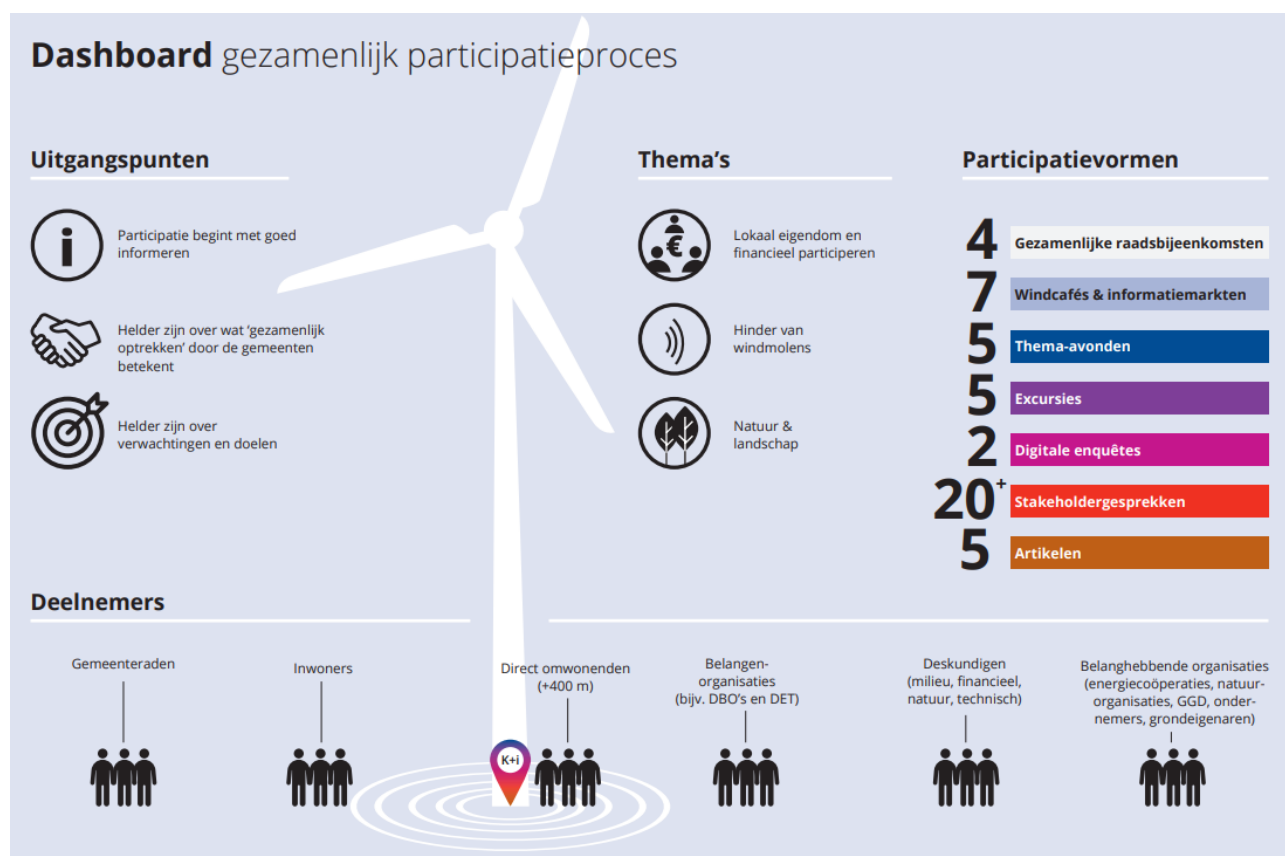


Figure 2 Dashboard (summary) of joint participation process of the two municipalities.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

In 2024, local government published principles, approach and results of the participation process in their participation report. The focus of the participation process was on two search areas K and I (i). Although published, the report is not easily available (for example, it is not available via <https://www.gemeentebekelland.nl/zoekgebiedk/>). The participation report is however available as annex to the policy report (see Chapter 4).

The participation formats used, which were relevant for citizens and residents in and near (400m) search area K, were:

- Information sessions (wind cafes and information market);
- Theme sessions on local ownership (separately for residents and for energy cooperatives), nature & landscape, and nuisance & health;
- Online survey (for all citizens);
- Visits to an existing wind farm.

The first wind café in June 2022 was effectively the kick-off for residents of the participation process. (see also the timeline in Figure 2)

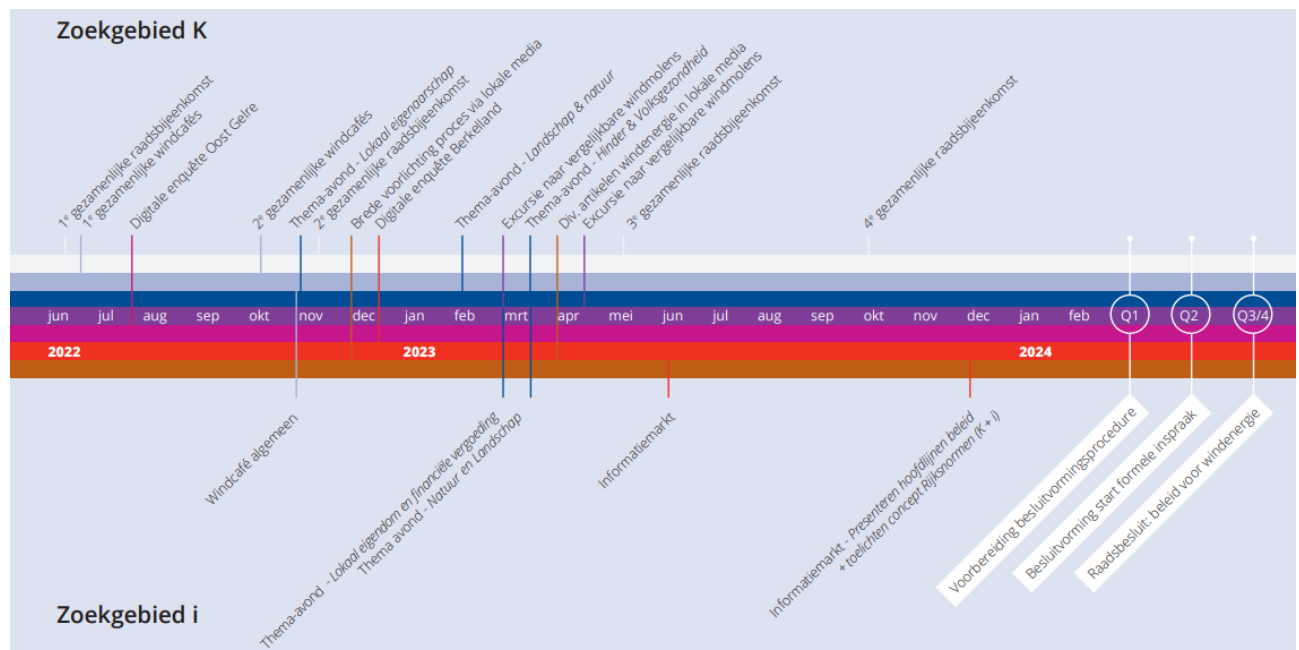


Figure 3 Timeline of the joint participation process of the two municipalities.

3.1. STARTING POINTS WERE UNCLEAR / A PROFESSIONAL APPROACH

Although the 2024 participation report contains a structured approach and description upfront, at the start of the participation process in 2022, it was by no means clarified what the process would look like, who would be involved and most importantly how (on which topics, at which level) citizens and stakeholders could or would have impact on the local wind policy. For example, in the participation report, the local government explains it used the first three levels of the participation



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

ladder. But in the participation process itself, this was never clarified properly to citizens and stakeholders.

Local government acknowledges in their participation report that managing expectations is important:

“Participatie staat of valt bij heldere verwachtingen over wanneer waarover gesproken kan worden, en hoe. De participatieladder beschrijft verschillende niveaus voor het betrekken van stakeholders. In deze fase van beleidsparticipatie ligt de nadruk op de onderste treden. We beginnen niet met een leeg vel, er zijn al voorwaarden en afspraken, bijvoorbeeld van andere overheden. Tijdens het proces zijn stakeholders daarom vooral geïnformeerd en gehoord (niveau raadplegen). In sommige gevallen is gevraagd om mee te denken (niveau adviseren).”

"Participation hinges on clear expectations about when what can be talked about, and how. The participation ladder describes different levels for stakeholder engagement. In this phase of policy participation, the emphasis is on the lower steps. We do not start with a blank sheet, there are already conditions and agreements, for instance from other governments. During the process, stakeholders are therefore mainly informed and heard (consulting level). In some cases, they were asked to think along (advise level)."

However, this was neither communicated nor explained properly at the start of the local government's participation process in 2022. Even for residents extremely interested in the topic and residents with more-than-average awareness about the topic, it was unclear:

- How the participation process was structured and what the planning was;
- How citizens and other stakeholders were represented in the process;
- What the level of impact and control was for citizens and for other stakeholders (level of decision-making power);
- How local government would use results of the various participation activities;
- Where all information can be found in a consistent way.

It is important that local government is taken seriously by citizens. During the participation process, local government sometimes acted weakly to citizens' concerns and questions. For example, representatives of the municipalities could not clearly explain the background during the participation meetings, e.g. why search area K was chosen and why another search area was dismissed as possible location for wind energy. Another exemplary 'blunder' was that the responsible aldermen of the two municipalities were not physically present at the very first participation meeting with more than 200 citizens in the room, even though it was announced in the invitation).

Recommendation

To ensure a good participation process, it is necessary that citizens receive (or can find) clear and accessible information in a timely manner about all steps and rules in the participation process. For example, a schedule with important decisions and moments, and a joint agenda. Also during the process, results, issues, discussions, maps, etc. should be shared transparently with citizens. Local government can help citizens by providing professional support, e.g. an independent professional who is in the lead, during the whole process.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

Citizens will only take the local government and the participation process seriously if local government takes itself and the participation process seriously. A professional approach and thorough preparation by a strong municipal project team is, therefore, required on a sensitive topic as wind energy. Trust is hard to earn but easy to lose.

3.2. DEFENSIVE ATTITUDE OF LOCAL GOVERNMENT

In the participation process, for example during the wind cafes and thematic sessions, the local governments approach was to “explain why wind energy in search area K is not a bad idea”. In other words, local government was preoccupied with the negative aspects of wind energy and the process aimed at refuting residents' fears and concerns about wind energy.

What happened at the very first wind café (June 2022) is exemplary. The evening went on rather chaotically with an audience of at least 100 residents. Local government was not prepared properly to address basic questions from the audience, such as: “Why don’t we build those wind turbines elsewhere, i.e. offshore? How was search area K defined, based on which criteria? How were citizens involved in that process? Why are other areas in the municipality (e.g. Avink stuw, area L, in Berkelland) not taken into consideration by local government in the participation process, even when there is already a wind project initiative (by citizens)?”

It shows that local government was not focused on, nor prepared for, explaining why, and under which conditions, wind energy (in this particular area) is a good idea. It is known³ that citizens / local residents should first accept the problem (the energy transition), before they will be able to accept the solution (a wind farm in their backyard).

As a next step, local government could then more easily explain that any initiative for wind energy of course has to comply with applicable legislation and regulations. In addition, local government can then explain they want to go a step further (than the minimum required) for their citizens / local residents on certain defined themes.

Recommendation

In a good participation process, local government starts to work on acceptance of the problem, i.e. the energy transition, before it focuses on acceptance of the solution, i.e. a wind farm. In addition, defending the usefulness and necessity of a wind farm by pointing to abstract and numerical objectives of the government (regional, national or EU) is a no-go. Local governments’ own policy and choices should be the basis for local wind energy.

3.3. DEVELOPING WIND ENERGY (ON LAND) REQUIRES LAND!

Land is required to develop and build wind turbines. Therefore, commercial developers are roaming wind-potential areas, for land lease agreements with landowners, usually long before formal policy is in place. In the case of search area K, even before the area was defined in the RES-process, various

³ NLVOW, Omgevingsparticipatie bij windenergie op land: Lessen uit de praktijk.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

developers visited land owners to encourage them to sign land reservation agreements. We know that in search area K these agreements are promising a lot of money to landowners in the event a turbine is built on their land. And we also heard about penalties included in those agreements, e.g. in case landowners talk about the agreement with their neighbors.

A local initiative usually is less pro-active in acquiring land leases, unless it is a group of landowners themselves who take the local initiative, in which case they make their own agreements.

Recommendation

In line with the previous recommendation on ‘accepting the problem’, local government should clarify the role of land, land owners and land positions to citizens in the participation process. In an early stage, even before defining search areas, local government can for example analyze landownership and land agreements and advise landowners in an early stage on options and possibilities. Also during the policy participation process a dedicated theme session for land owners could have added value. In addition, local government could have analyzed the potential for wind on public land (national forest department, water board, municipality, province). Finally, local government could help positioning a local initiative by acknowledging the importance of land and promote local initiatives to land owners.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

4. LOCAL OWNERSHIP AND FINANCIAL PARTICIPATION IN LOCAL POLICY

A recent study concluded that local ownership often is insufficiently safeguarded in municipal policy in the Netherlands (<https://departicipatiecoalitie.nl/nieuws/lokaal-eigendom-meestal-onvoldoende-geborgd-in-gemeentelijk-beleid/>).

In the Netherlands, the initiator of the wind project has the obligation to make efforts to realize (part of) the project in local ownership. A municipality, province or RES-region⁴ can only impose this ‘best efforts obligation’ on a wind farm initiative if this is laid down in policy established by the municipal council and/or provincial council. Such local policy has to indicate what the best effort obligation entails and which steps must be taken.

In order to actually realize projects under local ownership, it is therefore necessary to properly register the required efforts and the wishes and ambitions of local government in local policy. Good assurance of local ownership and participation in local policy, provides local government with more resources to manage local ownership in projects and provides guidance for adjusting plans that are submitted without local ownership. Furthermore, including local ownership in municipal policy provides both society and the market with clarity about the role local ownership plays in the regional energy transition.

The Dutch National Program Regional Energy Strategies (NP RES) provides a lot of information for local governments on how to properly safeguard local ownership in local policy and what choices local government has to make in this regard. (see Figure 3) The worksheets provided by NP RES, are especially helpful. (<https://werkbladen.regionale-energiestrategie.nl/lokaal-eigendom#scroll-to-main>). In time, more and more examples of policy documents are becoming available from municipalities that have implemented local policy on participation and local ownership in wind energy.

⁴ Within the Dutch Regional Energy Strategy (RES) 30 energy regions are working to contribute to the National Climate Agreement. RES works on being energy neutral by 2050. One of the regions is the RES-region Achterhoek.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

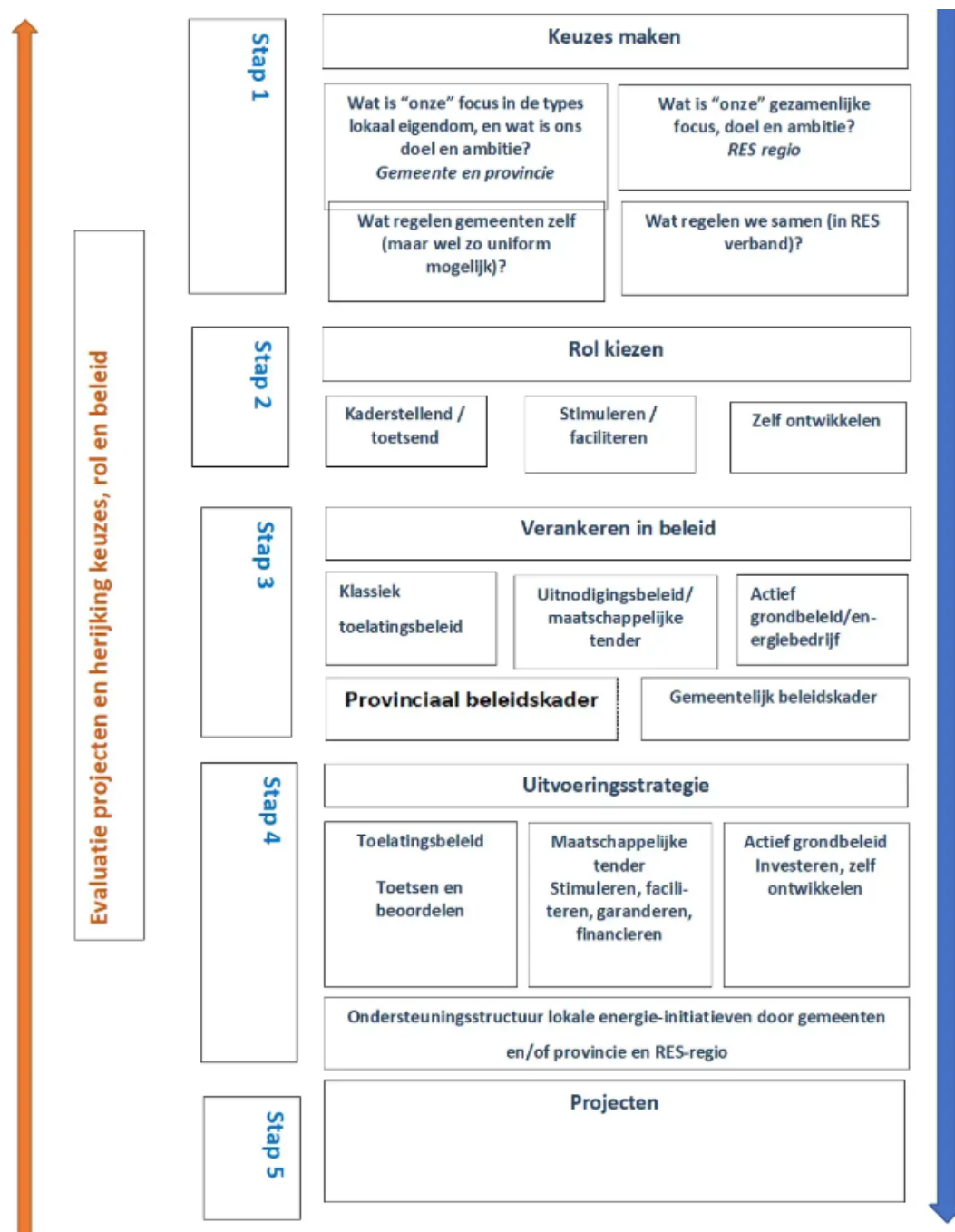


Figure 4 Roadmap for local ownership in local policy.

With this in mind, the municipalities of Berkelland and Oost Gelre have formulated a joint proposed (concept) policy on (large scale) wind energy in their municipalities. The concept was published in 2024 and in order to be implemented, both municipal councils will have to agree to the proposed policy, probably in April 2025. In this chapter, main elements of the proposed policy on stimulating local ownership and participation are discussed.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

4.1. ONLY ONE WIND PROJECT IN SEARCH AREA K

Local government (Berkelland and Oost Gelre) apply an 'invitation framework' for wind energy, while setting the condition that only one project can be approved per search area. This prevents competition in a particular search area and stimulates parties to cooperate and jointly come up with one project proposal. This method lends itself well to search areas for wind, because it prevents parties from taking land positions in advance or at least stimulates them to cooperate and put land agreements together.

The municipality intends to open up registration for wind initiatives in search area K for a certain period of time. The opening date, the registration period and the conditions for registration will be determined in a later stage. If several initiatives for one and the same search area meet the submission requirements and score the same, based on the municipal preconditions; preference is given to the initiative with the highest percentage of local ownership. In the event that several initiatives meet the preconditions but individually do not lead to the total municipal wind energy objective, the municipalities opt for a collaborative approach. The chosen parties develop one integral plan and present it to the outside world as a single plan, with the most optimal arrangement, having the the least possible impact on the environment and surroundings.

Recommendation

The 'one project per search area' requirement acknowledges the importance of land positions and more or less forces commercial developers with land positions to seek cooperation with citizens and citizens' initiatives such as Naaberwind. But it also works the other way around: in the *rare* occasion that citizens' initiatives hold land positions -or have a wind initiative without land positions-, they may be stimulated to cooperate with other developers, certainly whenever their plans do not lead to the most optimal arrangement.

4.2. LOCAL OWNERSHIP AND SHARING THE PROCEEDS

An initiative for wind energy has to provide a plan for financial participation with two main starting points:

- 1) Everyone can participate (inclusion), and
- 2) Both financial revenues and electricity produced remain in the area, as local as possible.

Citizens must be able to become co-owners of the wind project such that at least 51% of the wind project is locally owned. It is up to the initiator of the project to provide substantiation of how local ownership is achieved. In addition the initiator has to provide options for citizens to financially participate in the wind project (e.g. shares or bonds), such that revenues remain in the area. Finally, the initiator also has to indicate how the produced electricity will be supplied to local end users, as much as possible.

The latter condition is quite progressive in (local) energy policy and seems to anticipate regulation on energy communities and energy sharing, whereas sharing financial revenues locally is more common policy.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

The proposed policy does not give a firm definition of what is meant by ‘local’ and ‘local ownership’. Other Dutch municipalities have, for example, determined that local ownership includes local residents and locally rooted SMEs located in the area within a radius of e.g. 10 x the tip height around a wind turbine, and that local parties are united in a collective that invests in the project and has control over the project, the power produced and the cash flows.

Recommendation

Define more clearly what exactly is meant by local ownership.

Fortunately, the new Dutch Energy Law enables local governments to formulate their own regulation on local ownership. Recently, it became clear that Berkelland and Oost Gelre are indeed preparing such regulation, providing more details on local ownership. This regulation is also subject to approval by the municipal councils and will be on the agenda after local wind policy is approved by the councils.

4.3. LOCAL GOVERNMENT AS LOCAL OWNER OF A WIND FARM?

Not only during the participation process, but also thereafter, local government (especially Berkelland) suggested to Naoberwind that they also might take up a role as wind developer; as owner of (part of the) wind turbines, or as user/buyer of the wind energy produced. And indeed, in the proposed policy document this is addressed as follows:

“One or both municipalities can play a directing role in the form of (co-)initiator of a wind project whenever this would be necessary to ensure maximum returns for the community.”

“Een of beide gemeenten kunnen een regierol in de vorm van (mede)-initiatiefnemer nemen als dit vanuit het oogpunt van maximale opbrengsten voor de gemeenschap genereren wenselijk is.”

The municipality commissioned research on whether or not to take ownership of wind turbines. It analysed pros and cons of three scenarios of local ownership and related roles of the municipality. However, the municipalities have no idea yet what exactly they want and what that means for other project initiators.

Note that both municipalities (Berkelland and Oost Gelre), together with other municipalities in the Achterhoek already have their own energy company, producing and purchasing energy for their own municipal needs (office buildings, street lighting, pumping stations, etc.). That company already evolved from a purchasing strategy to a more developing (own production) strategy. From that perspective, the municipalities already have some experience in energy project ownership.

Recommendation

The Dutch National Program Regional Energy Strategies (NP RES) is quite clear: local government should make choices and determine their role -for all renewable energy projects or a specific project in their municipality- before embedding local participation in policy. Does local government primarily want a reviewing/evaluating role within the policy framework, or do they want to assume a stimulating role, encouraging and facilitating local ownership and participation? Or does local government want to play an active role in project development and ownership of the project?



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

In the proposed policy document both municipalities keep options open, i.e. have not yet made the choice. Simply stating the option of local government taking a directing role as initiator or developer of wind energy without really making the choice, creates uncertainty for initiators such as Naoberwind in the area. What does this mean? Will the municipality takeover a project? Can they do that? All efforts (time and money) by other initiators – including local citizens' initiatives – may have been for nothing when local government 'threatens' to take over. Moreover, the municipality seems to forget that developing wind energy requires land positions, i.e. agreements with landowners. What is the value of existing land lease agreements when local government assumes an active, developing role? This uncertainty poses an additional risk for the citizens' initiative Naoberwind.

However, from the municipality's *political* perspective, it is understandable that they postpone making a decision on stepping into wind energy as owner and that they want to keep the option open. In that case, it is recommended that the municipalities make a decision about a process to determine how they can or will arrive at that decision. It would help other stakeholders in managing their expectations.

4.4. OTHER FORMS OF FINANCIAL PARTICIPATION

In addition to the measures mentioned above the following straightforward or mainstream forms of financial participation (Annex 3) are required according to the local policy:

- A local fund: the initiator of a wind farm provides financial resources for supporting social goals in the area, for example for local interest groups or sports clubs.
- A local fund: based on a contribution of €0,50 per MWh from the wind farm, for residents and neighbourhoods around the wind farm.
- A residents' scheme: the initiator provides a benefit scheme for directly affected residents, for example the supply of renewable energy at a discount.
- The initiator has to provide a transparent plan for social compensations for land lease, jointly determined by those directly involved (landowners and residents of the project area).

Oddly, the first and second bullet seem to apply for one and the same thing: setting up a fund based on part of the project's revenues (€0,50 per MWh) for social projects in the wider surroundings of the wind farm. However, it could also be interpreted as a requirement to form two separate funds. This is unclear.

Recommendation

All possible forms of financial participation local government could think of, must be part of the plan, and even two forms of a fund for local social projects. However, none of them ensures that the financial advantages of the project are fairly distributed across all citizens. The overkill of requirements for the wind project may work against the strategy for local renewable power production to be supplied and consumed locally at a reasonable and fair price. From the project's perspective, the various financial participation options work as communicating vessels: putting more into e.g. a fund for citizens or social projects negatively impacts the cost price of power produced. We recommend to provide more degrees of freedom on how the project deals with financial participation, or that policy at least requires to better provide for local residents living nearby the wind turbines, than for citizens living further away.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

5. LOCAL OWNERSHIP ACCORDING TO NAOBERWIND

This chapter deals with local ownership and participation from the perspective of the local initiative Naoberwind. The very existence of and activities by Naoberwind are driven by “being and staying in control” of local wind energy development. Naoberwind wants to be able to determine how the wind farm is engineered (location, number, type, height, etc. of wind turbines), in order to live up to the key objectives of Naoberwind, which is to develop and exploit a wind farm on behalf of the members, such that:

- nuisance to people, nature and the environment in the area is limited or compensated as much as possible;
- damage to human health is prevented as much as possible;
- nature and the environment are preserved as much as possible.

Local ownership by Naoberwind, already at the start or initiation phase, is motivated by these objectives. Stepping in at any later phase of the project, when certain decisions are already made by others, would reduce the level of control.

However, starting the initiative and being involved from the start also means that Naoberwind is taking risks and is responsible for development costs. In addition, further on in the process, Naoberwind has to organize investment for building the wind farm. Therefore, finding finances is an important responsibility for Naoberwind. Especially in the early and risky phase of the project, it is difficult to find financial support to cover development costs.

The leading objectives of Naoberwind also mean that the local initiative is satisfied with a moderate return on investment. Naoberwind rather increases costs for the wellbeing of local residents (e.g. investing in a silent turbine type when common turbines are less expensive) than maximizing profit for their members and investors. Still, a healthy business case is required, otherwise there is no wind project at all.

The ultimate objective of Naoberwind is to form a renewable energy community where local renewable energy from the wind farm is supplied to the local and wider community -not necessarily only to members of Naoberwind- at a stable and fair price. However, at this early phase of the project, when it is still unclear whether wind energy will be produced by Naoberwind, this concept is something that does not keep Naoberwind busy. It is a concept that can be elaborated at a later stage, for example with the help of Streekenergie and Energie VanOns; the umbrella organization of energy cooperatives in the Achterhoek and cooperative energy supplier.

To summarize, the objective of Naoberwind is to realize a wind farm, but only if:

- There is a feasible business case, however for lower than ‘normal’ returns and profit for the owner Naoberwind;
- Wind farm design is such that local residents ‘can live with it’; both in terms of minimizing nuisance and maximizing financial returns for residents;
- Produced electricity is to be consumed locally by residents, i.e. creating a renewable energy community.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

Recommendation

It would be great if the municipal regulation on local ownership that is currently being prepared, acknowledges the concept of renewable energy communities and facilitates/supports renewable electricity production that is consumed locally by residents.

Local government can support local initiatives in an early stage e.g. by giving them priority over other initiatives, by providing professional support / expertise, in kind, or by financial support in project development, also in the contracting phase. Mainstream banks are probably willing to finance only a smaller portion of the wind project if the electricity is supplied at a cost-based price. Therefore, financial support by other parties such as local government is especially important in such projects



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514


Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

6. DISCLAIMER

Although the author has made every effort to include correct information within this report, they are not responsible for any errors or omissions.

The numbers, tables and figures used, are meant to give an indication of the actual facts so that they can be understood. The information is not meant to be exact and/or complete. In many cases, the information given is simplified so that it is easier to understand. Unfortunately, the reality is often more complex.

List of participating organizations

	AUTONOOM PROVINCIEBEDRIJF KAMP C (Kamp C)		BE
	VLAAMSE INSTELLING VOOR TECHNOLOGISCH ONDERZOEK N.V. (VITO)		BE
	DUNEWORKS BV (Duneworks)		NL
	ACHTERHOEKS ENERGIELOKET B.V. (Agem)		NL
	STAD MECHELEN (MECHELEN)		BE
	KLIMAAN (Klimaan)		BE
	ZUIDTRANT (ZuidtrAnt)		BE
	FONDATSIYA TSENTAR ZA ENERGIYNA EFEKTIVNOST - ENEFECT (EnEffect)		BG
	OBSHTINA BURGAS (BURGAS)		BG
	MUNICIPALITY OF GABROVO (GABROVO)		BG
	OIKOPLUS GMBH (OKP)		AT



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

ANNEX 1: THE PARTICIPATION LADDER (EN)

Source: <https://parolo.nl/blog/de-participatieladder-uitleg/>

The participation ladder is a tool that makes you aware of the role participation plays in your project. It helps you determine what role participants have in the process of plan development. The degree of control of participants is shown on the steps of the participation ladder. It goes from no say at all on the lowest step, to self-governance on the highest step of the participation ladder.

When setting up a participation process, the participation ladder helps to determine the desired level of say of those involved. Can they have a say, only think along, or do you want no active input and only inform those involved? Once the step (also known as the participation level) has been determined, you can use it to further shape the participation process.

Arnstein's participation ladder (1969)

In 1969, Sherry Arnstein wrote about the level of citizen involvement in the planning process. She depicted these on a ladder, where the role of citizen participation in trajectories ranged from high to low. It was the first version of the participation ladder. Arnstein describes in the lower steps of the ladder various forms of participation that are not actually participation. Up to step 5, Arnstein assumes that the government has no intention of actually giving participation to citizens. Participation is used for 'patching up' the people. Only on the high steps do we find forms of participation that are found in more recent models. In these higher steps, citizens do have influence in the decision-making process.

The participation ladder anno 2023

In the modern version of the participation ladder, the higher levels of Arnstein's model are more emphasised. Only at the lowest level; inform, the participant has no say. At the other levels, they do.

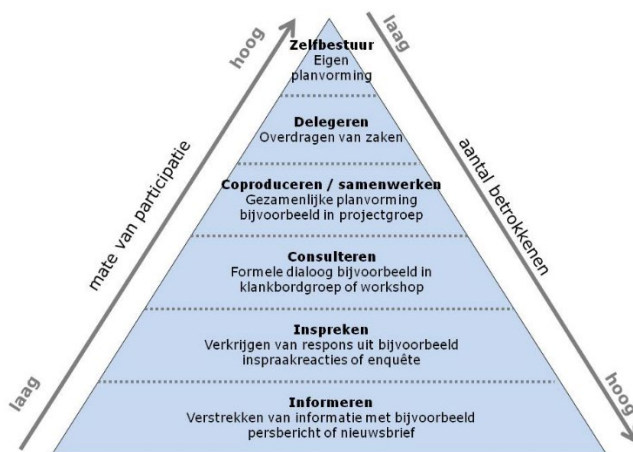


Figure 5 The participation ladder



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

Inform. Stakeholders have no say in decision-making. They are merely listeners who are informed by plan-makers. They have no opportunity to react to the plans. Participation tools belonging to this step of the participation ladder are press releases, announcements in door-to-door newspapers or a simple note through the letterbox.

Input. At the 'input' step, participants are given a voice. Whether they are listened to is questionable. No dialogue takes place; participation in this form is still a one-way street. Full control lies with the plan-maker. Participation tools that fit this step of the participation ladder are polls, surveys and other forms of communication, in which only answers are asked for.

Consult. At this level of participation, the participant is given more of a voice. Participants are allowed to actively participate in the process. They are involved in the planning process and can suggest foreseen problems and solutions. The participant has the role of advisor. The planners make the final decision on whether the advice of participants will become part of the plans or not. Participation tools that fit this step of the participation ladder are round-table discussions, working in sounding board groups or personal conversations between participants and planners.

Co-creation. In this step of the participation ladder, the initiator or planner, works together with participants. Participants are equal to the initiator. At this level of participation, the participant has a role in the final decision-making. With co-creation, you can think of participation tools, such as project groups, team collaboration, or workshops in which solutions are devised together.

Delegate or co-decide. On this step of the participation ladder, decision-making power lies - within set frameworks - with the participants. In this form, the initiator often assumes the advisor or discussion leader role. The final decisions may be taken by the participants. Participatory tools involved include working in steering groups, setting up a participation council or works council.

Self-governance. In this highest level of the participation ladder, responsibility for the plan lies with the participants (or stakeholders). They are allowed to develop and operate the entire plan themselves. In this form of participation, tasks such as management and maintenance also often lie with the people involved. This form can be seen in neighbourhood initiatives, where the municipality allows citizens to develop their own initiatives and only monitors compliance with laws and regulations.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

ANNEX 1: THE PARTICIPATION LADDER (NL)

De participatieladder is een tool die je bewust maakt van de rol die participatie in jouw project inneemt. Het helpt je om te bepalen welke rol participanten hebben in het proces van planontwikkeling. De mate van zeggenschap van participanten wordt weergegeven op de treden van de participatieladder. Deze gaat van geen enkele zeggenschap op de laagste trede, naar zelfbestuur op de hoogste trede van de participatieladder.

Bij het opzetten van een participatietraject, helpt de participatieladder om het gewenste niveau van zeggenschap van de betrokkenen te bepalen. Mogen zij meebeslissen, alleen meedenken, of wil je geen actieve inbreng en betrokkenen slechts informeren? Is de trede (ook wel het participatieniveau) bepaald, dan kun je aan de hand daarvan het participatietraject verder vormgeven.

De participatieladder van Arnstein (1969)

In 1969 schreef Sherry Arnstein over de mate van betrokkenheid van burgers in het planningsproces. Ze gaf deze weer op een ladder, waarbij de rol van burgerparticipatie in trajecten varieerde van hoog tot laag. Het was de eerste versie van de participatieladder. Arnstein omschrijft in de onderste treden van de ladder verschillende vormen van participatie die eigenlijk geen participatie zijn. Tot en met trede 5, gaat Arnstein ervan uit dat de overheid geen enkele intentie heeft om daadwerkelijk inspraak te geven aan burgers. Participatie wordt ingezet voor het 'pappen en nathouden' van het volk. Pas op de hoge treden vinden we participatievormen die in meer recente modellen terugkomen. In deze hogere treden hebben burgers wel invloed in het beslissingsproces.

De participatieladder anno 2023

In de moderne versie van de participatieladder zijn de hogere niveaus van het model van Arnstein meer benadrukt. Alleen op het onderste niveau; informeren, heeft de participant geen inspraak. Op de andere niveaus wel.

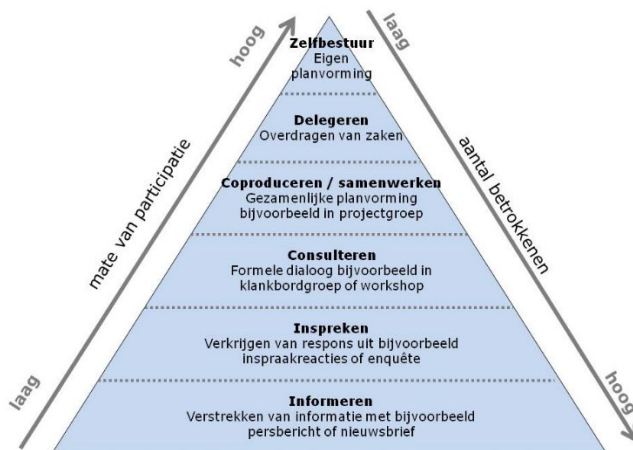


Figure 6 Participatieladder

Informeren. Betrokkenen hebben geen enkele inspraak in de besluitvorming. Zij zijn slechts toehoorders die worden geïnformeerde door planmakers. Zij hebben geen reactiemogelijkheid op de



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

plannen. Participatiemiddelen die bij deze trede van de participatieladder horen, zijn persberichten, aankondigingen in huis-aan-huisbladen of een simpel briefje door de brievenbus.

Inspreken. Bij de trede ‘inspreken’, hebben participanten een stem gekregen. Of daarnaar geluisterd wordt is maar de vraag. Er vindt geen dialoog plaats, participatie in deze vorm is nog steeds eenrichtingsverkeer. De volledige regie ligt bij de planmaker. Participatiemiddelen die bij deze trede van de participatieladder passen, zijn polls, enquêtes en andere communicatievormen, waarbij alleen om antwoorden wordt gevraagd.

Raadplegen of consulteren. Op dit participatieniveau krijgt de participant meer stem. De participanten mogen actief meedenken in het proces. Ze worden betrokken in de planvorming en kunnen voorziene problemen en oplossingen aandragen. De participant heeft de rol van adviseur. De planmakers nemen het uiteindelijke besluit of de adviezen van participanten onderdeel worden van de plannen of niet. Participatiemiddelen die bij deze trede van de participatieladder passen, zijn rondetafelgesprekken, het werken in klankbordgroepen of persoonlijke gesprekken tussen participanten en planmakers.

Co-creatie. De initiatiefnemer of planmaker, werkt in deze trede van de participatieladder samen met participanten. Participanten zijn gelijkwaardig aan de initiatiefnemer. De participant heeft op dit niveau van participatie een rol in de uiteindelijke besluitvorming. Bij co-creatie kun je denken aan participatiemiddelen, zoals projectgroepen, samenwerking in teams, of workshops waarin samen oplossingen worden bedacht.

Delegeren of meebeslissen. Op deze trede van de participatieladder ligt er -binnen gestelde kaders- beslissingsbevoegdheid bij de participanten. De initiatiefnemer neemt in deze vorm vaak de adviseurs- of gesprekleidersrol in. De uiteindelijke besluiten mogen genomen worden door de participanten. Participatiemiddelen die hierbij horen zijn het werken in stuurgroepen, het opzetten van een medezeggenschapsraad of ondernemingsraad.

Zelfbestuur. In deze hoogste trede van de participatieladder, ligt de verantwoordelijkheid voor het plan bij de participanten (of betrokkenen). Zij mogen zelf het volledige plan uitwerken en in werking stellen. Ook taken als beheer en onderhoud ligt in deze participatievorm vaak bij de betrokkenen. Deze vorm zie je terug in wijkinitiatieven, waarbij de gemeente het toestaat dat burgers zelf initiatieven ontplooiën en waarbij de gemeente alleen toeziet of wordt voldaan een wet- en regelgeving.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

ANNEX 2: CITIZENS' PARTICIPATION IN THE PROCESS (EN)

Source: <https://npbo.nl/wp-content/uploads/2020/06/De-omgevingsraad.pdf>

For the interpretation of citizen participation, the interests of local residents are central, but this does not mean that local residents are always right or should be right. Other interests also play a role, such as spatial, administrative and economic interests.

Citizen participation (and its organisation or form) is the means to better involve and include citizens in the process and to achieve a fair, objective and transparent consideration of interests in all steps of the process that appeals to the sense of justice, both of local residents and other parties.

NPBO distinguishes three forms of citizen participation - citizen forum, sounding board group and environment council - and indicates which form is most appropriate at which stage of the process. This is illustrated in the diagram.

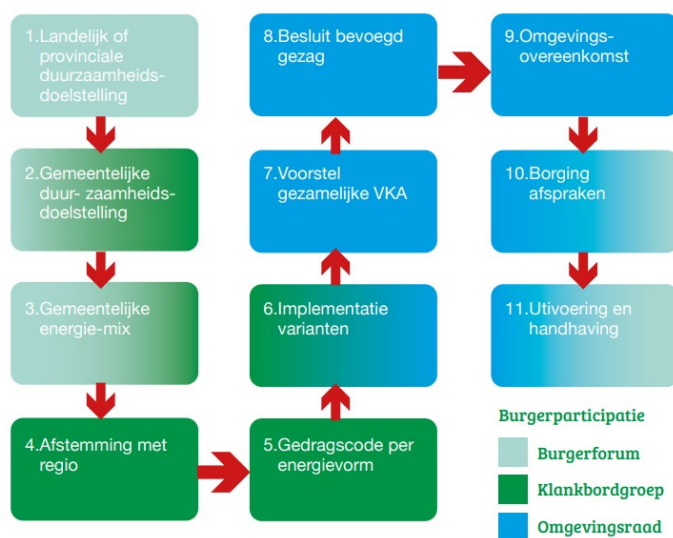


Figure 7 Three forms of citizen participation

Citizens' forum

A citizens' forum is meant for considerations that are policy-related and cover a large area; there are citizens involved but no "local residents" to be designated yet. The idea is that at the earliest possible stage, citizens are involved in thinking and discussing the task and the possible implementation of policy. Citizens are given the opportunity to contribute their own ideas, solutions or scenarios and have them be part of the considerations that are made. If this is not done, citizens will always indicate that there are much better ideas or even question the entire task (the legitimacy question). This immediately creates a breach of trust with the parties that did sit at the table. This breach of trust is a very bad start for all subsequent interpretations of citizen participation in the process.

A citizens' forum is formed by a representative reflection of the inhabitants of the region in question (municipality, region or province). The characteristic of a citizens' forum is that they bring in interests



Co-funded by
the European Union

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

and arguments on behalf of the citizens of a project area to be used in political decision-making by our parliament in our representative democracy.

Sounding Board Group

In the case of a Sounding Board Group, the issue is already more defined and a certain area is already in sight. Within the area, however, there are still many possibilities and here, too, the people living in the immediate vicinity cannot yet be identified.

A sounding board group is a dialogue table in which citizens also participate as stakeholders. The role of a sounding board group lies somewhere between a citizens' forum and an environment council, as also reflected in the diagram. Actually, a sounding board group can be well compared to an environment council only in a somewhat more general approach to the task with less own interests and where the participants are often less directly involved themselves.

What the representation of citizens to the sounding board group looks like should be carefully considered. This can be done by selecting representative representation (as with the citizens' forum) but also by arranging representation via a residents' platform that participates in the sounding board group with a delegation. The latter form is also used with an environment council.

Environment council

With an environment council, the working area is known and the local residents can also be defined. The environment council clearly goes further than a citizens' forum or a sounding board group. In the environment council, the interests and considerations from multiple stakeholders are discussed and weighed. In most cases, however, discussion points will remain to be decided, but even then the arguments have already been exchanged and can be used.

Stakeholders and interests should be represented as much as possible in the environment council. But again, to keep the environment council workable, the number of participants cannot be too large. A residents' platform is a method to organise and involve unorganised residents in the environment council and (indirectly) increase the number of participants in the process.

One of the most important aspects of an environment council is that all agreements made and recorded must be able to be secured. The agreements are recorded in an environment agreement. Even the subjects on which no consensus has been reached are recorded there.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

ANNEX 2: BURGERPARTICIPATIE IN HET PROCES (NL)

Voor de invulling van burgerparticipatie staan de belangen van omwonenden centraal, maar dit betekent niet dat omwonenden altijd gelijk hebben of moeten krijgen. Andere belangen spelen ook een rol, bijvoorbeeld ruimtelijke, bestuurlijke en economische belangen.

Burgerparticipatie (en de organisatie of vorm daarvan) is het middel om burgers beter te betrekken en mee te laten doen aan het proces en te bereiken dat er in alle stappen van het proces een eerlijke, objectieve en transparante afweging van belangen wordt gemaakt die appelleert aan het rechtvaardigheidsgevoel, zowel van omwonenden als van andere partijen.

NPBO onderscheidt drie vormen van burgerparticipatie – burgerforum, klankbordgroep en omgevingsraad - en geeft aan welke vorm het meest passend is in welke fase van het proces. Dit wordt geïllustreerd in het schema.

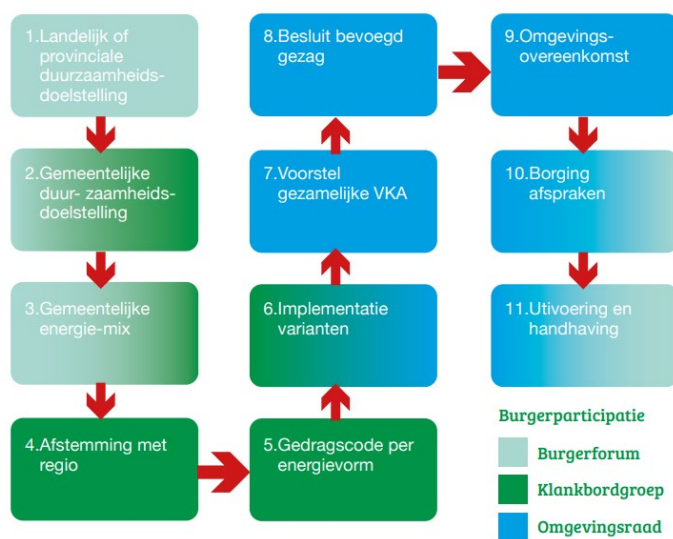


Figure 8 Drie vormen van burgerparticipatie

Burgerforum

Een burgerforum is bedoeld voor afwegingen die beleidsmatig zijn en een groot gebied bestrijken, er zijn wel betrokken burgers maar nog geen “omwonenden” aan te wijzen. Het idee is dat al op een zo vroeg mogelijk moment burgers mee gaan denken en praten over de opgave en de mogelijke invulling van beleid. Burgers krijgen de gelegenheid om hun eigen ideeën, oplossingen of scenario’s in te brengen en onderdeel te laten zijn van de afwegingen die gemaakt worden. Doet men dit niet, dan zullen burgers altijd aangeven dat er veel betere ideeën zijn of zal zelfs de hele opgave in twijfel trekken (de legitimiteitsvraag). Hierdoor ontstaat gelijk al een vertrouwensbreuk met de partijen die wel aan tafel hebben gezeten. Deze vertrouwensbreuk is een zeer slechte start voor alle opvolgende invullingen van burgerparticipatie in het proces.

Een burgerforum wordt gevormd door een representatieve afspiegeling van de inwoners van de betreffende regio waarover het gaat (gemeente, regio of provincie). Kenmerk van een burgerforum is dat zij namens de burgers van een projectgebied de belangen en argumenten inbrengen om gebruikt



Co-funded by
the European Union

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

te worden in de politieke besluitvorming door onze volksvertegenwoordiging in onze representatieve democratie.

Klankbordgroep

Bij een Klankbordgroep betreft het een al meer afgebakend vraagstuk en is er al zicht op een bepaald gebied. Binnen het gebied zijn er echter nog veel mogelijkheden en kunnen ook hier nog niet de direct omwonenden worden aangewezen.

Een klankbordgroep is een dialoogtafel waaraan ook de burgers als stakeholder deelnemen. De rol van een klankbordgroep ligt ergens tussen een burgerforum en een omgevingsraad in, zoals ook in het schema tot uitdrukking komt. Eigenlijk kan een klankbordgroep goed vergeleken worden met een omgevingsraad alleen in een wat algemenere benadering van de opgave met minder eigen belangen en waar de deelnemers vaak minder direct zelf betrokken zijn.

Hoe de vertegenwoordiging van de burger aan de klankbordgroep eruit ziet moet zorgvuldig worden afgewogen. Dit kan door de selectie van een representatieve vertegenwoordiging (zoals bij het burgerforum) maar ook door de vertegenwoordiging te regelen via een bewonersplatform dat met een delegatie deelneemt aan de klankbordgroep. Deze laatste vorm wordt ook gebruikt bij een omgevingsraad.

Omgevingsraad

Bij een omgevingsraad is het werkgebied bekend en kunnen ook de omwonenden worden gedefinieerd. De omgevingsraad gaat duidelijk verder dan een burgerforum of een klankbordgroep. In de omgevingsraad worden de belangen en overwegingen vanuit meerdere stakeholders met elkaar besproken en afgewogen. In de meeste gevallen zullen er echter wel discussiepunten overblijven om nog over te beslissen, maar ook dan zijn de argumenten al uitgewisseld en te gebruiken.

Stakeholders en belangen moeten zoveel mogelijk vertegenwoordigd zijn in de omgevingsraad. Maar om de omgevingsraad werkbaar te houden kan het aantal deelnemers ook weer niet te groot zijn. Een bewonersplatform is een methode om ongeorganiseerde bewoners te organiseren en te laten deelnemen aan de omgevingsraad en om het aantal deelnemers aan het proces (indirect) te vergroten.

Een van de belangrijkste aspecten van een omgevingsraad is dat alle gemaakte en opgetekende afspraken ook daadwerkelijk geborgd moeten kunnen worden. De afspraken worden opgetekend in een omgevingsovereenkomst. Ook de onderwerpen waarover geen consensus is bereikt worden hierin opgetekend.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

ANNEX 3: PARTICIPATION MATRIX (EN)

Source: <https://www.rvo.nl/onderwerpen/zonne-energie/participatie>

For social acceptance of solar and wind projects, participation is important. The Climate Accord stipulates that the participation chart will be used during the process to arrive at a desirable and feasible design of neighbourhood participation in a project.

Local residents can participate in different ways:

- Policy participation, in policy development for (large-scale) onshore wind and solar;
- Project participation, in the development, construction and operation of a wind or solar energy project. This involves both process participation and financial participation.
- The participation chart only covers project participation.

Policy participation

Policy participation is making policy together with local residents, entrepreneurs and civil society organisations. The participation process focuses on policy making. The local government can, for instance, organise a citizens' council, forum or panel. But also a survey, walk-in evening or consultation, press conference, serious game, street talk or a working workshop.

Process participation

The first important steps in process participation are informing and consulting local residents, entrepreneurs and civil society organisations in the area. This can be done in many ways, but is always aimed at involving local residents, entrepreneurs, etc. by talking to them and giving them room to include their wishes and concerns in the plans. After all, giving local residents, entrepreneurs and civil society organisations a real say in sustainable energy projects is the most direct form of process participation.

Financial participation

The best-known example of financial participation is local ownership by residents' collectives and local partners organised through an energy cooperative. This is a joint initiative to get sustainable energy projects off the ground. The starting point is that everyone from the local area should have the opportunity to participate in the project. Local ownership is by definition an issue in a concrete wind or solar energy project.

There are also various forms of financial participation without local ownership. This can be with a scheme for local residents in which they also benefit. For instance, by helping to make their homes more sustainable or getting a discount on green electricity (supplied by the energy project). Another example is the environment fund or sustainability fund. Part of the proceeds from the renewable energy project then goes to social causes in the area. Think of a sports club or a neighbourhood association.

Yet another form of financial participation is that local residents or local businesses can buy shares or bonds in a wind or solar energy project.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.



Figure 9 Options for project participation in onshore solar and wind projects (November 2016)



Figure 10 Forms of participation (Handreiking financiële participatie March 2021) plus local4local



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.

ANNEX 3: PARTICIPATIEMATRIX (NL)

Source: <https://www.rvo.nl/onderwerpen/zonne-energie/participatie>

Voor de maatschappelijke acceptatie van zon- en windprojecten is participatie belangrijk. In het Klimaatakkoord is vastgelegd dat de participatiewaaijer wordt gehanteerd gedurende het proces om te komen tot een wenselijke en haalbare vormgeving van omgevingsparticipatie in een project.

Omwonenden kunnen op verschillende manieren participeren:

- Beleidsparticipatie, bij de beleidsontwikkeling voor (grootschalige) wind en zon op land;
- Projectparticipatie, bij de ontwikkeling, bouw en exploitatie van een windenergie- of zonne-energieproject. Hierbij vindt zowel procesparticipatie als financiële participatie plaats. De participatiewaaijer heeft alleen betrekking op projectparticipatie.

Beleidsparticipatie

Beleidsparticipatie is beleid maken samen met inwoners, ondernemers en maatschappelijke organisaties uit de omgeving. Het participatieproces is gericht op beleid maken. De lokale overheid kan bijvoorbeeld een burgerberaad, -forum of -panel organiseren. Maar ook een enquête, inloopavond of -spreekuur, persconferentie, serious game, straatgesprek of een werkatelier.

Procesparticipatie

De eerste belangrijke stappen in procesparticipatie zijn het informeren en raadplegen van omwonenden, ondernemers en maatschappelijke organisaties uit de omgeving. Dit kan op allerlei manieren, maar is altijd gericht op het betrekken van omwonenden, ondernemers, etc. door met ze in gesprek te gaan en hen de ruimte te bieden om hun wensen en zorgen mee te nemen in de plannen. Omwonenden, ondernemers en maatschappelijke organisaties écht mee laten beslissen bij duurzame energieprojecten is tenslotte de meest directe vorm van procesparticipatie.

Financiële participatie

Het meest bekende voorbeeld van financiële participatie is lokaal eigendom van bewonerscollectieven en lokale partners georganiseerd via een energiecoöperatie. Dit is een gezamenlijk initiatief om duurzame energieprojecten van de grond te krijgen. Het uitgangspunt is dat iedereen uit de lokale omgeving de kans moet hebben om deel te nemen in het project. Lokaal eigendom is per definitie aan de orde bij een concreet windenergie- of zonne-energieproject.

Er zijn ook verschillende vormen van financiële participatie zonder lokaal eigendom. Dit kan met een regeling voor omwonenden waarbij zij mee profiteren. Bijvoorbeeld door hulp bij de verduurzaming van hun woning of korting op groene stroom (wat geleverd wordt door het energieproject). Een ander voorbeeld is het omgevingsfonds of duurzaamheidsfonds. Een gedeelte van de opbrengsten van het hernieuwbare energieproject gaat dan naar maatschappelijke doelen in de omgeving. Denk hierbij aan een sportclub of een wijkvereniging.

Nog een andere vorm van financiële participatie is dat omwonenden of lokale bedrijven aandelen of obligaties kunnen kopen in een windenergie- of zonne-energieproject.



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.



Figure 11 Opties voor projectparticipatie bij zon- en windprojecten op land (november 2016)



Figure 12 Vormen van participatie (Handreiking financiële participatie maart 2021) plus local4local



**Co-funded by
the European Union**

This project has received co-funding from the European Union's Life programme under grant agreement No 101077514

Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or CINEA. Neither the European Union nor the granting authority can be held responsible for them.