

Working paper

A comparative pilot study on advisory bodies in the ministries responsible for the agriculture, fisheries, food systems and rural development:

Estonia, Denmark, Latvia, Lithuania, Slovenia



Contents

Executive summary	3
1. Introduction	5
1.1. Context and reasons for this comparative pilot study (draft1).....	5
1.2. Five ministries: the sample of advisory bodies and the list of respondents	5
1.3. Methodological approach of pilot study	6
2. The general management of advisory bodies in five ministries.....	8
2.1. Centralised or decentralised coordination system of advisory bodies (Q3)	8
2.2. Guidelines, handbooks, written requirements, etc. for the advisory bodies (Q4)	9
2.3. How to manage the conflicting interests? (Q15)	13
2.4. Does the Ministry assess in some way the impact of advisory bodies? (Q8)	13
2.5. Does your ministry plan to reform/optimize the system of advisory bodies? (Q17)	14
3. Important advisory bodies in 2021: some comparisons.....	16
3.1. Important advisory bodies dealing with EU or national policies within agriculture, fisheries, food systems, bioeconomy, rural development, etc. (Q2)	16
3.2. Preliminary findings: some similarities and differences (Q2.1-2.7)	18
3.2.1. The year of establishment, legal basis and the chairpersons of advisory bodies (Q2.1).....	19
3.2.3. The membership: selection and the rights of members (Q.2.3; Q2.4, Q2.6).....	23
3.2.4. Time and money (Q2.5; Q2.7).....	28
4. Main information channels, e-Participation and the transparency	30
4.1. How is the advice and opinions of advisory bodies disclosed? (Q4).....	30
4.2. Main forms and methods of information, consultation and e-participation (Q5).....	31
4.3. How the COVID-19 context has changed the organisational issues? (Q7)	33
4.4. Consultation opportunities for the stakeholders outside the advisory bodies (Q6)	33
4.5. Transparency, visibility and strategic communication (Q13).....	34
5. The assessment of main aims, tasks, capabilities and functionalities of advisory bodies	36
5.1. Which aims/tasks will increase in importance and which will become less important? (Q9) ..	36
5.2. Other formats for stakeholder's involvement that complement the advisory bodies (Q10)..	38
6. The challenges for science-based policy advice. Digitalization.	39
6.1. Critical challenges and the good experiences for science-based policy advice (Q11)	39
6.2. Future challenges. How the digitalization could change the work of advisory bodies and food systems policy governance in general? (Q12)	40
7. Success factors and challenges for advisory bodies / systems (Q18)	42
8. Some conclusions and questions for the follow-up discussions	45
Annexes.....	47
Invitation letter and the questionnaire of the pilot study	47
Literature, useful links and photos.....	55

Executive summary (draft version, before the proof reading)

Introduction

This pilot study on the advisory bodies, stakeholder's involvement, strategic partnerships, etc. is the result of the participation and cooperation of colleagues from the Ministries of the five countries – Denmark, Latvia, Lithuania, Slovenia and Estonia.

The **main aim** of this comparative pilot study is to analyse from the perspectives of ministries the current challenges of advisory body systems, to identify main similarities and differences in 'working practices', and to collect some ideas for the future discussions on the aims and governance of advisory bodies.

The comparative pilot study consists of eight chapters based on the preliminary results of the survey conducted in 2021 and the subsequent additions made by the participants / co-authors. The co-authors, insiders of the ministries (acknowledged respondents) as a team/network, have a fairly good collective knowledge 'what, why and how works' in the various advisory bodies associated with their ministry.

Context

As agriculture, fisheries, the food industry, food safety and rural development are to a large extent part of European Union (EU) policies, the advisory bodies of the ministries in this area of responsibility are part of the EU's multi-level regulatory policy design and policy legitimisation processes. One of the reasons for this initiative was the fact that most former studies on governmental advisory bodies remain too general when we consider the recent negotiations at EU and national level on the EU Green Deal, Farm to Fork or the CAP strategy for 2023-2027, where the stakeholders involvement processes show how complicated is to find knowledge-based balance between the expectations and interests of different stakeholders, and between the deliberative and representative approaches of public policy design. Negotiations seem to be particularly intense in the smaller EU Member States, where the hierarchical distance between ministries/departments and stakeholders is smaller.

The main addressees of this working paper are the advisers of advisory bodies and, through them, the chairs and members of ministerial advisory bodies in different EU Member States.

Some key findings

- The systems of advisory bodies are **mostly decentralized**, but via the nomination, reporting etc procedures **the coordination points** are the meetings chaired by the Ministers, Secretary Generals, Deputy Secretary Generals and/or the Directors of agencies. Usually the advisory bodies are served by the secretariats and/or related departments/units in the Ministry or its agency.
- Most ministries observed have some **guidelines, codes of conduct, and terms of reference**, etc. for the establishment and management of advisory bodies. All ministries have codes of conduct and procedures on preventing conflicts of interest.
- **Stakeholder's professional background and awareness of relevant strategies**, etc. give him/her an advantage in becoming a member of the advisory body (competence / representation).
- The advisory bodies may formulate and publish their advice on their own initiative.
- **Aims.** The analysis of formulations of the aims of the advisory bodies in the framework of a well-known SMART model is complicated on the basis of initial responses, however, there are also some exceptions. The content analysis of written aims in documents may show a good value-based analytical plan, but perhaps the actual advice may not always reflect the SMART-model, since the advice given is rarely directly 'measurable'. Comparing the three ministries of Estonia, Denmark and Slovenia, the aims and tasks of many advisory bodies are frequently related to EU policy cycle.
- **Legal basis.** According to initial results of Slovenian, Danish and Estonian sample (n=30) the activity of Slovenian and Danish advisory bodies is more regulated by specific laws than in Estonia. It seems

that the clear legal regulation supports the transparency and effectiveness of governance routines. On the other hand, it may decrease in some extent the flexibility of reforms / change management.

- Comparing the information of the **chairs of the advisory bodies** in Estonia, Denmark and Slovenia, we can see that in the examples of Denmark and Slovenia the top managers (The Minister, The Secretary General) do not lead the advisory bodies. Looking at the **organizational affiliation of the chairs** on the basis of 10 examples, none of the chairs/presidents of the Slovenian advisory bodies is a representative of the Ministry. There are six out of ten Ministry representatives in Denmark, and nine out of ten Ministry representatives in Estonia. The chairs of the Slovenian and, to a lesser extent, Danish advisory bodies are often with academic background, including the representatives of universities and research institutes.
- The Danish and Slovenian advisory bodies more often than Estonian have a **fixed period of operation / mandate** according to the law.
- Estonian, Danish, Latvian, Lithuanian and Slovenian examples the Ministry usually invites organisations to propose new members.
- In all examples (n=34) the members have the right to participate in the agenda-setting.
- The meetings of The EU Agriculture Committee and The EU Fisheries Committee in Denmark are typically held before EU Council meetings (AGRIFISH). The Estonian Ministry of Rural Affairs has designed a special format for the pre-AGRIFISH briefings.
- From 34 examples only in Latvia and Slovenia are two practices, where the Ministry provides some direct funding to the members of advisory bodies.
- As expected, the **most common information disclosure channels for the advisory bodies are the websites and press releases**. Slovenian and Danish examples provide some good examples how to organise in a uniform manner the web site information of advisory bodies.
- The initial responses on the stages of stakeholders engagement etc, show **the domination of representative democracy approaches** in public policy.
- The COVID-19 context has changed a bit **the regularity of advisory bodies meetings**. The **on-line meetings raised in some cases the number of participants** (Estonia and Denmark). On the other hand, according to recent experiences, relatively new tools for on-line meetings (MS Teams, Zoom) are better suited for wide-ranging information and consultation, but not for deeper involvement.
- The examples of the member organisations and individuals represented in observed advisory bodies of five ministries (n=34) demonstrates **the potential of advisory bodies to act as a sectoral think tank** when needed, contributing to the strategic communication of the Ministry.
- Representatives of the Baltic countries have rated several features of objectives, tasks and functionalities of advisory bodies higher in comparison to Danish and Slovenian answers. One explanation may be the planned reforms of the advisory bodies in Estonia, Latvia and Lithuania.
- The knowledge-based (also evidence-based, rational, responsible) regulatory governance has been a normative vision in western democracies. **Scientists in the research councils and other advisory bodies**, set up at government offices and ministries, contribute to understanding the causes of problems, developing complex policies, finding new development opportunities and mitigating political, economic, social, security and other risks/uncertainties. In current pilot study we are testing some scientific advisory bodies related questions in the context of five ministries responsible for the food systems (e.g. food safety), agriculture, fisheries, rural development, etc.
- The comparative pilot study provides many **useful ideas and examples** for the advisors of advisory bodies in the ministries, but also raises a number of new questions aiming to understand the historical / institutional background of ministries dealing with similar policy topics (e.g. EU F2F) and the regulatory governance challenges (e.g. management of different expectations).
- Analysing **the list of aims, tasks and functionalities (ca 24) of advisory bodies** in questions 9 and 18, a generalising keyword for the organisational change management could be **complexity**. On the other hand, if we look at the EU Green Deal, Farm to Fork, Rural Areas Vision 2040 or sustainable food systems initiatives and just thinking on different economic, social, environmental, regional, security, etc. impacts, then this 'political puzzle' can be also characterized by keyword **complexity**.

1. Introduction

1.1. Context and reasons for this comparative pilot study (draft1)

There are several reasons for this initiative to carry out a comparative study of the advisory bodies.

To give some examples, firstly, it is difficult to find studies that deal specifically with the work of the advisory bodies of the ministries responsible for the agriculture, fisheries, food, bioeconomy and rural affairs in the European Union (EU) multilevel governance and better regulation framework. In particular, studies published by the OECD, UN and others (see 1.3) will inevitably remain too general when we consider the recent negotiations at EU and national level on the EU Green Deal, Farm to Fork or the CAP strategy for 2023-2027. These massive stakeholders involvement processes show how complicated is to find knowledge-based balance between the expectations and interests of different stakeholders. Negotiations seem to be particularly intense in the smaller EU Member States, where the hierarchical distance between ministries and stakeholders is smaller, and at the same time, the number of staff and resources for the involvement of researchers / universities are often limited.

On the other hand, stakeholders' awareness and expectations of what public policy-making could look like have grown. In addition to COVID-19 context related vir(tu)al challenges, the gap between deliberative and the representative democracy approaches in public policy design needs to be addressed. There is no doubt that trust in government has been in decline in most EU countries. The citizens' concerns range from issues of democratic deficit, transparency and fairness to government's responsiveness in policy-making. Participants tend to be more assertive and more willing to challenge government's views and priorities. By contrast, the effectiveness view encourages participants to work within boundaries set by government. Here, the focus is on managing the increasingly complex trade-offs facing decision-makers, such as those between social, environmental, economic and/or regional policy goals/impacts. Public deliberation increases the legitimacy of controversial trade-offs.¹ As ministries are political institutions in nature, this study is more focused on the effectiveness view.

Finally, a practical reason: The Estonian Ministry of Rural Affairs initiated an *ad hoc* project to analyze the practices of advisory bodies/systems to design some policy recommendations and toolboxes in order to increase the effectiveness of co-operation between different parties and their level of satisfaction with the decision-making.² It is great that colleagues from Denmark, Latvia, Lithuania and Slovenia agreed to take part in a pilot study to exchange the ideas and examples of 'working practices'. As indicated in the initial responses, the advisory body systems in Denmark and Slovenia are relatively well functioning and no changes are planned in the near future. At the same time, all three Baltic States are planning some reforms in the system of advisory bodies and are looking for good ideas.

Last but not least, we see that the main addressees of the report of this pilot study could be the advisers of advisory bodies and, through them, the chairs and members of ministerial advisory bodies in different EU Member States.

1.2. Five ministries: the sample of advisory bodies and the list of respondents

The first question of the pilot study is *How many advisory bodies does your Ministry (e.g. subordinate agencies) portfolio include?* Due to preliminary broad definition and many mixed stakeholders involvement formats, the answering of this general-sample-question was/is not as simple as it seems.

Estonian Ministry of Rural Affairs / Maaeluministeerium (EE). 25 advisory bodies in general and 10 examples in this pilot study. Web: www.agri.ee.

Ministry of Food, Agriculture and Fisheries of Denmark / Ministeriet for Fødevarer, Landbrug og Fiskeri (DK). 21 advisory bodies in general and 10 examples in this pilot study - <https://en.fvm.dk/>. Link

¹ See Don Lenihan and Damian Carmichael (2021). What does public deliberation aim to achieve? It depends on who you ask – Open Government Partnership's practice group on Dialogue and Deliberation & Apolitical - <https://apolitical.co/en/>

² The project is contributing also to Estonia's OGP Action Plan 2020–22 commitment 'Increasing co-creative policy-making capacity within government authorities' <https://www.opengovpartnership.org/documents/estonia-action-plan-2020-2022/>

to the ministry's danish website that contains a list of advisory bodies (updated May 2021): <https://fvm.dk/ministeriet/raad-og-udvalg/#c72213>

Ministry of Agriculture of Latvia / Zemkopības ministrija (LV). 40 advisory bodies in general, in this pilot study the list of 9 more important advisory bodies and 1 example. Web: <https://www.zm.gov.lv/>

Ministry of Agriculture of Lithuania / Žemės ūkio ministerija (LT). 3+ advisory bodies in general Web: <https://zum.lrv.lt/lt/>

Ministry of Agriculture, Forestry and Food, Republic of Slovenia / Ministrstvo za kmetijstvo, gozdarstvo in prehrano (SI). 12 advisory bodies in general and 10 examples in this pilot study Websites: www.mkgp.gov.si / <https://www.gov.si/en/policies/agriculture-forestry-and-food/>

Respondents / co-authors

ESTONIA: Ministry of Rural Affairs

Aare Kasemets – head of *ad hoc* project on strategic partnership and advisory bodies of the Ministry of Rural Affairs; adviser in better regulation and impact assessment at the Strategy and Finance Department (aare.kasemets@agri.ee / +372 56 48 98 69) **in co-operation with**

Tii Tammik-Võsu – chief specialist, International Cooperation Department (tii.tammik-vosu@agri.ee);

Maarja Malm – chief specialist, Research and Development Department (maarja.malm@agri.ee);

Paula Talijärv – chief specialist, Rural Affairs Policy and Analysis Department (paula.talijarv@agri.ee);

Merle Vesiloo – chief specialist, Fisheries Economics Department (merle.vesiloo@agri.ee).

DENMARK: The Ministry of Food, Agriculture and Fisheries

Jacob van Ingen Bro – Head of Section | EU and International Affairs (javib@fvm.dk);

Oskar Ernst – Student Assistant | EU and International Affairs (osern@fvm.dk);

LATVIA: Ministry of Agriculture

Ligija Ozolina – senior officer, State support planning division of the Rural Development Support Department (Ligija.Ozolina@zm.gov.lv)

Biruta Inģilāvičute – Head of State support planning division of the Rural Development Support Department (Biruta.Ingilavicute@zm.gov.lv)

Agrita Karlapa – Deputy head of State support planning division of the Rural Development Support Department (Agrita.Karlapa@zm.gov.lv)

LITHUANIA: Ministry of Agriculture

Vygantas Katkevičius – Chief Adviser, Group of Strategic Changes (vygantas.katkevicius@zum.lt)

Agnė Ramelytė – Chief Specialist, European Union Support Programmes Monitoring and Evaluation Unit (Agne.Ramelyte@zum.lt)

SLOVENIA: Ministry of Agriculture, Forestry and Food

Marjeta Bizjak - Deputy Director at the Agriculture Directorate (marjeta.bizjak@gov.si);

Jana Erjavec - Head of Development and Transfer of Knowledge Service (jana.erjavec@gov.si).

1.3. Methodological approach of pilot study

Our **initial aim** was to collect/describe the best/working practices for inclusive process design of advisory bodies, to look at fresh methodologies and co-creation toolboxes, and to test some ideas and former policy recommendations for the analysis and change management of advisory systems.

We reused in the pilot study design many international studies on governmental advisory bodies.³ In this sense, one of the added values of the study is the testing of policy recommendations from previous

³ Some sources: OECD (2017). Policy Advisory Systems. Supporting Good Governance and Sound Public Decision Making - OECD Publishing. Paris: <https://www.oecd.org/governance/policy-advisory-systems-9789264283664-en.htm>; OECD (2001). Citizens as Partners: OECD Handbook on Information, Consultation and Public Participation in Policy-Making; Jan Van Damme & Marleen Brans (2013). Advisory bodies as boundary organizations – Evidence from a European comparative study of

OECD, UN, European Parliament and other studies on advisory bodies, informed participation, etc in the concrete context of five ministries dealing with food systems, agriculture, fisheries, rural development, bioeconomy, etc. on the EU multi-level governance framework. The responsibility of both the European Commission and the ministries of the Member States is remarkable, because the implementation of EU climate policy, Green Deal, Farm to Fork, and other strategies will have significant transformative social, economic, environmental, regional and also cultural impacts, and on the same time, the extent of uncertainty (e.g. impacts, risks) is high for different social groups...

The advisory bodies provide a **fora for different stakeholders** and the broader question is how the advisory bodies are (could be) function as the 'consensus-building bridges' between the society and multi-level policy-making.

Also, this study initiative addresses current problems and challenges to find effective / working measures to reduce the gap between the deliberative and the representative democracy approaches in public policy design. One of our common research questions is how to integrate deliberative *empowerment view* and more pragmatic *effectiveness view* tools in the design of advisory bodies.

The sample: advisers/experts dealing with advisory bodies and stakeholder involvement in the ministries responded in most cases in a team (co-creation), as a small working group of government officials/experts. It means that the data are highly qualitative, as it is based on the **perception of knowledgeable actors**.

For this comparative pilot study, the broad **definition of advisory body** was as follows (draft):

Advisory bodies (permanent or *ad hoc* committees, commissions, expert panels, etc. 'at arm's length to government') provide non-binding strategic advice for the policy design, draft legislation and to the management of a Ministry. Advisory body is usually composed of accomplished experts offering innovative advice providing knowledge, understanding and strategic thinking of the policy areas, strategic direction, guide quality improvement, and assess policy programs effectiveness. The main reason to create an advisory body is to seek expertise outside of the Ministry, to contribute to the exchange of views between industry, consumers and government authorities and to engage the representatives of policy target groups.⁴

In response to the questionnaire, we found that this OECD studies based definition does not fit very well with the nature of all advisory bodies - it is better suited to scientific advisory bodies (with normative ideals of knowledge-based and balanced public service) where the business, environmental etc. lobby groups are less represented.

In addition, there is a need to develop the methodological approach analysing the objectives, roles and functionalities of advisory bodies (Ch. 7) at the ministries responsible for the food systems (agriculture, fisheries, food industry, etc.) and rural development. Some ideas are in *Chapter 8*.

Hopefully this **pilot study, as a 'bank of ideas and working practices'**, can benefit all ministries who are planning to analyse **and improve** their advisory bodies and advisory systems.

The questionnaire of possible follow-up studies could include the main research interests of ministries with similar challenges. In the future, as a next step, the parties may consider expanding the sample of survey respondents with strategic partners of the ministries (the members of advisory bodies).⁵

education councils - ICPP Grenoble; Elisa Lironi (2016). Potential and challenges of e-participation in the European Union - European Parliament, Policy Department: Citizens' Rights and Constitutional Affairs: <https://www.europarl.europa.eu>;

⁴ Ideas: *ibid* OECD (2017), also M.J.W Twist et al (2015). Strengthening (the institutional setting) of strategic advice – OECD seminar „Towards a Public Governance Toolkit for Policymaking: What Works and Why. 22.04.2015, OECD (2014). Lobbyists, Governments and Public Trust, Vol 3 - OECD Publishing, Paris.

⁵ For example, according to the review of 2021, at least 115 organizations participate in the 20 advisory body of the Estonian Ministry of Rural Affairs, including about 57 business associations and its members, 15 government organizations (e.g. other ministries), 15 research institutions and 14 environmental and community associations (see Q2, Ch 3).

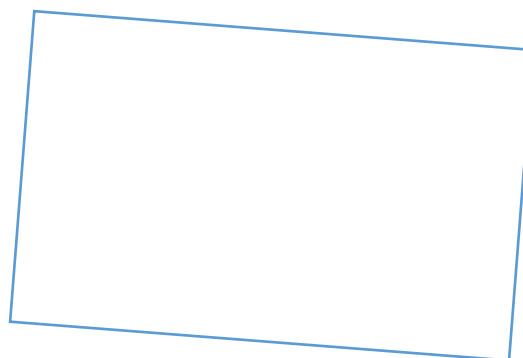
2. The general management of advisory bodies in five ministries

2.1. Centralised or decentralised coordination system of advisory bodies (Q3)

The question was/is: „Do you have centralised or decentralised coordination system of advisory bodies in your Ministry? ('Fully centralized' here could mean that one unit in the ministry coordinates the activities of all advisory bodies, incl. provides support services, plans budget, procures, updates web information, etc.) (Q3)“

Results:

	Fully centralised	Mostly centralised	Mostly decentralised	Fully decentralised
Estonia			1	
Denmark			1	
Latvia			1	
Lithuania			1	
Slovenia			1	



Comments (Q3):

ESTONIA

The politico-administrative coordination points are the meetings of The Minister and/or The Secretary General. Chairs of the 20 advisory bodies of the Ministry of Rural Affairs: 5 top managers (incl. The Minister chairs three councils), 4 middle managers (heads of departments) and 1 field manager (adviser). The management of the four (4) advisory bodies is delegated to the partners (see Q2). In the Ministry of Rural Affairs, the functions of the support unit are performed by eight departments. In four agencies of the Ministry, customer councils are usually served by the quality managers.

DENMARK

There is not one unit in the Ministry that coordinates the activities of all the advisory bodies. However, most advisory bodies have secretariats from either the Danish Agricultural Agency or the Danish Veterinary and Food Administration. This applies for example to The Organic Food Council and the Veterinary Medical Council. Thereby these ministry agencies provide administrative service and support. This also includes covering the expenses for holding meetings, preparing statements and hosting public activities.

LATVIA

The work of advisory bodies is not coordinated by one unit, but by different units.

SLOVENIA

The secretariats of advisory bodies are located in different directorates within the ministry, or in bodies within the ministry. We do not have centralised coordination system of advisory bodies. A secretary, an employee of the ministry, coordinates the coordination of an individual advisory body. Meetings are held on the premises of MAFF; during Covid-19, meetings are held online.

Some conclusions and follow-up questions:

- 1) The systems of advisory bodies are **mostly decentralized**, but via the nomination, reporting etc procedures the coordination points are the meetings chaired by the Ministers, Secretary Generals, Deputy Secretary Generals and/or the Directors of agencies.
- 2) Related aspect: the level of chairs/heads/presidents of the advisory bodies in the hierarchy of the ministry (as a political institution) (see Ch. 3.2.1, Q2.1). Usually the advisory bodies are served by the secretariats and/or related departments/units in the Ministry or its agency (administrative support).
- 3) Methodological note: there is a need for the general typology of ministerial advisory bodies, because, for example, some advisory bodies are in the policy design and public finances politically more important and it means also that the need for the 'politico-administrative control' is the case (nomination of members, procedures, consensus vs competition etc.).

2.2. Guidelines, handbooks, written requirements, etc. for the advisory bodies (Q4)

Q4-1: Does the Ministry use some guidelines, codes of conduct, and terms of reference, etc. for the establishment and management of advisory bodies?

ESTONIA: No

Comments, examples: There are some general codes of conduct for civic engagement (Cabinet Office 2005, 2014) etc., but those codes are not specific for the advisory bodies management. Each advisory body shall draw up its own rules of procedure. A proposal to co-create a brief Good Practice / Guideline for the involvement of strategic partners and the management of advisory bodies is under discussion.

DENMARK: Yes

Comments, examples:

a) Gender equality. The governmental bodies, organizations or Ministers that nominate the members of the advisory bodies must propose an equal number of women and men, according to section 9 of the Danish Gender Equality Act, Statutory order no. 1678.

b) Confidentiality. Committee and Council members may not participate in the processing of cases involving persons or companies where the member has a personal or financial interest in the outcome. They are obliged to respect and follow the rules laid out in the Danish Public Administration Act on impartiality and professional secrecy, chapter 8, statutory no. 433.

c) Rules of procedure. Every committee and council operates according to a specific set of rules of procedures, which are routinely updated. These function as guidelines for the management of the advisory bodies.

LATVIA: Yes

Advisory Board of Non-Governmental Organizations of Farmers (ABNGOF)⁶ is established with internal document of Ministry of Agriculture.

LITHUANIA: Yes

The new order of cooperation of the Ministry of Agriculture (MoA) with partners will enter into force in August 2021 – main related legal acts developed by the MoA are as follows:

- Partnership guidelines - description of the procedure for cooperation with the MoA;⁷
- Description of the procedure for the selection of MoA experts for the activities of the formed collegial bodies;
- Code of ethics for the partners and experts of the MoA;
- Model work regulations for working groups formed by the MoA.

⁶ Latvia's subsequent answers are based primarily on the experience of the Advisory Board of Non-Governmental Organizations of Farmers (ABNGOF), in Latvian: *Lauksaimnieku nevalstisko organizāciju konsultatīvā padome*.

⁷ LT: Partnership guidelines are applied when there is a need to invite a partner of the Ministry to participate in the activities, consultations and discussions of committees, commissions or working groups in order to share knowledge and opinions.

SLOVENIA: Yes

The advisory boards adopt rules of procedure that set out the details of each board's work.

Q4-2: Does a stakeholder's professional background and awareness of relevant strategies, laws, guidelines, methods, etc. give him/her an advantage in becoming a member of the advisory body? (Applicants, etc. should have become familiar with the documents recommended by the Ministry).

ESTONIA: Yes

Not officially. Sometimes in some advisory bodies it has been a problem that some representatives of stakeholders are not familiar with existing strategy documents objectives, regulations, principles, etc.

DENMARK: Yes

Relevant merits, practical and scientific knowledge are important in becoming a member of an advisory body. However, there are rarely particular skills or knowledge about documents and strategies that the Ministry recommend applicants to master. In some councils and committees, a specific professional background is a formal requirement. This is exemplified at the Veterinary Health Council where members must have a veterinary science education. In these cases, applicants therefore must possess the scientific and practical knowledge that the Ministry requires.

LATVIA – Yes

The participants of ABNGOF are organizations, which have long time been actively participating in developing of agricultural policy.

LITHUANIA: Yes

LITHUANIA: Yes

An organization that meets the following criteria can become a partner of the Ministry of Agriculture:

- registered in the Register of Legal Entities;
- is not bankrupt, is being wound up or has been suspended;
- follows the Code of Ethics of the Ministry of Agriculture's partners and experts in its activities;
- appoints persons of impeccable reputation who have not and do not have a valid conviction for criminal offenses of a corrupt nature, as defined in the Law on the Prevention of Corruption, and economic-financial criminal offenses.

The purpose of the Description of the Procedure for the Selection of Experts of the Ministry of Agriculture into the Activities of Collegial Bodies is to involve experts in the collegial bodies of the Ministry of Agriculture, i. y. the activities of councils, committees, commissions and other working groups making permanent collegial decisions (hereinafter - working groups) in order to:

1. to ensure the transparency, objectivity and impartiality of the decisions made by the Ministry of Agriculture;
2. to use expert assistance - experts who participate in the activities of working groups as observers;
3. identify problems and / or needs by making proposals and assessing the positive and negative consequences of the envisaged legal regulation, considering individual actions and measures.

This Description applies when the working group requires special and / or scientific knowledge, a detailed analysis of the current situation and / or foreign practice, such as project selection committees and other permanent working groups in the field of agriculture regulation, except for monitoring the implementation of the Lithuanian Rural Development Program. The Lithuanian Rural Network Coordination Group, the Monitoring Committee of the Lithuanian Fisheries Sector Operational Program, the Certification Commission for Land Reclamation Companies and Experts and other permanent working groups, the principles of formation of which, selection criteria, membership and rotation of members are regulated by other legal acts.

SLOVENIA: Yes

Nowhere is it formally required, but this is somehow expected of members. Material is always forwarded before the Council meeting.

Q4-3: Does the Ministry have codes of conduct and procedures on preventing conflicts of interest, for example, requirements to declare financial/economic interests and gifts, to disclose the contacts with interest groups and lobbyist, etc.?

ESTONIA: Yes

There are general requirements based on the **Estonian Anticorruption Act** (2014) and some GRECO recommendations based guidelines initiated by the Cabinet Office and the Estonian Ministry of Justice. The latest news is the Register of Lobbyists (mandatory reporting 4 times per year).

DENMARK: Yes

Committee and Council members may not participate in the processing of cases involving persons or companies where the member has a personal or financial interest in the outcome. They are obliged to respect and follow the rules laid out in the Danish **Public Administration Act** on impartiality and professional secrecy, chapter 8, statutory no. 433.

LATVIA: Yes

Comment: each representative shall submit confirmation, that there is no conflict of interest.

LITHUANIA: Yes

Code of Ethics for the partners and experts of the Ministry of Agriculture (see Q4-1). Cooperation between the Ministry of Agriculture and partners is based on the following principles: *openness, transparency, efficiency and honesty*.⁸

SLOVENIA: No

General legislation applies; there is no specific code for the advisory body. The Rules of Procedure do not regulate lobbying and conflicts of interest.

Q4-4: Advisory bodies interact with politicians and public administration through various channels and at different times. Is the Ministry obliged by formal regulations to respond to the advice given by members of advisory bodies?

ESTONIA: No

The explanation why some proposals of stakeholders are not partly/fully adopted is a formal routine. In the draft regulations it is done in the explanatory memoranda of draft strategies or acts. Since 2018 we are focusing on the quality of public information in the explanatory memoranda of draft acts.⁹

DENMARK: No

LATVIA: Yes

Ministry is not obliged by formal regulations. But The Ministry participates in ABNGOF and decisions are made together with NGOs. Decisions are written in minutes, so these decisions are significant, and The Ministry takes them into account.

LITHUANIA: Yes

⁸ LT: "A Code of Ethics for the partners and experts of the Ministry of Agriculture (MoA) has been developed, which sets out common requirements and principles that encourage the partners of the MoA to act in accordance with generally accepted standards of transparent behavior, such as zero tolerance for corruption whether the private interests of his representative could conflict with the interests of the MoA and would have a negative impact on the impartial and objective performance of functions, etc." (10.01.2022)

⁹ There is a productive interaction of different ministerial departments – an example of food policy regulations: [Aare Kasemets \(2019\). How the oversight system and behavioral approach may support the institutionalisation of better regulation measures, e.g. simplification: the case of EU/Estonian draft legislation in food safety. Better Regulation Network meeting "Simplification projects and simplification processes", in Prague, 4-5 April 2019. Better Regulation Network, 1-14.](#)

SLOVENIA: Yes

The Ministry is obliged to respond to any letter in accordance with general legislation.

Q4-5: Are the advisory bodies allowed to produce and publish unrequested advice?

ESTONIA: Yes

Yes, it is not restricted, but in different type of advisory bodies it has not been a politically problematic issue in last 3-4 years. One reason is that the resources of stakeholder' organizations are quite limited. In addition, we have a 'mixed example' of positively competing public sector 'Estonian Agriculture and Fisheries Strategy 2030' and private sector 'Agriculture ja Food Industry Strategy 2020-2030'. Both documents were discussed in the Steering committee of 'The Estonian Agriculture and Fisheries Strategy 2030' (policy learning: the private sector strategy was more ambitious in 2020).

DENMARK: Yes

The majority of the advisory bodies only meet by the request of the chair or the Minister and therefore are the advice they produce predominantly requested. However, some advisory bodies raise issues that members wish to discuss on their initiatives. This is exemplified by the Animal Ethics Council who publish and produce a substantial amount of unrequested material via their webpage, at public debates and activities and via the European Forum for Animal Welfare Councils.

LATVIA: Yes

LITHUANIA: Yes

It is not prohibited to submit various proposals, but it is necessary to follow the provisions of the Law on Lobbying.

SLOVENIA: Yes

Council members may propose solutions / measures they deem appropriate.

Some conclusions (Q4.1-Q4.5):

- 1. (Q4.1).** Yes 4 : 1 No. Most ministries have some guidelines, codes of conduct, and terms of reference, etc. for the establishment and management of advisory bodies.
- 2. (Q4.2).** Yes. Stakeholder's professional background and awareness of relevant strategies, etc. give him/her an advantage in becoming a member of the advisory body (competence / representation).
- 3. (Q4.3).** Yes. All ministries have codes of conduct and procedures on preventing conflicts of interest.
- 4. (Q4.4)** No and Yes. The Ministry's obligation to respond to the proposals of the members of the advisory bodies is regulated both formally and informally / by practice (political culture, etc.).
- 5. (Q4.5)** Yes. The advisory bodies may formulate and publish their advice on their own initiative.

2.3. How to manage the conflicting interests? (Q15)

The question: *Do you use some special methods to find common ground (understandings, shared aims, etc.) between representatives of different stakeholder' associations (e.g. conflicting interest, for example big agricultural firms vs environmental action groups)? (methods, examples) (Q15)*

ESTONIA

- 1) In general, if there is a sufficient time and/or budget, we try to build up a common ground with the help of scientific reports made in Estonia or in other EU or OECD countries (depends on topics, etc.);
- 2) One of the activities of the pilot project of the Ministry of Rural Affairs' on the strategic partnership and advisory bodies is the compilation of "toolboxes" for involvement and co-creation for managers and advisors (we reuse the results of previous co-creation projects / trainings in Estonia). One precondition for the use of co-creation methods (*brainstorm, world cafe, open room, etc.*) in some advisory bodies is a short training course (conditions for experimentation).

LATVIA

No, we don't use special methods.

SLOVENIA

Organizing workshops where thematically different working groups discuss and try to find common ground on a particular issue, conclusions that are made are helpful for further work.

Joint trainings with stakeholders? (Q16): *If some joint trainings on involvement, participation, co-creation, etc. have been carried out for the members of the advisory bodies in recent years, please name some more important joint trainings and add related information if available (Q16)?*

ESTONIA: We are discussing the idea to organise some common training seminars with the stakeholder's organisations on stakeholder's e-Participation and co-creation methods (e.g. on-line tools). Secondly, just before the Covid-19 crisis, we consulted with Estonian Chamber of Agriculture and Commerce the idea of joint training on the regulatory impact assessment methods (for example, business impact assessment, e.g. the standard cost model to assess the administrative burdens).

DENMARK: No

LATVIA: No

2.4. Does the Ministry assess in some way the impact of advisory bodies? (Q8)¹⁰

ESTONIA

Not yet, but it is under negotiations according to new strategy maps for 2022. Based on the Ministry of Rural Affairs' 20 advisory bodies overview/inventory and 21 interviews* (*with help of The Centre for Applied Anthropology), we compiled a proposal screening questionnaire covering nearly 30 different problems and nearly 60 proposed solutions – 3-4 proposals are related to the better wording of objectives (e.g. SMART-model) and setting of some performance indicators.

Also there is a proposal to initiate an e-survey of the members of advisory bodies. Nearly 115 organizations are participating in the 20 advisory bodies mapped this year. In terms of objectives and law, the largest number are business umbrella organisations and their members (at least 57 organizations in total), followed by other public sector bodies (incl. ministries) and the Association of Local Governments (19 organizations), followed by universities and their institutes (14 organizations), and finally, environmental and community associations (a total of at least 14 organizations).¹¹

¹⁰ Ideas: Jan Van Damme & Marleen Brans (2013). Advisory bodies as boundary organizations – Evidence from a European comparative study of education councils - ICPP Grenoble 26-28 June 2013. Panel 20: Comparing Policy Advisory Systems. See also Ch 3.2.3 (Q2.3, Q2.4 and Q2.6)

¹¹ Aare Kasemets *et al* (2021). Overview of the advisory bodies of the Ministry of Rural Affairs (working paper, in Estonian, 25 pages + 3 annexes); Sigrid Sotnik (2021). Input study of the strategic partnership development project of the Estonian Ministry

DENMARK

Each set of rules of procedures that determine the management of the advisory bodies are updated routinely, but no overall assessment-impact approach is taken on.

LATVIA

No, not directly.

LITHUANIA

No specific research has been conducted on the political-strategic impact of the advisory body.

SLOVENIA

No, the ministry usually does not assess the impact of advisory bodies, but tries to update their aspects to policy making, if they are in consensus with national and EU legislation, otherwise it is explained to members why some of their proposals are not acceptable.

In a way, the Ministry can be said to benefit from the influence of advisory bodies on strategic decision-making in the formulation and implementation of policy in the field of activities covered by the Ministry.

2.5. Does your ministry plan to reform/optimize the system of advisory bodies? (Q17)

If the answer is 'Yes', what are the main reasons, directions for improvement and challenges in change management? (Q17)

ESTONIA – Yes

Background information. The action plan for the review of the system of advisory bodies was launched by the Secretary General of the Ministry of Rural Affairs Tiina Saron after taking office in 2020. One of the main reasons was the dissatisfaction of several member organizations with the management and effectiveness of the larger advisory bodies. Improving stakeholders involvement and strategic partnership is one of the priority themes in the Ministry's strategic maps for 2021 and 2022. The Estonian Open Government Partnership Program 2020-2022, coordinated by the State Chancellery (Cabinet Office), provided an additional impetus. Some related specific reasons:

- a)** in the governance area of Estonian Ministry of Rural Affairs we have ca 25 advisory bodies (September 2021), many of them are initiated according to EU regulations, many are based on national political initiatives - there are some overlapping fields of knowledge, aims and tasks due to multi-level governance in the EU, lack of horizontal coordination, some aims and task need the update, etc.
- b)** At the same time, a number of new policy topics have emerged requiring a complex and integrated approach (e.g. sustainable food systems, climate policy, the Green Deal, the bioeconomy, rural proofing, etc.) - the structure and the qualifications of the existing advisory bodies do not fully meet the needs of new challenges of public policy design (see also Ch 4, Q.2.2).
- c)** in brief, we are looking for some optimization and integration possibilities in advisory body system to rise both, the effectiveness and satisfaction of the members of advisory bodies (from 25 advisory bodies ca 10 need some changes, the discussions on possible changes in the aims, structures, membership, participation methods, etc continue in January and February 2022, e.g. The Day of Partners [this comparative study will be an important in-put for those discussions and final report].

DENMARK – No

of Rural Affairs – Center for Applied Anthropology (in Estonian, report is based on the in-depth interviews with representatives of the Ministry [10] and partner organisations [11], 50 pages).

LATVIA – Yes

The work of The Advisory Board of Non-Governmental Organizations of Farmers (ABNGOF) is regulated by internal document of Ministry of Agriculture. It is planned, that in 2022 work of ABNGOF will be regulated with regulations issued by government (by Cabinet of ministers). Accordingly, new criteria for members will be set, and also some operational improvements can be introduced.

Also, the Advisory Board of Forest (ABF), The Advisory Board of Fisheries (ABFi) and The Advisory Board of Protection and Welfare of Animals (ABPWA) are established with regulations issued by of government (by Cabinet of Ministers).

LITHUANIA – Yes

In order to improve the quality of decision-making due to the specific knowledge, technical advice provided by the partners, as well as to greater public involvement new members of working groups will be invited according to the the Regulation of cooperation between Ministry of Agriculture and Partners (according to the Order of the Minister of Agriculture of June 10, 2021; No 3D-382)

Basis for the new legal acts for transparent legislative cooperation of the MoA with partners:

1. Untill 2021 June there had been no official procedure for identifying and validating socio-economic and other partners of the Ministry;
2. Unspecified procedures related to possible conflicts of interest of members of committees and working groups and members-observers, application of the provisions of the Law on Lobbying of the Republic of Lithuania;
3. Unclear criteria for the selection of representatives to associate working groups involved not only in policy-making but also in the allocation of funding;
4. There were no requirements to publicize the decisions of collegial commissions, and their members to declare possible conflicts of interest or withdraw from decision-making;
5. Letter from the Special Investigation Service (STT) and conclusion of the anti-corruption assessment - the STT performed an anti-corruption assessment of the legal acts regulating the activities of working groups and commissions formed by the MoA.

Aspecial working group of the MoA has been set up to prepare draft legislation. The group goals:

- 1)** to ensure the application of the partnership principle, as well as clarity and transparency by involving the economic and social partners in the commissions (working groups, committees, etc.) established in the MoA (see also Ch. 2.2, Q4-1 – LT: a list of legal acts);
- 2)** to evaluate the procedures in the Ministry of Agriculture regulating the involvement of economic and social partners in the composition of commissions (working groups, committees, etc.), regulations of working groups of commissions and the composition of these commissions, taking into account the Law on Lobbying, recommendations on the application of the partnership principle;
- 3)** all the ministries of the Republic of Lithuania were interviewed and their best experience was used in drafting the legal acts of the MoA (Ministry of Finance, Ministry of Health and Ministry of Culture).

SLOVENIA – No

Some conclusions

In addition to the new knowledge and some comparative reflections of this pilot study, it seems that Estonian, Latvian and Lithuanian 'change managers' are more looking for good working models/ideas from the Danish and Slovenian advisory bodies than *vice versa*.

3. Important advisory bodies in 2021: some comparisons

Intro: The first part of this chapter is a compressed overview of selected important advisory bodies in two tables, e.g. Table 2A Estonia, Denmark and Slovenia (3 x 10 examples) and Table 2B Latvia and Lithuania (a preliminary shorter list of examples).

In the second part the main characteristics will be compared based on seven sub-questions (Q2.1-2.7). Preliminary comparative analysis is focused on the differences and similarities.

3.1. Important advisory bodies dealing with EU or national policies within agriculture, fisheries, food systems, bioeconomy, rural development, etc. (Q2)

Table 2A lists 10 Estonian, 10 Danish and 10 Slovenian advisory bodies in the order presented by the respective ministries (see annexes). In addition to the names of the advisory bodies, brief information is provided on the year of establishment, the legal basis, the number of members, their term of mandate, and the chairperson.

Based on a preliminary content analysis of the names/titles, objectives, members and chairs of the advisory bodies (annexes), we find a number of advisory bodies with similar objectives and tasks. For example:

Estonia No. 1 and Slovenia No. 1 (agriculture & rural affairs councils established before the EU membership).

Denmark No 1 and Estonian No. 6 and (organic food councils).

Slovenia No 6 and Denmark No 10 (animal welfare councils).

Differences and similarities in the date of establishment (institutional history/memory), legal basis, and the number of members, their mandate and the professional background of chairpersons may also be informative from a comparative point of view.

Table 2A. Thirty important advisory bodies in Estonia, Denmark and Slovenia (2021, draft 1)

ESTONIA Ministry of Rural Affairs	DENMARK Ministry of Food, Agriculture and Fisheries	SLOVENIA Ministry of Agriculture, Forestry and Food
1. The Agriculture and Rural Development Council <u>Established:</u> 2000. <u>Legal basis:</u> mandatory: Rural Development and Agricultural Market Act Ch. 8. <u>Members:</u> 28. <u>Chair:</u> Urmas Kruuse, The Minister of Rural Affairs.	1. The Organic Food Council <u>Established:</u> 1987. <u>Legal basis:</u> The Ecology Act 2015 §4, section 5. <u>Members:</u> 19, nominated for 3 year, no substitutes. <u>Chair:</u> Louise Peister, The Danish Agricultural Agency.	1. The Agriculture and Rural Affairs Council <u>Established:</u> 2000. <u>Legal basis:</u> The Agricultural Act Articles 3, 135; The Governmental Act, Article 21. <u>Members:</u> 14, the term of mandate 4 years. <u>Chair/President:</u> Dr. Andrej Simončič, Institute for Agriculture of Slovenia
2. The Fisheries Council (<u>Est.</u> 2005. <u>Legal basis:</u> mandatory: Fisheries Marker Organisation Act. <u>Members:</u> 25. <u>Chair:</u> Urmas Kruuse, Minister of Rural Affairs).	2. The Advisory Committee on Food. <u>Est.</u> 2005. <u>Legal basis:</u> Food Act 2015 §57. 23 <u>Members:</u> 23. <u>Chair:</u> Tejs Binderup, Deputy Permanent Secretary, Ministry of Food, Agriculture and Fisheries	2. The Council for Promotion of Agricultural and Food Products <u>Est.</u> 2011 <u>Legal basis:</u> Agricultural and Food Products Promotion Act Article 23. <u>Members:</u> 8. the term of mandate 5 years. <u>Chair:</u> Roman Žveglič, Chamber of Agriculture and Forestry of Slovenia
3. The Steering Committee of the Estonian Agriculture and Fisheries Strategy 2030. <u>Est.</u> 2018; <u>Legal basis:</u> mandatory: State Budget Act. <u>Members:</u> 27, no substitutes. <u>Chair:</u> Tiina Saron,	3. The Veterinary Medical Council. <u>Est.</u> 2018. <u>Legal basis:</u> political agreement 'Veterinary settlement 3'. <u>Members:</u> 10, no substitutes. <u>Chair:</u> Hans Henrik Dietz, Prof.	3. The Council for Livestock Farming. <u>Established:</u> 2019. <u>Legal basis:</u> Article 83 of the Livestock Act. <u>Members:</u> 20, the term of mandate 4 years. <u>Chair:</u> Assoc. prof. Dr. Marija Klopčič, University of Ljubljana, Biotechnical Faculty.

Secretary General of the Ministry of Rural Affairs.	Emeritus at Copenhagen University.	
4. The Steering Committee of the EU Common Agricultural Policy (CAP) Strategic Plan 2021-2027 Est. 2019. <u>Legal basis</u> : mandatory: EU/EE regulations. <u>Members</u> : 38, possibility to send substitutes. <u>Chair</u> : Tiina Saron, Secretary General of the Ministry.	4. The Contact Committee for Organic Agricultural Production (Est. 2015. <u>Legal basis</u> : Ecology Act 2015 §14, statutory order nr. 1657. <u>Members</u> : 6, nominated for 3 years. <u>Chair</u> : Tina Bagge Bonnichsen, Head of Division at the Danish Agricultural Agency.	4. The Council for Beekeeping Established: 2017. <u>Legal basis</u> : Law on State Administration, Article 16 - not mandatory. <u>Members</u> : 15, the term of mandate 4 years, no substitutes. <u>Chair/president</u> : Dr. Peter Kozmus, Beekeeping Association of Slovenia.
5. The Committee of Experts on the European Maritime, Fisheries and Aquaculture Fund 2021-27 Operational Program Est. 2019; <u>Legal basis</u> : mandatory, Article 4 of Delegated Regulation No 240/2014 of the European Commission. <u>Members</u> : 21. <u>Chair</u> : Siim Tiidemann, Deputy Secretary General for Fisheries Policy & Foreign Affairs.	5. The EU Fisheries Committee. <u>Legal basis</u> : Legal section 5 of the Fisheries Act, statutory order nr. 261. <u>Members</u> : 19, possibility to send substitutes. <u>Chair</u> : Tejs Binderup, Deputy Permanent Secretary, Ministry of Food, Agriculture and Fisheries	5. The Veterinary Board Established: 2009. <u>Legal basis</u> : Veterinary practice act (Article 71). <u>Members</u> : 10, no substitutes. <u>Chair/president</u> : prof. Dr. Olga Zorman Rojs, University of Ljubljana, Veterinary Faculty.
6. The Council of the Organic Economy Program 2018-2021. Est. 2017; not mandatory, basis: The Coalition Agreement of the Cabinet. <u>Members</u> : 15. <u>Chair</u> : Hendrik Kuusk, Undersecretary of Food Safety.	6. The Advisory Committee on Commerical Fisheries. Est. 1998. <u>Legal basis</u> : Fisheries Act. <u>Members</u> : 19, possibility to send substitutes <u>Chair</u> : Nicolai Alexander Vandkilde Højlund (Head of Department, Ministry of Food, Agriculture and Fisheries).	6. The Animal Welfare Council Established: 2010 <u>Legal basis</u> : Animal Protection Act (Article 38) <u>Members</u> : 7, no substitutes. Mandate 4 years. <u>Chair/president</u> : Assoc. prof. Dr. Martin Dobeic, University of Ljubljana, Veterinary Faculty.
7. The Food Safety Council. Est. 2019; not mandatory: <u>Members</u> : 18. <u>Chair</u> : Hendrik Kuusk, Undersecretary of Food Safety.	7. The EU Agriculture Committee. Est. <u>Legal basis</u> : section 2 of the Agricultural Support Act. <u>Members</u> : 23, possibility to send substitutes <u>Chair</u> : Tejs Binderup, Deputy Permanent Secretary, Ministry of Food, Agriculture and Fisheries	7. The Council for Women in Rural Areas Established: 2019 <u>Legal basis</u> : The Law on State Administration (Article 16). Mandate 5 years. <u>Members</u> : 14, no substitutes. Mandate 5 years. <u>Chair</u> : Ms Vlasta Nussdorfer, ex Human Rights Obudsman
8. The Food Export Council. Est. 2017. <u>Legal basis</u> : not mandatory; the Government of the Republic Act (§46); <u>Members</u> : 20. <u>Chair</u> : Urmas Kruuse, The Minister of Rural Affairs.	8. The Veterinary Health Council Est. 1851, <u>Legal basis</u> : Veterinary Act, section 28, statutory order no. 1149. <u>Members</u> : 6, 4-year mandate. <u>Chair</u> : Susanne Natrup Olsen, PhD, at the University of Copenhagen	8. The Council for Areas with Restricted Options for Farming Established: 2019. <u>Legal basis</u> : The Law on State Administration (Article 20). Mandate 5 years. <u>Members</u> : 13. <u>Chair</u> : Janez Beja, Chamber of Agriculture and Forestry of Slovenia.
9. The Agricultural Sciences and Knowledge Transfer Council. Est.	9. The Committee on Seed Breeding, Varieties and Seed	9. The Council for Viticulture and Winemaking. Established: 2019

2021 by merging two former councils. <u>Legal basis</u> : not mandatory, The Government of the Republic Act (§46). ¹² <u>Members</u> : 27. <u>Chair</u> : Tiina Saron, Secretary General of the Ministry.	Trade Members : 19, 5-years mandate. <u>Chair</u> : Christian Andreassen, Professor at Copenhagen University, nominated by the Danish Agricultural Agency.	<u>Legal basis</u> : The Law on State Administration (Article 20). <u>Members</u> : 15, mandate 5 years. <u>Chair</u> : Dr. Franc Čuš, Agricultural Institute of Slovenia.
10. The Council of Clients of the Agricultural Registers and Information Board. <u>Est.</u> 2008. <u>Legal basis</u> : Statute of the Board. <u>Members</u> : 15. <u>Chair</u> : Meeli Lindsaar, Estonian Chamber of Agriculture and Commerce.	10. The Animal Ethics Council <u>Est.</u> 1991. <u>Legal basis</u> : Animal Welfare Act, §5. <u>Members</u> : 11, 3-years mandate. <u>Chair</u> : Bengt Holst (biologist and zoologist).	10. The Council for Development in Agriculture, Forestry and Food <u>Est.:</u> 2019. <u>Legal basis</u> : The Law on State Administration (Article 20). <u>Members</u> : 26, the term of mandate 5 years. <u>Chair</u> : Toni Balažič, Panvita Group.

Table 2B (draft1)

LATVIA Ministry of Agriculture	LITHUANIA Ministry of Agriculture
1. Advisory Board of Non-Governmental Organizations of Farmers (ABNGOF). <u>Established</u> 2000; <u>Legal basis</u> : Order of the Ministry of Agriculture; <u>Members</u> : 9 NGOs, Ministry of Agriculture <u>Chair</u> : The Minister of Agriculture.	1. Farm animal genetic resource coordination council (<u>Est.</u> 2000. <u>Legal basis</u> : the order of the minister. <u>Chair</u> : President of the Chamber of Agriculture of the Republic of Lithuania).
<ol style="list-style-type: none"> 1. Advisory Board of Forest (ABF) Advisory Board of Fisheries (ABFi) 2. Advisory Board of Protection and welfare of animals (ABPWA) 3. Advisory Board of Food Industry 4. Monitoring Committee of Rural Development programme 2014 – 2020 5. Advisory Board of Hunting 6. Advisory Board of Genetic resources 7. Advisory Board of Nacional plant varieties 8. Advisory Board of Sustainable use and management of Inland and Coastal water resources 	2. Working group for Agriculture Cooperation Development. Members of the group: representatives from the Ministry of Agriculture; Lithuanian Chamber of Agriculture (and associations depending to the Chamber); Lithuanian Agriculture Council (and association depending to the Council), Vytautas Magnus University (Agriculture Academy), Vilnius University, Klaipėda University. Selected institutions, mostly involved in the implementation and practice of cooperation system/legal acts and have practical suggestions for its development. ¹³
	3. Working Group to determine standard prices for the biological assets (established in 2007. The composition of the Working Group is renewed every year by the ordinance of the Minister.

3.2. Preliminary findings: some similarities and differences (Q2.1-2.7)

¹² The tasks are related to the objectives of Estonian Agriculture and Fisheries Strategy 2030, Ch 7.

¹³ Comment: Starting from the August, 2021 new members of Working Group will be invited according to the Regulation of cooperation between Ministry of Agriculture and Partners (according to the Order of the Minister of Agriculture of June 10, 2021; No 3D-382)

3.2.1. The year of establishment, legal basis and the chairpersons of advisory bodies (Q2.1).

Some examples:

ESTONIA

Years of establishment: 2000-2021, most of them after 2014 (it's related to EU policy cycle and topics).

Legal basis: in this sample (10), the formation of five of the ten advisory bodies is mandatory by law (regulated by specific law).

Chairpersons: in this sample (n=10), in nine cases the tenth chairs of advisory bodies are top managers of The Ministry of Rural Affairs, including the Minister chairing three advisory bodies (see Table 2A). One advisory body (Clients Council) is chaired by the representative of Estonian Chamber of Agriculture and Commerce.

DENMARK

Years of establishment: 1851-2015 (a reflection of long-term statehood / institutional memory)

Legal basis: in this sample (10), the formation of eight of the ten advisory bodies is mandatory by law.

Chairpersons: in this sample (10) six out of ten are the top managers of the Ministry of Food, Agriculture and Fisheries or its agencies, three out of ten are the representatives of universities and one is a professional from a NGO.

SLOVENIA

Years of establishment: in this sample 2000-2019, in some cases new mandates of the Councils from 2021.

Legal basis: in this sample (10), the formation of five of the ten advisory bodies is mandatory by law.

Chairpersons: in this sample (n=10) most of the chairs/presidents are from academic or business organisations, also one ex-ombudsman and one company representative.

Some similarities and differences (Q2.1):

Years of establishment: Comparing the three ministries of Estonia, Denmark and Slovenia, Denmark differs in the length of both its statehood and the traditions of its advisory bodies. The establishment and the tasks of many advisory bodies in observed countries are frequently related to EU policy cycle.

Legal basis: according to initial results of Slovenian, Danish and Estonian sample (n=30) the activity of Slovenian and Danish advisory bodies is more regulated by specific laws than in Estonia. It seems that the clear legal regulation supports the transparency and effectiveness of governance routines. On the other hand, it may decrease in some extent the flexibility of reforms / change management. [...]

Chairpersons:

1. Comparing the information of the chairs of the advisory bodies in Estonia, Denmark and Slovenia, we can see that in the examples of Denmark and Slovenia the top managers (The Minister, The Secretary General) do not lead the advisory bodies.

2. Looking at the organizational affiliation of the chairs on the basis of 10 examples, none of the chairs/presidents of the Slovenian advisory bodies is a representative of the Ministry. There are six out of ten Ministry representatives in Denmark, and nine out of ten Ministry representatives in Estonia.

3. In addition, the chairs of the Slovenian and, to a lesser extent, Danish advisory bodies are often with academic background, including the representatives of universities and research institutes. In Estonia, the advisory bodies are mostly chaired by the officials of the Ministry.

3.2.2. The aims/objectives and tasks of advisory bodies (Q.2.2).

The clarity of the aims/objectives of the advisory bodies of the Ministry is an important topic for all involved and interested parties, because it is related to the questions about the selection of the members, their competencies, also to the focus of performance and relationships management.

The analysis of formulations of the aims/objectives of the advisory bodies in the framework of a well-known SMART model (Specific, Measurable, Achievable, Relevant and Timely) is complicated on the basis of initial responses, because the wording of the aims/objectives of advisory bodies is usually quite general, sometimes the aims to achieve and the activities/tasks are difficult to distinguish (e.g. in the laws), etc. However, there are also many exceptions among Danish and Slovenian examples and also in some Estonian, Latvian and Lithuanian examples (Table 2A and Table 2B). On the other hand, the content analysis of the written objectives set out in the documents may show a good value-based analytical plan, but perhaps the actual advice may not always reflect the SMART-model, since the advice given is rarely directly 'measurable', but is more consultative and advisory in its nature.¹⁴

Some selected examples (the numeration is related to Table 2A-B):

ESTONIA

EE-ab1: The purpose of **The Agriculture and Rural Development Council** is the resolving issues in the area of governance of the Ministry of Rural Affairs and submitting conclusions and proposals to the Minister. The tasks are set on legal basis [..].

EE-ab2: The Fisheries Council is making proposals on the implementation of measures for the organization of the fisheries market and discussing issues in the field of production and processing. The tasks are set on legal basis [..].

EE-ab4: The Steering Committee for the preparation of the "European Union Common Agricultural Policy Strategic Plan 2021-2027" is with advisory status until the establishment of the Monitoring Committee. The tasks of the Steering Committee are: 1) to form Estonia's positions on legislation regulating the granting of support from the common agricultural policy of the European Union; 2) co-ordinate the preparation of the strategic plan, make proposals concerning the strategic plan and form a position on the strategic plan before submitting it to the Government of the Republic.

EE-ab7: The members of **The Food Safety Council** have the opportunity to participate in the Estonian food safety policy design. The main tasks are related to the objectives of Estonian Agriculture and Fisheries Strategy 2030 Ch. 3.3, e.g. a) Long-term food safety knowledge transfer program; b) Integrated multi-annual control plan; c) New risks; d) Microbial resistance; e) Cooperation with the European Food Safety Authority.

EE-ab8: The Food Export Council is established to analyse the situation of food exports and export promotion activities and to make proposals on these issues, including priority documents for foreign markets and target countries, food export promotion action plan, etc. The tasks are connected to objectives of Estonian Agriculture and Fisheries Strategy 2030 Ch. 2 and Ch. 3.5.

EE-ab9: The Agricultural Sciences and Knowledge Transfer Council is formed to improve the knowledge transfer system and to ensure more even involvement of the sector, including for the development of various policies requiring research input in the governance areas of the Ministry of Rural Affairs. The tasks are related to the objectives of Estonian Agriculture and Fisheries Strategy 2030 Ch. 7, e.g.: a) advising the Minister in the field of policies involving research input, research and development, innovation and knowledge transfer; b) making proposals to the Minister for the organization of research and development, innovation and knowledge transfer activities.

EE-ab10: The purpose of **The Council of Clients of the Agricultural Registers and Information Board** is to evaluate the activities of the Board in processing various grants, to collect, review and discuss proposals for improving the processing of grants, to make proposals for improving customer service and to make proposals for legislative initiatives.

DENMARK

DK-ab1: in this Danish example three measurable aspects are covered: 1) policy aim (positive change in policy area); 2) the link to policy advice addressee / the Minister in accordance with the law (compliance with the rule of law); 3) the organizational objective of the advisory body (is related to the relational and performance management of members). Example: **"The Organic Food Council** aims to promote, monitor and assess development opportunities for the Danish organic sector. The Council advises the Minister on

¹⁴ Oskar Sebastian Ernst (DK): 'Specific, Achievable, and Timely seems to be more relevant'.

matters relating to Organic Law and on the implementation of EU rules [...] to ensure a balanced, constructive and close dialogue between the Ministry, the food sector, and the interest groups...”.

DK-ab3: The Veterinary Medical Council aims to ensure that the authority’s decisions regarding veterinary medical matters are based on facts and scientific evidence. Furthermore, the Council is expected to deliver recommendations concerning challenges.

DK-ab4: The Contact Committee for Organic Agricultural Production offers advice on issues concerning control and dispensation practices for organically authorized primary companies and utility companies. Furthermore issues opinions on inspection, prevention of rule violations, implementation control and application of existing rules.

DK-ab5: The EU Fisheries Committee offers advice concerning decisions on the EU's fisheries policy and on EU regulation and implementation.

DK-ab6: The Advisory Committee on Commercial Fisheries offers the Ministry of Food, Agriculture and Fishery advice on the planning and preparation of rules in the practice and regulation of commercial fishing. Furthermore, the Committee provides advice on catch capacity, use of the equipment and the drafting of rules concerning the initial sale of fish.

DK-ab7: The EU Agriculture Committee offers advice about decisions on the EU agricultural policy and its administration.

DK-ab8: The Veterinary Health Council offers veterinary advice in individual cases and on general matters at the request of the minister or the Danish Veterinary and Food Administration. Furthermore, the Council communicates opinions on the keeping of special animals. Finally, the Council issues opinions of principled nature concerning matters of veterinary importance.

DK-ab9: The Committee on Seed Breeding, Varieties and Seed Trade offers advice to the Danish Agricultural Agency in matters related to breeding and breeding, breeding techniques, plant protection, certification and trade in seed, including trade as a method of preserving the plant genetics of agricultural resources.

DK-ab10: Based on an ethical assessment, the **The Animal Ethics Council** must follow the developments in animal welfare and advise the minister in the establishment of rules on animal welfare and animal ethics.

LATVIA

LT-ab1: Purpose of **The Advisory Board of Non-Governmental Organizations of Farmers** is to facilitate development and implementation of balanced and sustainable agricultural policy [...] (see Annex: Latvia).

LITHUANIA

LT-ab1: The purpose/task of **The Farm Animal Genetic Resource Coordination Council** is to coordinate the farm animal preservation process.

LT-ab2: The aim / main task of **The Working Group for Agriculture Cooperation Development** is the evaluation and inducement of the economic/legal conditions for agriculture cooperatives.

LT-ab3: The Working Group to Determine Standard Prices for the Biological Assets has to propose normative prices of the biological assets (about 400 positions) for the next year according to the area of expertise. These normative prices of biological assets (they are renewed every year by the ordinance of the Minister since 2005) used for small farmers that do not do accounting, for farmers projects, for calculating average compensations for farmers in case of some disasters (disease of animals) or to cover losses made by wild animals, for Paying Agency during the evaluation of farmers projects, etc. [...] (see Annex: Lithuania).

SLOVENIA

SI-ab1: Agriculture and Rural Affairs Council is a consultative body, which gives opinions on major decisions in the field of agriculture and rural affairs, in particular on the proposal for a national programme and the evaluation of its implementation and the major regulations and international agreements in the field of agriculture and rural development.

SI-ab2: Council for Promotion of Agricultural and Food Products is an expert and coordinating body in the field of promotion of agricultural and food products. Aims are set in legal basis: a) proposes sectors for which the promotion is carried out and the amount of the contribution for promotion; b) proposes to the Minister guidelines for the strategic promotion plan and guidelines for the promotion program; c) gets acquainted with annual report on the implementation of the promotion program; d) proposes to the

Minister the percentage of production, the percentage of area or the share of market production referred to in Article 4 of the Promotion Act; e) proposes the scope of funds intended for joint general promotion and promotion of quality schemes or voluntary designations; f) monitors the implementation of tasks, achieved effects and evaluates the effectiveness of the use of funds for promotion;

SI-ab3: Council for Livestock Farming provides expert opinions on important decisions in the field of animal husbandry, in particular on: a) applications for the approval of breeding programs, b) the annual report on the work of the operators of the breeding programs, c) changes or introduction of new methods for predicting breeding values and assessment of breeding animals, d) important regulations in the field of animal husbandry and veterinary medicine, etc.

SI-ab4. Council for Beekeeping. The tasks of the Beekeeping Council are: a) gives expert opinions on measures for the implementation of agricultural policy that affect beekeeping; b) gives expert opinions on draft regulations in the field of beekeeping; c) proposes scientific and educational activities in the field of beekeeping; d) gives expert opinions on other important decisions in the field of beekeeping.

SI-ab5. Veterinary board. Preparation of expert opinion and strategic guidance; cooperation in preparation of animal health programmes; cooperation in preparation of standards for personnel and work; cooperation in preparation of legal acts in the veterinary field.

SI-ab6. Animal Welfare Council. Monitoring the situation in the field of animal protection, proposing criteria for issuing permits for animal experiments, giving opinions and proposals in the process of drafting animal welfare legislation, advisory tasks and opinions in the field of animal welfare.

SI-ab7. Council for Women in Rural Areas. The Council is a consultative body of the Minister, which forms opinions on important decisions in the field of ensuring women's rights in rural areas. The tasks of the Council for Women in Rural Areas are: a) monitors the situation of women in rural areas and prepares proposals to improve their situation; b) provides expert opinions on agricultural and other policy measures affecting the situation of women in rural areas; c) contributes to raising awareness of the special situation of women in rural areas and informing the general public about this issue; d) promotes the organized action and intergenerational cooperation of women in rural areas.

SI-ab8. Council for Areas with Restricted Options for Farming is an advisory body to the Minister responsible for agriculture. It provides opinions, proposals, and initiatives on key challenges and decisions in the field of less-favoured areas for agricultural activity. In particular, improving the economic situation of agricultural holdings, maintaining the cultivation of agricultural land, exploiting development potential and new jobs, and creating living conditions by improving infrastructure and rural settlement are important.

SI-ab10: Council for Development in Agriculture, Forestry and Food. The Council is an expert advisory body to the Minister responsible for agriculture, which provides non-binding opinions, proposals and initiatives on the strategic content of sustainable development of agriculture, forestry and food, in particular on: **a)** climate change, the environment and risk management, **b)** digitization, **c)** the common agricultural policy and other sectoral policies, **d)** innovation and entrepreneurship, **e)** process optimization, **f)** agrarian economics, **g)** knowledge transfer and innovation in agriculture, **h)** science, research and development, **i)** basic research and analysis, **j)** modern production and processing technologies, **k)** food safety, **l)** value chains, **m)** networking and cooperation, **n)** links with other economic activities, **o)** sustainable agriculture, **p)** sustainable forestry, **r)** natural resource management, **s)** the circular economy and the bioeconomy.

Some similarities and differences (Q2.2)

1. Estonia No. 1 and Slovenia No. 1, dealing with **agriculture and rural affairs/development** are both established before the EU membership - similar aims and tasks set in the laws; Slovenia has also an additional advisory body, which is focused on the development issues (see **SI-ab10**);

2. Denmark No 1 and Estonian No. 6, both are dealing with **organic food policies**, but are not very well comparable, because the Danish body has more complex approach. In addition, Denmark has The Contact Committee for Organic Agricultural Production – in Estonia this kind of measures are not delegated to some advisory body (it is the task of Agriculture and Food Agency/Board division, which is involving the Ministry and stakeholders if necessary).

3. In this sample Denmark has two councils dealing with **veterinary affairs** (No 3: The Veterinary Medical Council; No 8: The Veterinary Health Council) and Slovenia has one (No 5. Veterinary board). In Estonian Ministry of Rural Affairs we don't have a special veterinary council – if needed, a special advice is asked from the Estonian University of Life Sciences and/or from the Estonian Veterinary Society.

4. Slovenia No 6 and Denmark No 10 (**animal welfare councils**). In Estonia this regulatory policy field is under reorganisation (e.g. draft legislation, parliamentary hearings with NGO-s, etc.) and in this perspective both Danish and Slovenian examples are the useful input information for Estonian Ministry of Rural Affairs.
5. The **food systems**, including **food safety**, topics are under different advisory bodies. In general, it seems that the thematic fragmentation of food systems related knowledge and advisory bodies will be a challenge for all observed ministries in the context of forthcoming EU framework regulation on sustainable food systems (see also Ch. 7.2).

3.2.3. The membership: selection and the rights of members (Q.2.3; Q2.4, Q2.6)

The membership of advisory body? (the number and list of members, incl. their organisations, if there are some data on the sub-categories, please add: a) agriculture, fisheries; b) food industry; c) trade and catering; d) NGO-s dealing with consumer' rights, health, rural communities, environment, biodiversity, etc.; e) academics and innovation experts; f) officials, civil servants, etc.). (**Q2.3**) (full list in the annexes)

ESTONIA

Based on former studies, aims, legal framework etc. we distinguished five (5) types/categories of member organisations in 20 advisory bodies mapped in 2021, e.g.:

- 1) Business umbrella organisations and their members (smaller associations, firms, ca 57);
- 2) Other state institutions (e.g. ministries) and local authorities associations (ca 19)
- 3) Non-profit community and environmental umbrella organisations and their members (ca 14);
- 3) Universities and research institutes (ca 14)
- 4) The representatives of the Ministry of Rural Affairs and its executive agencies and state-owned enterprises (8 organisations).

DENMARK

DK-ab1: The ministry strives to ensure a well-balanced representation of interests to achieve the highest degree of nuanced advice and counselling. This is for example exemplified in The Organic Food Council (see annex: Denmark) which members represent a wide array of interests. Among others, these include ministerial bodies, food industry organizations, environmental NGO's, consumer councils, retail businesses, and special experts.

DK-ab5: The EU Fisheries Committee members and numbers varies according to the agenda of the Committee meeting.

LITHUANIA

LT-ab1: 25 members are from The Ministry of Agriculture, Chamber of Agriculture, State Rural Information Center, Lithuanian Health Science University, Institute of Animal Science, Lithuanian Agriculture Advisory Center, various animal breeder associations.

LT-ab2: Members: representatives from the Ministry of Agriculture; Lithuanian Chamber of Agriculture (and associations depending to the Chamber); Lithuanian Agriculture Council (and association depending to the Council), Vytautas Magnus University (Agriculture Academy), Vilnius University, Klaipėda University.

In general, the partners of the MoA are divided into three main groups:

- Institutional partners (state and municipal institutions and bodies);
- Socio-economic partners (associations, public, non-governmental and other organizations);
- Scientific institutions, universities, education and training providers and research centers.

The MoA and partners cooperate in the following areas:

- in the fields of rural development, agriculture, forestry and food industry, quality of food and raw materials, production of organic agricultural and food products, products produced according to the national agricultural and food quality system, increasing the competitiveness of Lithuanian products in the international market, social economy, in the field of promotion of cooperation and other forms of cooperation between agricultural operators, implementing the provisions governing the

implementation of the European Green Course (climate change, agri - environment, sustainable consumption and attitudes towards food systems, reduction of soil, water and air pollution, etc.)

- fisheries;
- land management, land reclamation, land reform, land management, geodesy, cartography, real estate cadastre;
- in the veterinary and phytosanitary field.

SLOVENIA

We try to cover different interests within the advisory bodies with stakeholders active in concerned areas of AB operation. Some examples:

- Representatives of beekeepers, academics or researchers, representatives of the Ministry, Administration of the Republic of Slovenia for Food Safety, Veterinary Sector and Plant Protection, a company that produces and sells beekeeping products, and an independent researcher are represented within the Beekeeping Council.
- Representatives of breeding organizations of all types of farm animals, public services in animal husbandry, Chamber of Agriculture and Forestry and Regional Agricultural Institutes, Agricultural Institute, Veterinary Chamber, faculties in the field- Biotechnical Faculty Department of Zootchnics, Faculty of Agriculture and Biosystem Sciences, Faculty of Veterinary Medicine, and representatives of Ministry.
- With an aim of exchange of information on the issue of women in rural areas and assistance to the Minister of agriculture for easier understanding of the situation of women in rural areas representatives of academics, Slovenian Farm Women's Association, Slovenian Rural Youth Association, Chamber of Agriculture and Forestry, and representatives of Ministry of Labour, Family, Social Affairs and Equal Opportunities, Ministry of Finance and Ministry of agriculture are members of The Council for Women in Rural Areas.
- Representatives of winegrowers and winemakers and their associations and academics or researchers are represented within the Council for Viticulture and Enology.
- Representatives of various research and educational institutions, representatives of various food producers and representatives of government services are represented within the Council for Development in Agriculture, Forestry and Food.

How are members selected? And is there also the possibility of sending substitutes, field experts? (Q2.4, some examples)

ESTONIA

EE-ab1: The members The Agriculture and Rural Development Council are (s)lected on the initiative of the Ministry. According to agreement there is the possibility to send the substitutes [who are usually the experts].

EE-ab2: The Fisheries Council consists of representatives of the fisheries sector, national institutions, research and development institutions, umbrella organisations and fishing areas. The members were invited by chairman of council (by letter) asking for a representatives of organisations. The chairman of the council shall, where appropriate, involve an expert(s) who is not a member, in the work of the Fisheries Council. Members of the Council shall also have the opportunity to involve experts when informing the chairman. The members of the Council may send their substitute.

EE-ab3: The members are invited by the Chairperson. Based on the additional stakeholders' proposals, in 2018 two organisations were added to preliminary list of members (e.g. Beekeeping Cooperation Council and Rural Tourism Association). There has been also the possibility of sending substitutes.

DENMARK

DK-ab1: The Minister determines the composition of the **Organic Food Council**. The Chair is appointed as a representative for the Ministry. The other members are appointed for **three years** and each of the following bodies nominates one member (list) ... The Organic National Association and Danish Agriculture and Food

nominate three members, respectively. If members resign before the end of the term, a new member is appointed for the remaining period. There is no possibility of sending substitutes.

DK-ab2: Each of the following bodies nominates one member: The Organic National Association, The Organic Food Council, HORESTA, COOP Denmark A/S: The Danish Diet and Nutrition Association, The Danish Fishermen – Producent Organisation. Each of the following bodies **nominates three** members: Danish Agriculture and Food, The Danish Chamber of Commerce. The following bodies **nominate two members:** The Confederation of Danish Industry, The Consumer Council, The economic council of the labour movement.

DK-ab3 (Veterinary Health Council): The Veterinary Health Council appoints the chair. As a rule, it is not possible to send a substitute. Instead, if a member is not able to participate in a council meeting, the member can submit any comments to the agenda to the secretariat, which ensures that the comments are brought to the meeting. Members are selected on the recommendation of the following participating organizations: The University of Copenhagen nominates two members. Each of the following bodies nominates one member: Statens Serum Institut (SSI), The Danish Health Authority, the Danish Medicines Agency, the Danish Veterinary and Food Administration, the Technical University of Denmark, The Danish Veterinary Association (DVA), the Danish Medical Association.

DK-ab4: The chair of the The Contact Committee for Organic Agricultural Production is appointed by the vice director of the Danish Agricultural Agency for costumers, production and control. Members are appointed for three years and are selected on the recommendation of participating organizations. Danish Food and Agriculture nominate two members. Each of the following bodies nominates one member: The Organic National Association, The Association for Biodynamic Agriculture, The consumer council TÆNK. Members can participate via substitutes.

DK-ab5: The chair of The EU Fisheries Committee can decide that special experts and representatives from other organizations than the before mentioned can participate in the committee meetings if there is a special reason for it. There is a possibility to send substitutes as an alternate is appointed for each committee member.

DK-ab6: The chair of The Advisory Committee on Commerical Fisheries can decide that special experts and representatives from other organizations than the before mentioned can participate in the committee meetings if there is a special reason for it. There is a possibility to send substitutes as an alternate is appointed for each committee member. Members are selected on the recommendation of the participating organizations. The Danish Fishermen Producent Organization, nominate five members. One member is nominated by each of the following bodies: Danish Pelagic Producer Organization (DPPO), The Association for Gentle Coastal Fisheries, The Danish Seafood Association, Marine Ingredients Denmark, The United Federation of Workers in Denmark (3F), and The Association Denmark's Fishmongers.

DK-ab8: The Minister appoints the members of the Veterinary Health Council for a four-year period. The Minister must strive to ensure that the members have the necessary insight into the professional disciplines that are of particular importance for solving the tasks assigned to the Council. The appointment of members takes place based on the nomination of the following bodies: Copenhagen University nominates four members and The Danish Veterinary Association nominate two members.

DK-ab10: Members of the Animal Ethics Council are appointed by the Minister for a three-year period. Of the ten members, **two** are appointed based on the nomination of animal welfare organizations, **two** from agricultural organizations and **one** from the Consumer Council TÆNK.

LATVIA

LV-ab1: Participants of ABNGOF are large horizontal multi-sectoral organisations, which have long time been actively participating in developing of agricultural policy. Yes, there is possibility to send substitutes and invite experts.

LITHUANIA

LT-ab1: All members are closely involved in preservation of Lithuanian farm animal genetic resources.

LR-ab2: Selected institutions, mostly involved in the implementation and practice of cooperation system/legal acts and have practical suggestions for its development.

LT-ab3: The Ministry of Agriculture is responsible for selection of members of Working Group. Selection criteria – specific experience and knowledge in some agricultural area.

SLOVENIA

SI-ab1. Agriculture and Rural Affairs Council. The term of office of members is **four years**. Upon expiry of the mandate, the Ministry invites institutions to propose new members. Minister selects members from these proposals. Member of the Council may authorise his deputy to exercise the rights and duties of a member of the Council in accordance with Rules of Procedure. Alternate shall submit a written authorisation prior to the scheduled meeting to Council's president or its substitute.

SI-ab4. Council for beekeeping. The term of office of members was four years.¹⁵ By amending the Decision on appointment in year 2021, the members are appointed until the repeal of the decision of the Council. There are no substitute members.

SI-ab5. Veterinary board is chaired by the president or its substitute (both nominated by the members). Minister or state secretary is present at the meetings. Members are selected from mentioned organisations (see Annex) or other known experts from veterinary field. Members do not have substitutes.

SI-ab6. Animal welfare Council. Members nominated by the Minister, president nominated by the members. Minister or State Secretary present at the meetings. Members are selected from candidates presented to the competent authority upon Call for nominating the members from Universities, other research organisations and NVOs working in the field of animal welfare. Members don't have substitutes.

SI-ab10. Council for development in agriculture, forestry and food. The Minister of Agriculture, Forestry and Food shall, by decision, establish the Council, appoint the members of the Council and determine the tasks. The members of the Council nominate candidates for President, Vice-Presidents and Secretary. The members of the Council shall be appointed for a term of **five years**.

SI-general:

1) The criteria for selecting members are the areas covered by each member. Normally, institutions and organisations working in the fields covered by the post-meeting advisory body are invited and asked to propose a representative. The Minister carries out the selection of the proposed members, as this is his/her consultative body.

2) Under the Rules of Procedure, members are required to justify their absence to the Secretary, who will record it in the minutes. Members do not normally have alternates. However, if they authorise someone to represent them, they do not necessarily have the right to vote on the decisions on the agenda. If too many members are absent, the meeting shall not be quorate. Members may authorise an alternate in writing for a particular meeting.

To what extent the members of the advisory body have been able to amend or supplement the agenda of the meetings of the advisory body (the advice can have an agenda setting impact, etc.)? (Q.2.6).¹⁶ Some examples:

ESTONIA

EE-ab1-10: In general, yes - the members of the advisory body have been able to amend or supplement the agenda of the meetings. As a rule, the draft agenda is prepared by the Ministry.

¹⁵ Change in 2022 – members are appointed until the repeal of the decision of the Council

¹⁶ Ideas: Jan Van Damme & Marleen Brans (2013). Advisory bodies as boundary organizations – Evidence from a European comparative study of education councils - ICPP Grenoble 26-28 June 2013. Panel 20: Comparing Policy Advisory Systems. Main categories: 1) **Instrumental impact**, where the advice leads to an immediate change in the political or administrative behaviour /decisions in line with the recommendations of the advice; 2) **Conceptual impact**, where the advice leads to a change in the knowledge, opinion, or argumentation of individuals or organisations. Advice can thus serve an 'enlightenment' function; 3) The advice can have an **agenda setting impact**, when a new subject is put on the societal or political agenda; 4) **Political-strategic impact**, the advice is being used to increase the position of one or more players on national or EU level.

EE-ab2: The Members of Fisheries Council may propose the agenda 3 working days before the meeting by e-mail or on the meeting (if there is approval of the agenda by the chairman of the Council). The chairman shall decide whether to amend the agenda of the meeting.

DENMARK

DK-ab1: The members of Organic Food Council have a strong ability to participate in setting the agenda since they may submit proposals for the agenda where after the chair decides whether the proposals should be accepted. A minority can demand that its opinion is adopted into the minutes which are published on the website of the Danish Agricultural Agency.

DK-ab3: The members of the Veterinary Health Council have a strong ability to participate in the agenda-setting. In case of Council disagreement, a member can state and justify his/her divergent position in the Council minutes. Furthermore, the Council is not subject to instruction or control from the Ministry.

DK-ab4: The members of The Contact Committee for Organic Agricultural Production have a strong ability to participate in the agenda-setting as meetings are held by the request of the chair or by request of at least half of the council members. The final minutes are approved by all members before publication on the website of the Danish Agricultural Agency.

DK-ab8: The members of the Veterinary Health Council have a strong ability to participate in the agenda setting, since Council recommendations generally are a result of unanimity. If unanimity is impossible, the views and positions of all members are adopted in the minutes. In those cases, the council offers recommendations based on a qualified majority.

DK-ab10: The members of the Committee on Seed Breeding, Varieties and Seed Trade have a strong ability to participate in the agenda-setting since the Minister can ask the Council for recommendation and advice but the Council functions independently of the Minister and the members are therefore free to make their recommendations.

LATVIA

LV-ab1: Yes, members can suggest agenda items of ABNGOF meetings.

LITHUANIA

LT-ab1: Meetings are arranged according to their need. Members of the group have an opportunity to submit proposals on the agenda.

LT-ab3: Members of the group have an opportunity to submit proposals on the agenda.

SLOVENIA

SI-ab1. President of the Council together with the Ministry sets up draft agenda. President is obliged to convene a meeting of the Council at the request of at least one third of members of the Council.

SI-ab3. The agenda is proposed by the chairperson, and may be amended or modified by the members before the meeting upon receipt of the invitation and at the beginning of the meeting. The members at the beginning of each meeting shall approve the agenda.

SI-ab5 /6 / 9 / 10. Each member has the right to amend the agenda proposed by the chair.

Some similarities and differences (O2.3; Q2.4; Q2.6)

1. (Q.2.3) The Danish and Slovenian advisory bodies more often than Estonian have a fixed period of operation / mandate according to the law. For example, the term of mandate of the Slovenian Council for Agriculture and Rural Affairs (est. 2000) is four years, in the similar Estonian Agriculture and Rural Development Council (est. 2000) the term of mandate is not fixed according to the law (see Table 2A).

2. (Q.2.4) In Estonian, Danish, Latvian, Lithuanian and Slovenian examples the Ministry usually invites organisations to propose new members. In all Danish and Slovenian examples the members of the advisory bodies are appointed for a fixed period (term of office/mandate) for three, four or five years. In some Estonian examples the term of mandate is not fixed.

3. (Q.2.2-2.4). Comparing the members of the national advisory bodies and the organizations represented, both similarities and differences can be found. In addition, it should be noted that

countries are different and comparisons can only be relative. For example, the numbers of the Danish and Estonian population, universities (researchers), companies, NGOs, etc. differ many times.¹⁷

4. (Q2.6). In all examples (n=34) the members have the right to participate in the agenda-setting.

3.2.4. Time and money (Q2.5; Q2.7)

How often does advisory body usually meet? Is there a mandatory number of meetings? (Q2.5). Some examples:

ESTONIA

In most examples (n=10) the meetings shall take place 'as necessary', but at least 'once every six months' or 'not less than once a quarter'. In 2020 and 2021, The Steering Committee of the EU Common Agricultural Policy Strategic Plan 2021-2027 and The Committee of Experts on the European Maritime, Fisheries and Aquaculture Fund 2021-2027 Operational Program differed from other advisory bodies in terms of higher frequency of activities (**EE-ab4-5**: The Steering Committee shall meet as necessary).

DENMARK

DK-ab1: The Organic Food Council meets around three to four times yearly. The Council is convened by decision of the Chair or at the request of at least six of its members.

DK-ab5: Meetings or written hearings are typically held in the EU Fisheries Committee before EU Council meetings in case, if the items of fisheries policy interest are on the agenda.

DK-ab7: Written hearings or meetings in the EU Agriculture Committee are held typically before EU Council meetings in case items of agricultural policy are on the agenda.

DK-ab8: Veterinary Health Council: The meeting frequency varies and depends on the number of requests given to the Council from the authorities. No mandatory number of meetings per year.

LATVIA

LV-ab1: It is not specified. ABNGOF meets, when there is one or more important issues to be decided.

LITHUANIA

LT-ab3: Once per year. Since March 2020 the meetings are organised via MS Teams.

SLOVENIA

SI-ab1: No mandatory number of meetings. Meetings are frequent, depending also on the current and emerging issues.

SI-ab3: Depending on the content, usually quarterly, more often if necessary. In 2021, it was organized every two months due to strategic documents prepared by the Ministry.

SI-ab5: Veterinary board meets at least twice a year. There can also be unplanned meetings, depending on the current and emerging issues in the veterinary field.

SI-ab10: Once or twice a year. No mandatory number of meetings.

Does the Ministry provide funding to the members of advisory bodies? (Q2.7) If YES: (a) how much funding has been provided since January 2019? b) For which purposes/tasks the represented associations can use the funding (for example: training, travel, research, etc.)? Some examples:

ESTONIA

EE-ab1-10: No - Estonian Ministry of Rural Affairs is not providing the funding to the members.

Comments: **a)** the Ministry provides not funding to the members of advisory bodies, but there are many indirect interests of stakeholders, e.g. strategic information on the impacts of regulations and resources, prestige related symbolic value of membership, etc.; **b)** research grants have been awarded through a public procurement, including the *ex ante* impact assessment of strategy documents; **c)** In 2022 the situation with the funding of advisory bodies dealing with science and the knowledge transfer issues may change in

¹⁷ Remark: one of the development issues of Estonian statehood has been before and after the joining to EU, how to compensate for limited human and other resources through better cooperation, research, new methods, technology, etc.

Estonian ministries based on the Memorandum of the Government of the Republic 07.10.2021 "Analysis and proposals for more systematic participation of researchers and experts in legislative processes."

DENMARK

DK-ab1-10: The Ministry does not provide funding to the members of the advisory bodies.

LATVIA

There is some funding available for NGOs, who are active participating in consulting (who summarize farmers' views, participate in working groups, inform farmers about decisions and prepare proposals).

LITHUANIA

LT-ab1-3: No funding.

SLOVENIA

SI-ab1-5, 7-10: No funding, e.g. a comment (SI-ab8): Council for Areas with Restricted Options for Farming. Membership of the Council is an honorary and voluntary function.

SI-ab6: Animal Welfare Council. Members are paid for attending the meeting. Travel costs to the meeting are reimbursed.

Some similarities and differences (Q2.5; Q2.7)

- 1. (Q2.5)** The frequency of meetings is related to the frequency of in-house analyses, public communication, standard costs (time=money) and other sub-topics of advisory bodies. In this sample of five ministries (n=34) in most examples the meetings shall take place 'as necessary' one, two, three, four or more times per year. 'No mandatory number of meetings per year' means 'more flexibility'. The advisory bodies are convened usually by decision of the Chair. In general, 2021 was a busy year.
- 2. (Q2.5)** the meetings of The EU Agriculture Committee and The EU Fisheries Committee in Denmark are typically held before EU Council meetings (AGRIFISH). The Estonian Ministry of Rural Affairs has designed a special format for the pre-AGRIFISH briefings (this time-critical format of food sector briefings is not currently in the list of Estonian advisory bodies; see also Ch. 4.2, Q10).
- 3. (Q2.7).** From 34 examples only in Latvia and Slovenia are two practices, where the Ministry provides some funding to the members of advisory bodies. In Latvia for the practical support / work (information gathering, drafting of proposals, informing of farmers, etc.), and in Slovenian case (SI-ab6) the travel costs are reimbursed for the members of Animal Welfare Council.
- 4. (Q2.7).** The funding of advisory bodies focused on the scientific knowledge transfer is under discussion in Estonia aiming to support the knowledge-based policy design (see also Chs. 6 and 7).

4. Main information channels, e-Participation and the transparency

4.1. How is the advice and opinions of advisory bodies disclosed? (Q4)

The openness and transparency of the decision-making process at the ministries (as political leadership institutions, e.g. advisory bodies and lobbying), has been one of the good governance topics in the OECD policy recommendations and The Open Government Partnership Programme for many years.

The answers to question 4 (Figure 1) indicate the main channels for disclosing information related to the activities of the advisory bodies.

All information disclosure channels offered in the questionnaire are more or less covered. As expected, the most common channels are the websites and press releases. Some channels are complementary (the same information may be disseminated to different target groups via different channels/formats).

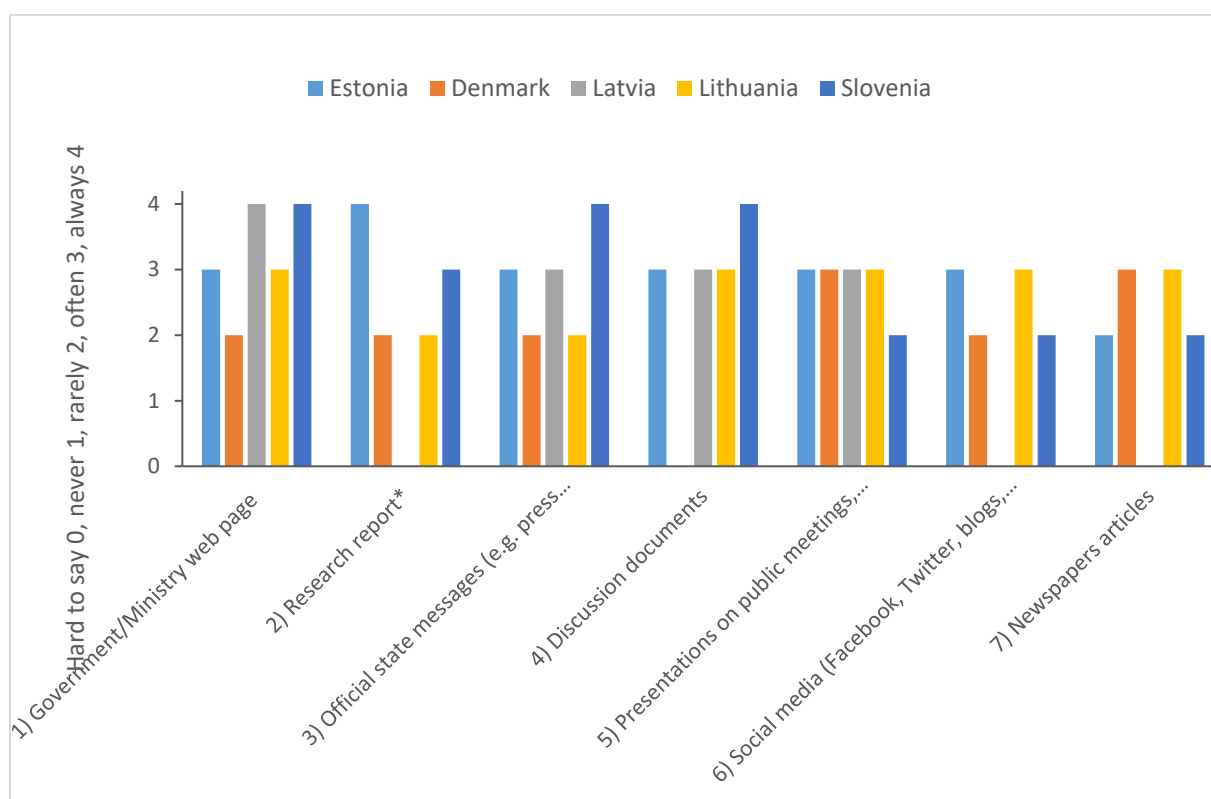


Figure 1: How is the advice and opinions of advisory bodies' disclosure?

Some comments:

ESTONIA

Websites: summaries of the decisions and discussions of the meetings of the advisory bodies are published relatively routinely in the press releases of the ministry (news feed, coordinated by Department of Public Relations). In addition, according to the recent in-house overview, eleven (11) of the twenty (20) advisory bodies have their separate websites available via the website of the Ministry of Rural Affairs or via the websites of its agencies. The public information is sometimes outdated (a problem for improvement: *openness*, *involvement* and *transparency* in the decision-making process are not sufficiently targeted in the management of many advisory bodies).

Research reports: a) as a rule, according to Estonian public information law (2000) the studies ordered by the state have to be published in the web site; b) the recent reports are made by academics or research firms to inform the members of advisory bodies, to initiate discussions, etc. Due to lack of resources, time, etc. we don't have the independent reports made by the members of advisory bodies.

DENMARK (See Ch. 3 Q2.4, Q2.6).

SLOVENIA (see Ch. 3 Q2.4, Q2.6).¹⁸

4.2. Main forms and methods of information, consultation and e-participation (Q5)

The term *e-participation* suffers from a lack of an all-inclusive definition,¹⁹ e.g. there is a lack of research on e-participation in ministerial advisory bodies. The OECD „*Citizens as Partners: OECD Handbook on Information, Consultation and Public Participation in Policy-Making*“ (2001) is a guide to examine the government-citizens relations on local, national and international levels. The OECD defined three practical ways (information, consultation, participation) in which these interactions could be strengthened.²⁰ Based on the same structure, The UN added a conceptual framework for e-participation (2014).²¹

This pilot study seeks to map main information, consultation and participation practices (channels, methods, etc.) in the advisory bodies dealing with multi-level governance and interactions between the EU and the national agricultural, fisheries, food industry, rural development, etc. policy design.

Please list main methods for the informing, consulting and participation (co-design of policy options) of advisory bodies ... before the COVID-19 crisis (since March 2020)... and after March 2020 (Q5).

A. INFORMATION

Definition: Ministry disseminates information on policy-making on its own initiative - or citizens/stakeholders access information upon their demand (One-way relationship; precondition for informed consultations, etc.)

Before the COVID-19 crisis (since March 2020)	.. and after March 2020
<p>EE: a) E-mails (e.g. invitations and materials 1-2 weeks before the meetings), b) press releases; c) short articles for the stakeholders information letters; d) social media news feed, blog posts, etc., e) seminars, etc.; f) web.</p> <p>DK: The procedure may vary slightly according to which committee or council is informed. Usually, the members of the advisory body receive a council invitation by email at least one week before a meeting. The invitation contains a suggestion for the meeting agenda and all the necessary documents so that</p>	<p>EE: By email, by phone, via web site, etc. Meetings, seminars, etc. to inform the stakeholders are made mainly via Zoom, Skype etc. channels. As in other countries, the invitation and related materials are sent 1—2 weeks before the meetings...</p> <p>DK: In general the same: The procedure may vary slightly according to which committee or council is informed...</p> <p>LV: After March 2020 system has not changed significantly</p> <p>SI: By email, by phone.</p>

¹⁸ **Methodological note:** some options need better wording in the questionnaire – for example: a) the ‘Discussion papers’ means in Estonian context of consultations the working papers, draft documents etc with preliminary opinions and proposals to initiate the discussion and ask the improvement’ proposals from the stakeholders; b) The publication of the minutes of the advisory bodies could be highlighted separately. Aare

¹⁹ Elisa Lironi (2016). Potential and challenges of e-participation in the European Union - European Parliament, Policy Department: [https://www.europarl.europa.eu/RegData/etudes/STUD/2016/556949/IPOL_STU\(2016\)556949_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2016/556949/IPOL_STU(2016)556949_EN.pdf)

²⁰ OECD (2001). Citizens as Partners: OECD Handbook on Information, Consultation and Public Participation in Policy-Making: <http://www.oecd.org/gov/digital-government/2536857.pdf> / Analysing the implementation problems of civic engagement framework in Estonian ministries, the planning phase was added to the OECD model: 1. *Mapping problems and social groups*, e.g. *ex ante* impact assessment and drafting of civic engagement and communicative action plans.

²¹Some studies: United Nations E-Government Survey 2014. E-Government for the Future We Want: https://publicadministration.un.org/egovkb/Portals/egovkb/Documents/un/2014-Survey/EGov_Complete_Survey-2014.pdf; OECD, Government at a Glance 2013, OECD Publishing, Paris: http://www.oecdilibrary.org/governance/government-at-a-glance-2015_gov_glance-2015-en; Ann Macintosh, Characterizing e-participation in policy-making, in: “Proceedings of 37th Hawaii International Conference on System Sciences”, IEEE, 2004, pp. 1-10 (A.Macintosh specifies how far citizens can be engaged when using online tools through three levels of e-participation (UN typology): E-enabling, E-engaging, and E-empowering.

<p>members have access to all relevant information before a meeting.</p> <p>LV: 1) Ministry disseminates information on policy-making on its own initiative (all drafts of regulations and laws are available in official websites); 2) stakeholders can also access information upon their demand.</p> <p>SI: By email, by phone</p>	
---	--

B. CONSULTATION

Definition: Ministry asks for and receives stakeholder's feedback on policy-making; also engaging stakeholders associations in contributions to and deliberation on public policies and services (Two-way relationship).

Before the COVID-19 crisis (since March 2020)	.. and after March 2020
<p>EE: Written consultations on a draft law by e-mails, incl. the Ministry's reasoned feedback to the proposers).</p> <p>DK: Written consultations are custom before any policy initiative that may affect specific stakeholders/citizens.</p> <p>LV: Members of ABNGOF and other stakeholders can send their opinions about drafts. Ministry informs members of ABNGOF and other stakeholders who sent opinion, wither their opinion has been taken into account.</p> <p>SI: by email, by mail.</p>	<p>EE: The format of written consultation remained, but in addition there are more on-line meetings via Zoom, Skype, MS Teams, etc. A new challenge is the hybrid meetings. In addition, many feedback related expectations and problems are recently emphasised by different stakeholders.²²</p> <p>DK: In most of the advisory bodies, the meetings have been carried out under the pandemic. It has both been in written procedure and through online-meetings (Skype etc.).</p> <p>LV: After March 2020 system has not changed significantly.</p> <p>SI: WebEx, by email, by mail.</p>

C. (E-)PARTICIPATION

Definition. Citizens / stakeholders actively engage in policy- and law-making (Advanced two-way relationship, empowering stakeholders through co-design of policy options and co-production of public service components).

Before the COVID-19 crisis (since March 2020)	.. and after March 2020
<p>EE: Round tables, smaller working groups where the use of co-creation methods (e.g. brainstorm, world café etc.) was more possible.</p> <p>DK: Almost no physical meetings have been carried out in the advisory bodies under the pandemic. Therefore fewer online meetings have been carried out.</p> <p>Different online platforms have been used, especially Skype for business and Zoom. Some examples show that the usage of online platforms has increased the number of participants. This is exemplified in the EU Fisheries Committee.</p> <p>LV: Till March 2020 written communication or communication in face-to face meetings was possible.</p> <p>SI: Classic meetings, correspondance sessions.</p>	<p>EE: a) changes in the use of ICT: MS Teams, Skype, ZOOM, + Miro, Padlet, Jamboard etc.; b) changes towards hybrid working/meetings needs some time for adaptation; c) the co-creation e-tools for e-Participation (Miro, Padlet, Jamboard) are not used during the 'big' meetings of advisory bodies.</p> <p>DK: Hybrid meetings are used in some cases.</p> <p>LV: From March 2020 some meetings of ABNGOF was held remotely – as online web meetings.</p> <p>SI: WebEx, Online meeting.</p> <p>Some comments: Ch. 4.3.</p>

²² Sigrid Sotnik (2021). Input study of the strategic partnership development project of the Estonian Ministry of Rural Affairs – Center for Applied Anthropology (in Estonian, report is based on the in-depth interviews with representatives of the Ministry [10] and partner organisations [11], 50 pages).

4.3. How the COVID-19 context has changed the organisational issues? (Q7)

How the COVID-19 context has changed the regularity of meetings and other organisational issues of advisory bodies (problems, practices)? Are there also some such changes that have come to stay? (Q7)

ESTONIA

Yes, the regularity of meetings decreased in 2020, then most contact meetings became on-line or hybrid meetings. Many officials emphasised that most meetings were organised when there is a need; due to on-line meetings many representatives of interest groups who are living far from the capital city (time for travel 2 x 3 h) are participating more frequently on the meetings. It is seen that the distance work and hybrid meetings have come to stay supporting broad-based information and consultation practices. On the other hand, most Estonian respondents agree / feel, that traditional face-to-face advisory council meetings 'are indispensable' for meaningful discussion and deeper involvement.²³

DENMARK

The Corona pandemic has not changed the regularity of the meetings. Instead, meetings have been held online. In most advisory bodies, the physical meeting format is expected to return, as face-to-face interaction and discussion are considered important.

LATVIA

It didn't change regularity of meetings of ABNGOF significantly, because special Crisis management group was set up for dealing with COVID-19 issues.

LITHUANIA

The Covid-19 crisis did not affect the regularity of the meetings, but the meetings became virtual.

SLOVENIA

There was no change in regularity of meetings, only the performance is different. Since the COVID-19 all meetings have been conducted online (ZOOM, WebEx).

4.4. Consultation opportunities for the stakeholders outside the advisory bodies (Q6)

How are the information and consultation opportunities organised for the stakeholders who are not directly related to the advisory bodies? (Context: the right of citizen/stakeholder to be informed when a policy initiative may affect his/her life, business, etc.). What tools seem to work better? (Q6)

ESTONIA

Involvement is a 'two-way street'; if after press releases, blog posts etc. some new groups are interested in topics then they can participate in seminar, information days, etc. and also may request a meeting with the Minister or other top managers. In the case of draft regulation the professional interest groups can observe the annual working plan for the stakeholder's involvement (e.g. time table of draft regulation with contact persons is available via web site – see Ch. 4.5).

DENMARK

Generally, written consultations are custom before any policy initiative that may affect specific stakeholders/citizens. This process includes both information and possibly consultation.

LATVIA

Many organisations participate in some larger organisation, so they can impact decisions through these large organisations.

²³ Ibid – Sigrid Sotnik (2021).

All new planned regulations are published on the website, so stakeholders can see these draft documents and express their opinion.

LITHUANIA

According to the legislative rules of the Government of the Republic of Lithuania, all drafted legal acts must be published to the public for comments and suggestions. All accompanying material to the draft act shall be published together with the draft act.

SLOVENIA

Regulations are posted on e-democracy, where any individual can comment.

4.5. Transparency, visibility and strategic communication (Q13)

How is ensured the **transparency and visibility of the decisions-making of the advisory bodies** (e.g. The publication and communication of results [webs, press releases, etc.]? And how the activities of advisory bodies are (could be) related to the **strategic communication of the Ministry?** (Q13)

ESTONIA

1) In last decade the management of advisory bodies [system] has been de-centralised in Estonian Ministry of Rural Affairs, and it means also, that in different types of advisory bodies the transparency and visibility measures have been solved differently. During this *strategic partnership and advisory bodies pilot project* 2021-2022 some indicators of transparency and visibility will be analysed (for example – a starting point: in 2021 only 11 advisory bodies from 20 had sufficiently good public web sites with related reports, minutes of meetings, press releases, blog stories, etc.);

2) ‘How the activities of advisory bodies could be related to the strategic communication of the Ministry?’ – It is a question for discussions. We have an in-house strategic communication working group and we are mapping the ideas how to integrate in Estonian context well-known representatives of business, civic and academic organisations into public debate on food systems, rural proofing, etc.

3) The *Involvement and Participation* website (in Estonian: <https://www.agri.ee/en/kaasamine-osalemine/kaasamine-ja-osalemine>) has 3-4 sub-webs, e.g. general guidelines, „Let us know“, Lobbying events register (since 2021), and the annual Central Engagement Plan of the Ministry (incl. a) the annual legislative work plan; b) public events of the Ministry; c) stakeholders cooperation events: <https://www.agri.ee/et/maaeluministeeriumi-valitsemisala-keskne-kaasamiskava-2021>).

4) Based on the Ministry of Rural Affairs' 20 advisory bodies overview/inventory and 21 in-depth interviews, we compiled a proposal screening questionnaire covering nearly 30 different problems and nearly 60 proposed solutions. The screening of proposals takes place in 2-3 stages starting from the chairs and the representatives of the support departments (8) of advisory bodies, and in the second round the representatives of the stakeholders. In February 2022 will be a *Day of the Ministry of Rural Affairs Partners* (ca 115 organisations). In this way we try to engage the stakeholder' organisations into the change management of advisory bodies. Most advisory bodies have the potential to be the **think tank** and also the actor in **strategic communication** on food policy, rural proofing etc. [...]

DENMARK

The decisions and results of discussions of the advisory bodies are usually published online and if not all stakeholders and citizens can apply for access to relevant documents.

SLOVENIA

The approved record and the press release on the meeting are published on the Ministry of Agriculture, Forestry and Food website for each meeting.

LATVIA

Decisions of ABNGOF are published on internet homepage of Ministry. Activities of ABNGOF are very directly related to the strategic communication of the Ministry, decisions for preparation and implementation of strategic documents are discussed in ABNGOF.

LITHUANIA

Information is usually provided in the media, on the ministry's website, as well as on social media.

Some general conclusions

1. (5.1). As expected, the most common information disclosure channels for the advisory bodies are the websites and press releases (Figure 1). Slovenian and Danish examples provide some good examples (best practices) how to organise in a uniform manner the web site information of advisory bodies (see also Ch. 1.2 and annexes).
2. (5.2). The initial responses on the steps/stages of stakeholders engagement (information, consultation, participation – see Q5) in combination with Ch. 3 show the domination of representative democracy approaches in public policy design (see Ch. 1) in all five ministries. It seems that “despite decades of work by the deliberation community, governments remain far too dependent on conventional consultation,”²⁴ in time of hybrid crisis (COVID-19, etc.) and increasingly complex / integrated social, economic, environmental, regional and security policy choices, there is not a simple time for the introduction of experimental co-creation methods into the policy design. [...]
3. (5.3). To sum up, the COVID-19 context has changed a bit the regularity of advisory bodies meetings. The on-line meetings raised in some cases the number of participants (see Estonia and Denmark). On the other hand, according to recent experiences, relatively new tools for on-line meetings (MS Teams, Zoom, Skype) are better suited for wide-ranging information and consultation, but not for deeper involvement of stakeholders into discussions on complex policy choices and related impacts/risks. As Danish team put it: ‘In most advisory bodies, the physical meeting format is expected to return, as face-to-face interaction and discussion are considered important’.
4. (5.4). The access to public information and consultation opportunities for the stakeholders, who are not directly related to the advisory bodies, are in all five ministries/countries guaranteed by various laws/rights, public databases and open e-governance procedures.
5. (5.5). *‘How is ensured the transparency and visibility of the decisions-making of the advisory bodies [...] and how the activities of advisory bodies are (could be) related to the strategic communication of the Ministry?’* This twin-question (Q13) probably needs further discussions and contributions. In brief, information about agriculture, fisheries, the food industry, food safety, rural development, etc. competes with dozens of other sectors in the context of a fragmented global information society and attention economy – the knowledge-based transparency and visibility is existential issue, because it influences the choices of consumers, politicians, families in rural areas, etc. [...]. The examples of the member organisations and individuals represented in observed advisory bodies of five ministries (n=34, see annexes) demonstrates **the potential of advisory bodies to act as a sectoral think tank** when needed, contributing (for example) to the strategic communication of the EU/national CAP strategy, Vision 2040, or the EU new framework directive on sustainable food systems [...].

* * * *

The preceding chapters 1-4 reflect more about how-things-are (AS-IS) and the following chapters 5-8 reflect more about how-things-might-be (TO-BE) according to the acknowledged experts/insiders.

²⁴ Don Lenihan and Damian Carmichael (2021). What does public deliberation aim to achieve? It depends on who you ask – Open Government Partnership's practice group on Dialogue and Deliberation & Apolitical - <https://apolitical.co/en/>

5. The assessment of main aims, tasks, capabilities and functionalities of advisory bodies

5.1. Which aims/tasks will increase in importance and which will become less important? (Q9)

The main aim of this question is to collect some reflections which aims / objectives, tasks, capabilities and indirect functionalities seem more important in changing times for the civil servants, who advise the leaderships of the ministries.

The list of the various aims, tasks, capabilities and indirect functionalities of the advisory bodies and advisory systems is based on the literature (see Ch. 1.3).

Please assess (express your opinion / forecast) which aims/goals/tasks will increase in importance, which aims/tasks will remain the same, and which aims/tasks will become less important in the term 2021-2023? (Q9).²⁵

Likert scale from 5 (the importance will strongly increase) to 1 (the importance will strongly decrease).

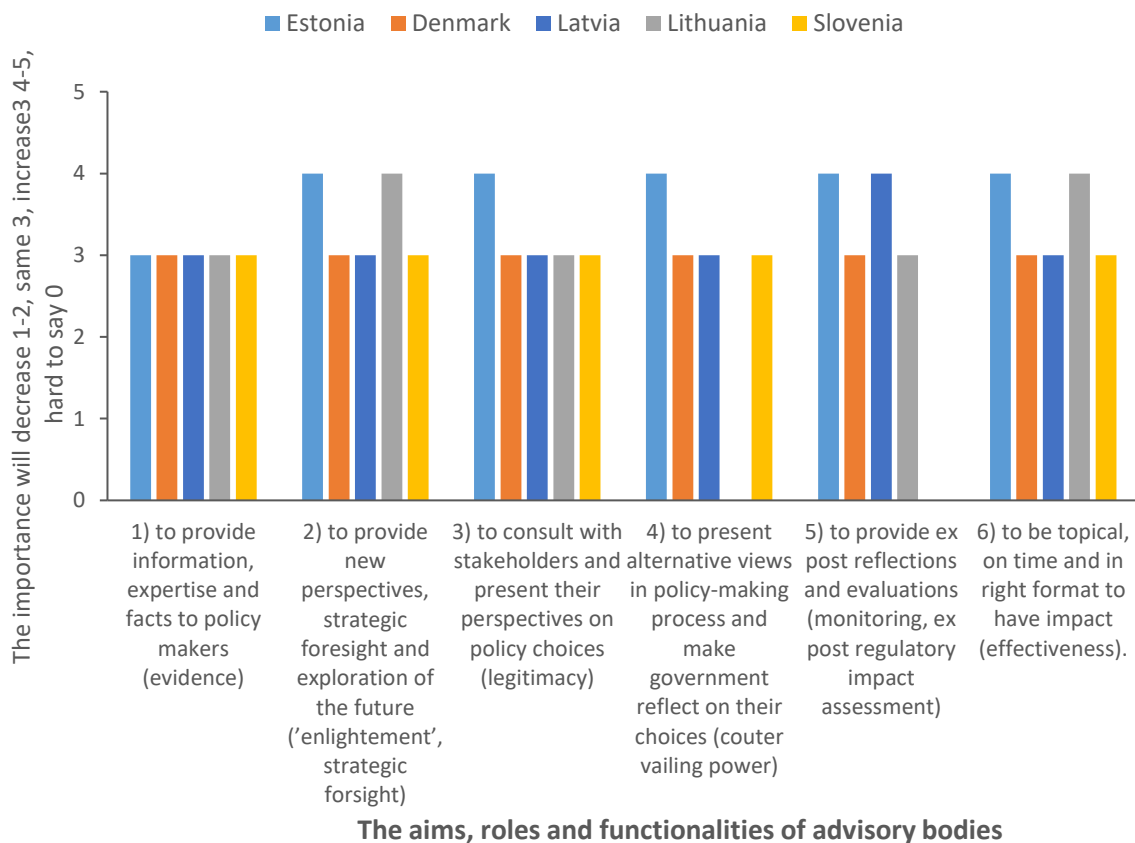


Figure 2A: Advice needs ... (Q9, options 1-6)

²⁵ **Methodological note:** a 'small problem' of this question is that we do't have a typology of advisory bodies and we can't analyse the correlations with the background of respondents – in other words, the respondents' choices inevitably reflect our/their own experiences with different advisory bodies, and without such correlation data it is difficult to imagine what type of advisory bodies 'made' these results. Second, the choices in question 9 are drawn mainly from the OECD 2017 survey, which focused partly on the relationship between science and policy+politics, including science-based policy-making (Ch. 1).

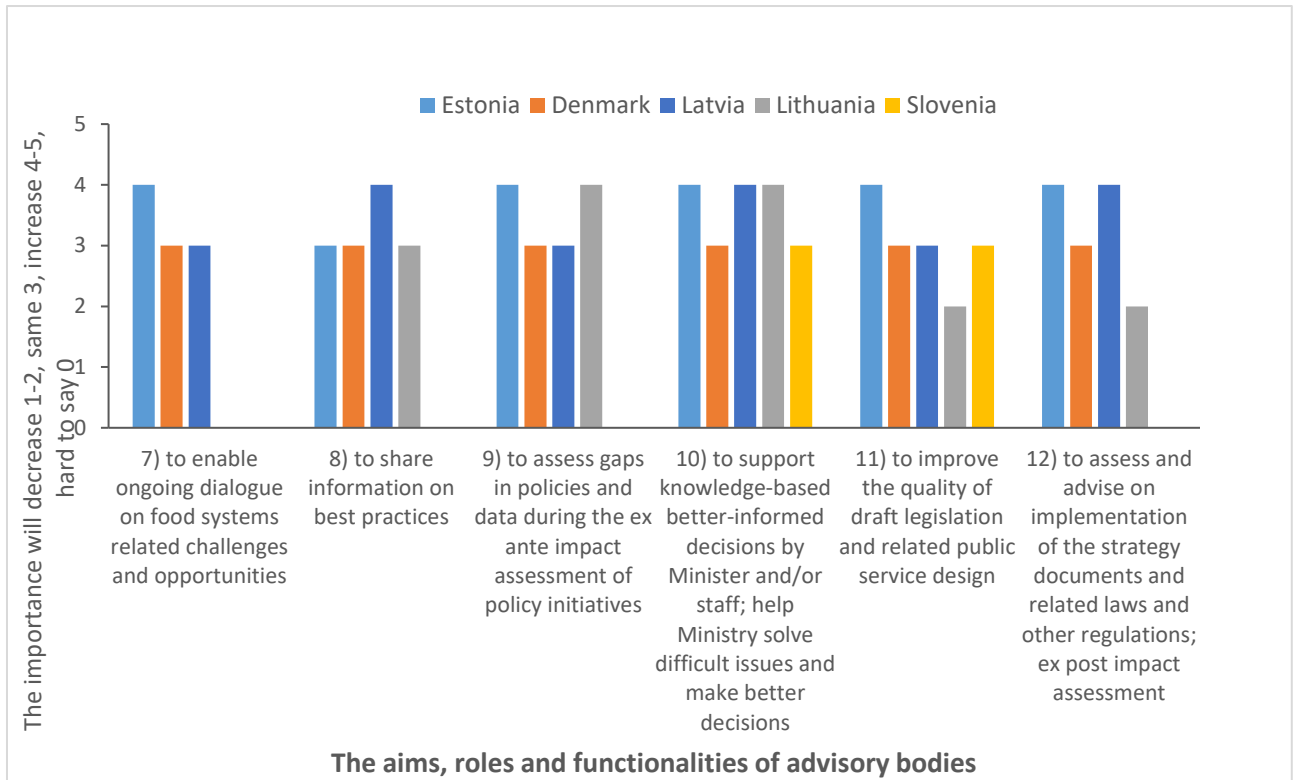


Figure 2B: Advice on current and emerging issues has to ... (Q9, options 7-12)

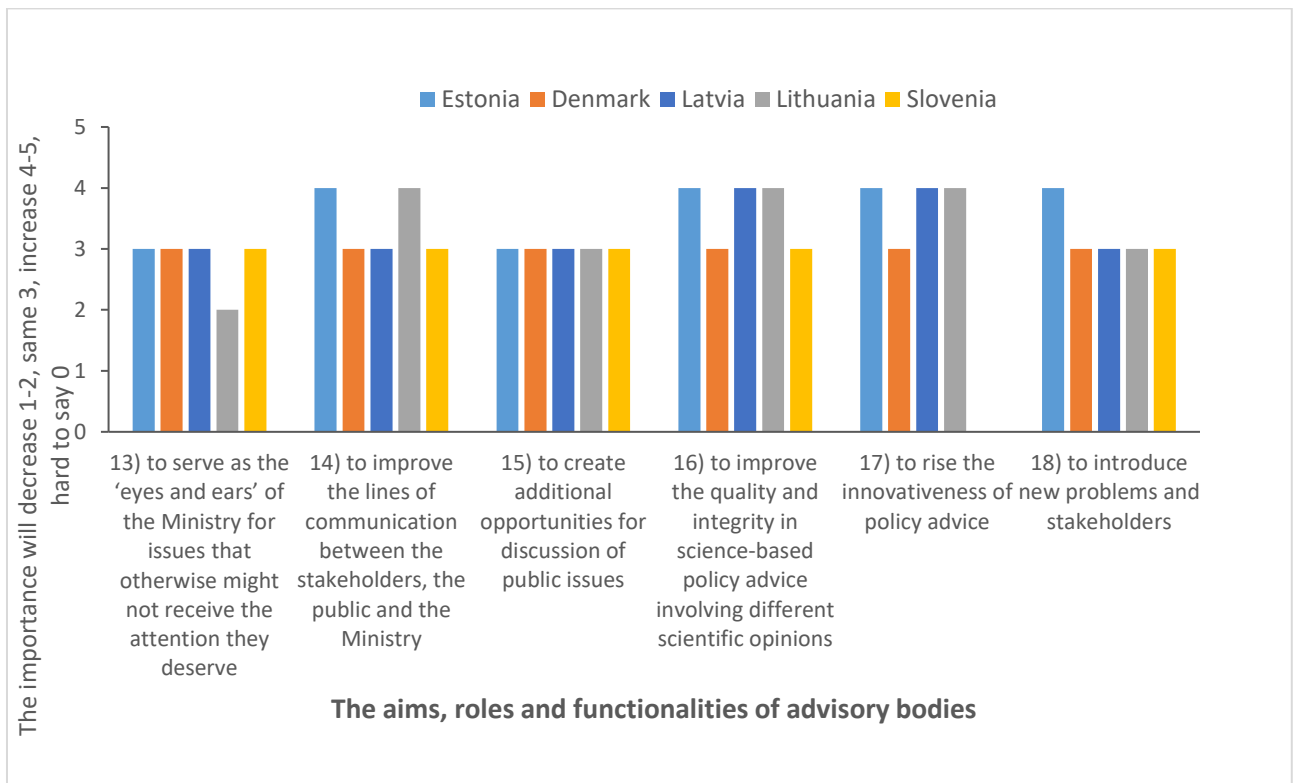


Figure 2C: Advice on current and emerging issues has to ... (Q9, options 13-18)

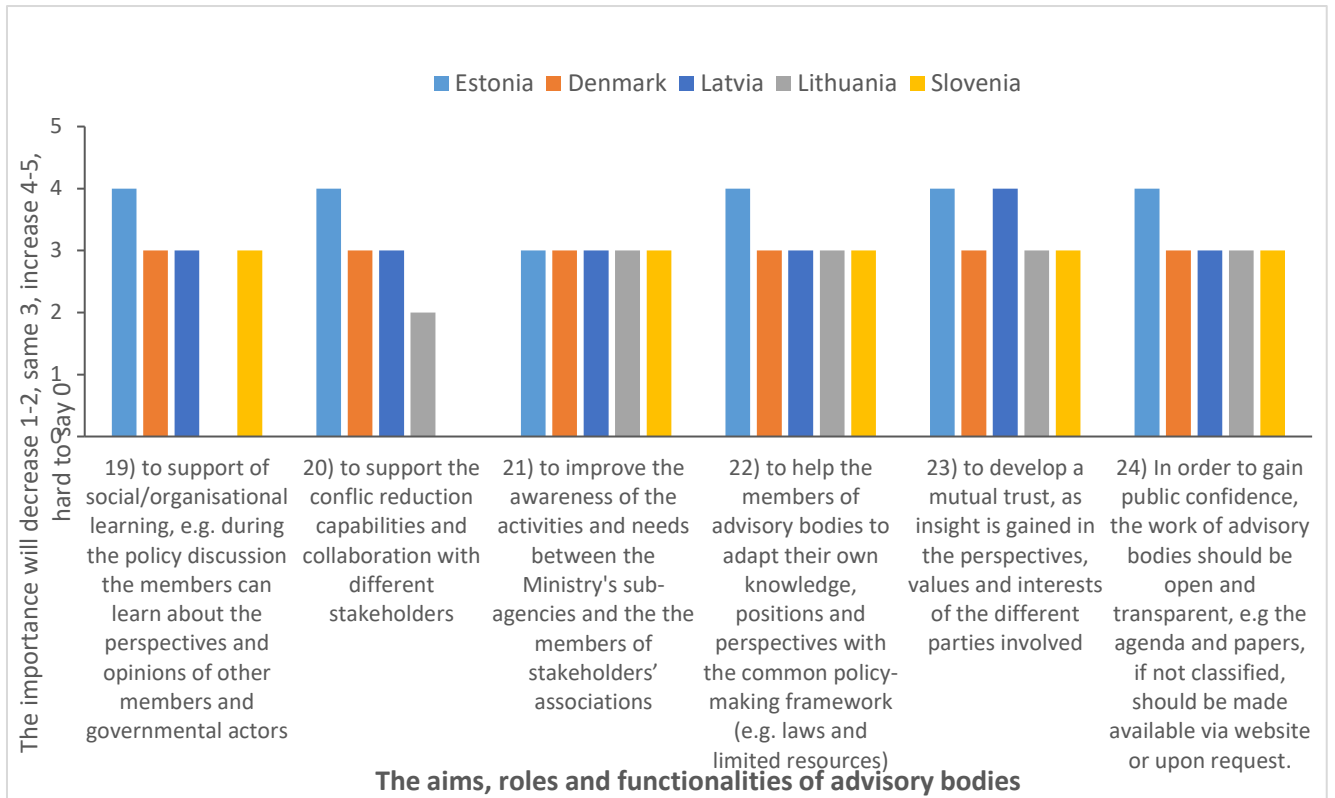


Figure 2D: Advice on current and emerging issues has to ... (Q9, options 19-24)

Some similarities and differences (Q9)

Representatives of the Baltic countries have rated several features of objectives, tasks and functionalities higher in comparison to Danish and Slovenian answers. One explanation may be the planned reforms of the advisory bodies in Estonia, Latvia and Lithuania (open/ready for changes):

5.2. Other formats for stakeholder's involvement that complement the advisory bodies (Q10)

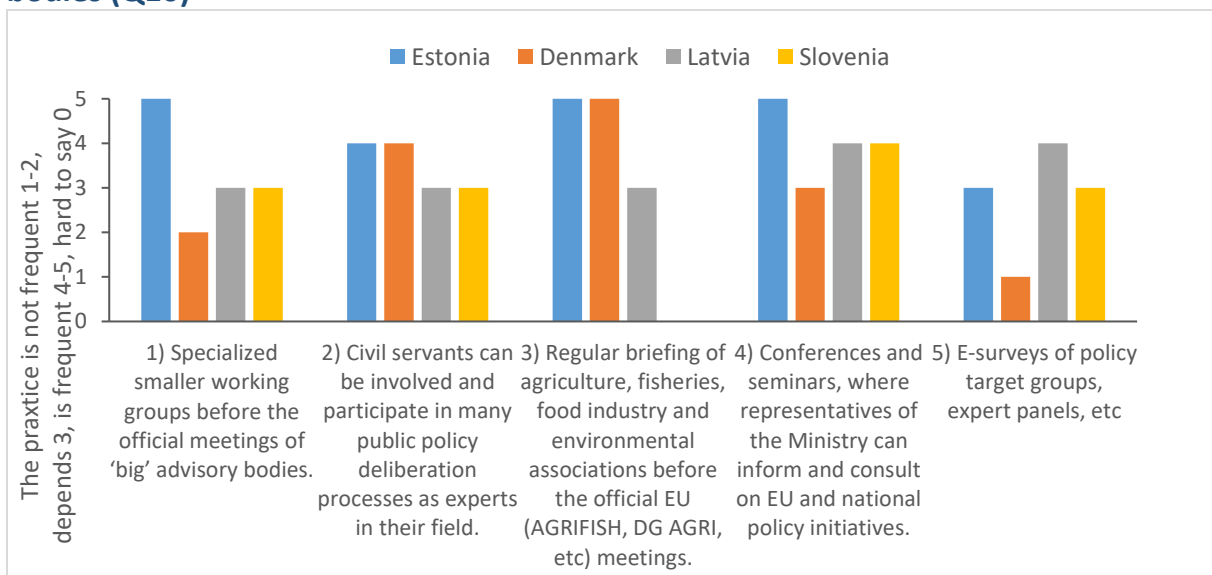


Figure 3: The major formats for stakeholder's involvement that complement the advisory bodies

Comment: Denmark has two special advisory bodies for the pre-AGRIFISH consultations (see Ch.3).

6. The challenges for science-based policy advice. Digitalization.

6.1. Critical challenges and the good experiences for science-based policy advice (Q11)

The knowledge-based (also evidence-based, rational, responsible, moral) policy- and law-making (regulatory governance) has been a normative vision/ideal in western democracies.²⁶ Scientists in the research councils and other advisory bodies, set up at government offices and ministries, contribute to understanding the causes of problems, developing complex policies, finding new development opportunities and mitigating political, economic, social, security and other risks/uncertainties.²⁷

In current pilot study we are testing some scientific advisory bodies related questions/options in the context of five ministries responsible for the food systems (e.g. food safety), agriculture, fisheries, rural development, etc. in the EU multi-level governance framework.

The following Figure 4 and comments can be compared with the sub-questions on knowledge-based policy-making, research and impact assessment in the previous chapter (Ch.3 Q9, incl. Q9-1, Q9-5, Q9-10, Q9-16), and in the next chapter (Ch.6 Q18, incl. Q18-3, Q18-8, Q18-10, Q18-12 and Q18-14).

Do you agree with the statements below? (Q11).

Scale from 5 (Strongly agree) to 1 (Strongly disagree).

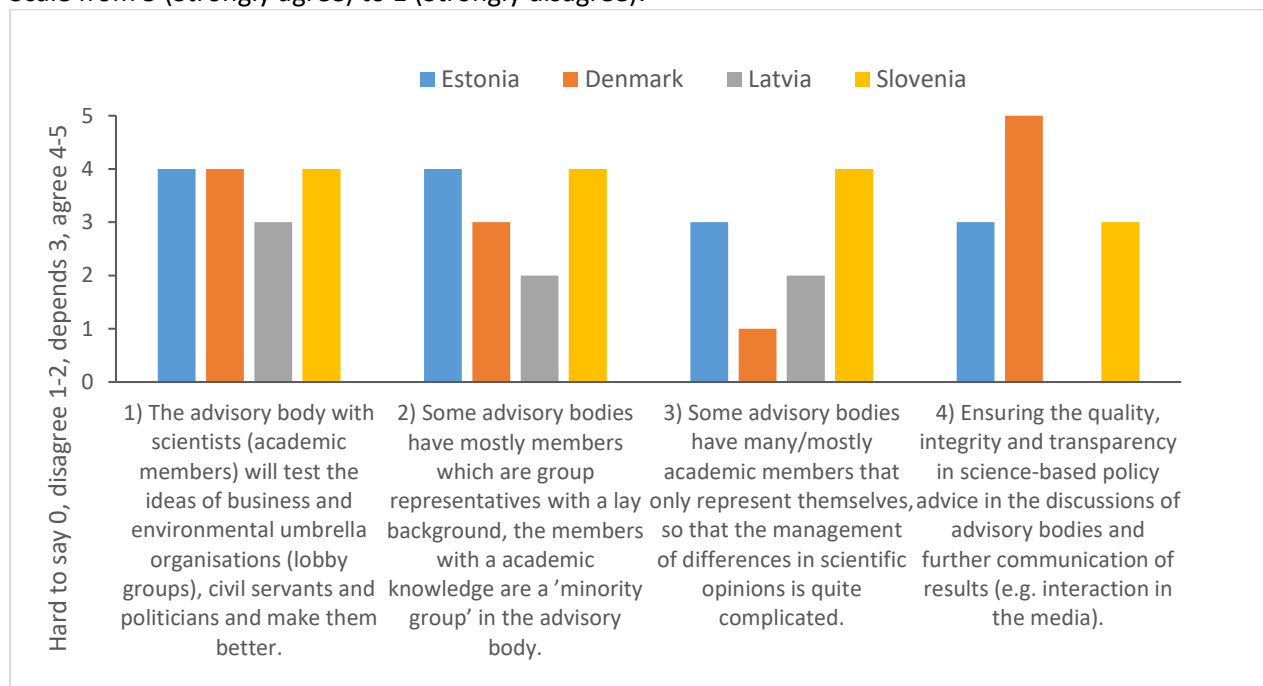


Figure 4: The critical challenges and the good experiences for science-based policy advice

Some comments and examples (Q11)

DENMARK

Q11-1 is understood as: The Ministry has good experiences with “The advisory body with scientists (academic members) test the ideas of business and environmental umbrella organisations (lobby groups), civil servants and politicians and make them better.”

²⁶ For example, Selznick, P. (2008) *A Humanist Science: Values and Ideals in Social Inquiry*. Stanford, CA: Stanford University Press; European Commission (2015) *Better regulation for better results – An EU agenda* (Communication) COM(2015) 215 final; Dunlop, C.A.; Radaelli, C. M. (eds, 2016) *Handbook of Regulatory Impact Assessment - University of Exeter*, Edward Elgar Publishing (the gap between norms/ideals and facts/practices is a normal part of life, e.g. in political institutions©).

²⁷ As Radaelli put it: regulatory impact analysis (RIA) of policy initiatives perform the ‘fire-alarm’ function (Claudio Radaelli (2010) *Regulating Rule-Making via Impact Assessment - Governance* 2(1), 89-92, 95; see also Falk Daviter (2015) *The political use of knowledge in the policy process - Policy Science* 48, 491).

O11-2. It strongly depends on the advisory body. In EU Agriculture Committee, no members work within the academic field, while all the members of the Veterinary Health Council do.

Q11-3 is understood as: "management of differences in scientific opinions is quite complicated" is not complicated.

Q11-4 is understood as: strongly agree that the following is a good experience regarding the Ministry's science-based advisory bodies: "Ensuring quality, integrity and transparency in science-based policy advice in the discussions of advisory bodies and further communication of results (e.g. interaction in the media)."

ESTONIA

Q11.1-4: in Estonian Ministry of Rural Affairs we propose to deal with the topics of Research, Knowledge Transfer, Development and Innovation (RKTDI) policy related advisory bodies separately, because the RKTDI policy measures are usually the input to other policy measures (for example, food safety, bioeconomy, etc.). In strategic planning a problem has been how to measure the impact of RKTDI policy measures (e.g. the impact of scientific studies ordered by state), and in the context of this pilot study the question may be, what kind of toolboxes those advisory bodies will need 2022-2030.

Q11.5 ('Other cross-cutting research and innovation policy issues? (Please add)'): A general challenge has been how to link the interdisciplinary policy studies (with integrated social, economic, environmental, and technological impact analysis) with EU and/or national RKTDI policy measures? (The problem of research policy and academic 'silos'). For example, the development of both, sustainable food systems and the rural proofing (e.g. rural impact assessment of draft laws) need interdisciplinary scientific support for the knowledge-based policy- and law-making. In addition to natural (e.g. agricultural) and technological sciences knowledge transfer here is a need for a social and behavioural science approach.²⁸

SLOVENIA

What role do advisory bodies play in addressing crosscutting research & innovation policy issues?²⁹
Advisory bodies can make suggestions, carry out research and participate in drafting the final content of documents.

6.2. Future challenges. How the digitalization could change the work of advisory bodies and food systems policy governance in general? (Q12)

Digital technologies can provide a platform for the geographically diverse engagement of farmers, food industry, trade, consumers and other stakeholders across the food systems supply chain. In addition, the transparency of agricultural practices data and informational interaction between farmers, advisors, agri-businesses, consumers and regulators will drive and be driven by growing connectivity.³⁰ The initial aim of the question 'How the digitalization could change the work of advisory bodies...?' was related to the 'big data' projects, and the use of EU and national databases in the advisory bodies and/or during the negotiations with different lobby groups (economic, etc. data/facts vs opinions and beliefs).

DENMARK

The future of all the functioning of the advisory bodies post-covid-19 is still unravelling. However, an example of a shift in the functioning of the advisory bodies is the Advisory Committee on Food, which has decided not to adopt the permanent or partial usage of digital platforms for the Committee

²⁸ Because the strategies, laws and technology do nothing themselves – people/families/firms/.. set/share goals and do©.

²⁹ Methodological note: Slovenian team fulfilled the preliminary draft questionnaire, where the additional question (No 12) was: **What role do policy advisory bodies play in addressing and advancing crosscutting research & innovation policy issues?**

³⁰Idea: Simon Fielke, Bruce Taylor, Emma Jakku (2020) Digitalisation of agricultural knowledge and advice networks: A state-of-the-art review. *Agricultural Systems*, Vol 180: <https://www.sciencedirect.com/science/article/pii/S0308521X19310522>

meeting, as face-to-face discussion, and external presentations are critical for the Committee's work. However, the Committee has decided to compress its meeting from two meetings a year (Pre-Covid) to one meeting a year (Post-Covid).³¹

LATVIA

It is clear that digitalization will help engage different stakeholders.

SLOVENIA

Online sessions are better than traditional, because the convocation could be harmonized faster, and decision-making and voting are faster than in correspondence sessions.

ESTONIA

In Estonian Ministry of Rural Affairs there have been some projects related to digitalisation and 'big data', but there are still many questions and different legal, technological etc. problems under discussions. For example:

- 1)** How to use integrated statistical databases and *ad hoc* on-line e-surveys of the agricultural, fisheries etc. business communities in the *ex ante* regulatory impact analysis of new strategy measures and /or draft acts? If the quality of data is good on the policy target groups economic performance, risks, etc., then the quality of *ex ante* impact analysis rise and, the relative position/role of stakeholders associations will change in the negotiations of policy choices (The rise of data-based argumentation).
- 2)** In addition, we expect that digitalisation will help speed up the processing of both EU and national *ex ante* regulatory impact assessment (e.g. draft legislation) and also the proceedings of subsidies/grants related to various EU common policies (saving of time / standard costs).
- 3)** The linkages between the EU or national data protection measures (regulations, infrastructure, info-design, subsidies, etc.), and the business sector trust and motivation to share the 'real life' input data for the common food systems policy design, needs additional studies in the EU Member States.

³¹ **References:** E-mail correspondence with **Sebastian Rønsdal**, Ministry of Food, Agriculture and Fisheries.

7. Success factors and challenges for advisory bodies / systems (Q18)

The selection of principles and recommendations in this chapter could be of particular interest to those strategy & development teams of ministries who are planning to reorganize or establish some advisory bodies in the near future, or to undertake a wider change management in the system of advisory bodies (see also Ch. 2, p. 2.5).

Most of statements, which we tested in this pilot study (Q18), are from the OECD report „Policy Advisory Systems. Supporting Good Governance and Sound Public Decision Making” (OECD 2017).³²

What are the main success factors and challenges for advisory bodies and broader advisory systems in the Ministry? (Q18)

The scale from 5 (very important) to 3 (the importance will remain the same) to 1 (not important at all).

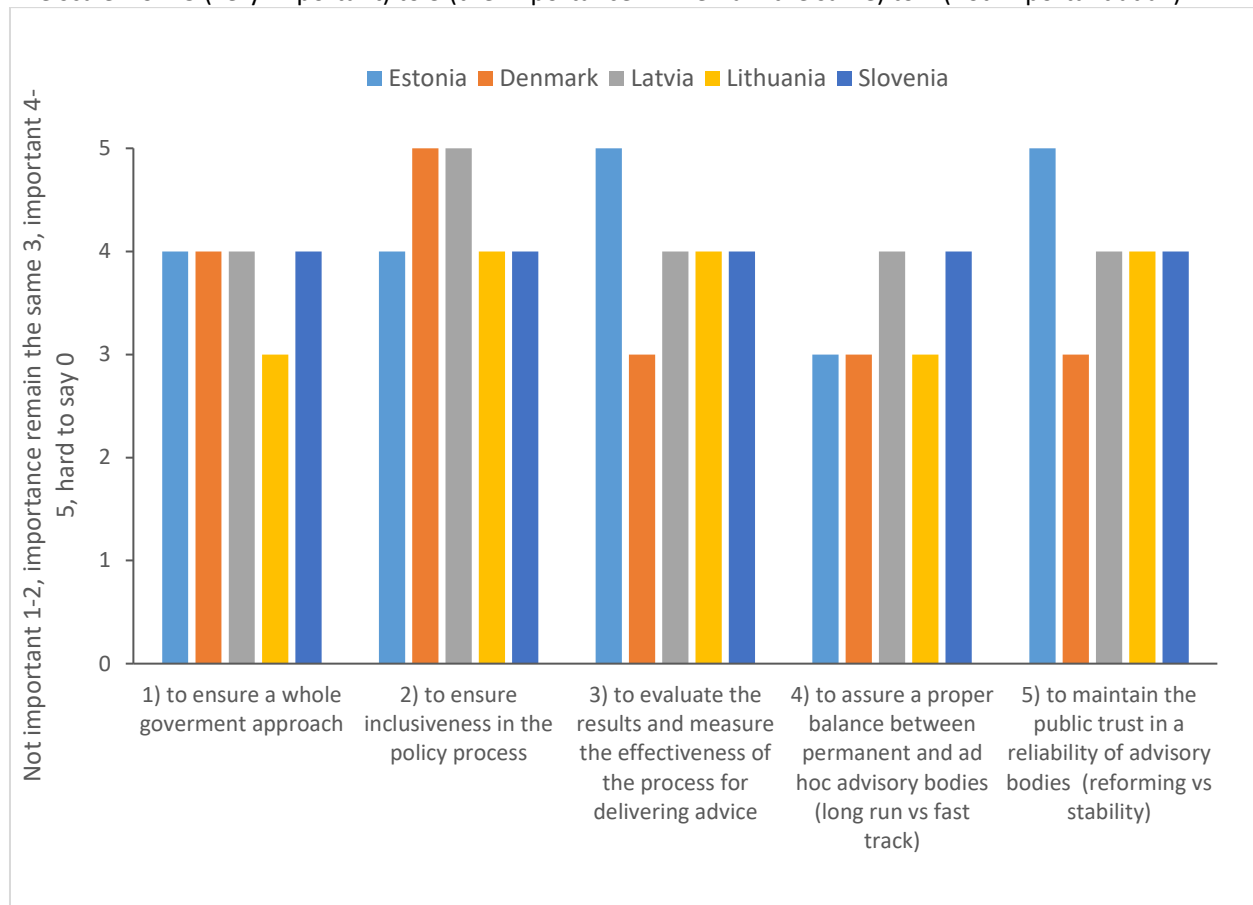


Figure 5A: What are the main success factors and challenges for advisory bodies and broader advisory systems in the Ministry? (Q18, options 1-5)

Comments:

ESTONIA

Q18-1: *a whole government approach* is the OECD concept how all ministries ‘can work together as a single government to improve and sustain service delivery to citizens and to meet new challenges.’³³

³² <https://www.oecd.org/governance/policy-advisory-systems-9789264283664-en.htm>; see also J. Van Damme & M.Brans (2013) Advisory bodies as boundary organizations – Evidence from a European comparative study of education councils - ICPP Grenoble; M.J.W Twist et al (2015). Strengthening (the institutional setting) of strategic advice – OECD seminar „Towards a Public Governance Toolkit for Policymaking: What Works and Why. 22.04.2015; and OECD (2014). Lobbyists, Governments and Public Trust, Vol 3 - OECD Publishing, Paris.

³³ OECD (2011) Estonia: Towards a Single Government Approach: https://www.oecd-ilibrary.org/governance/estonia-towards-a-single-government-approach/promoting-a-whole-of-government-approach_9789264104860-6-en

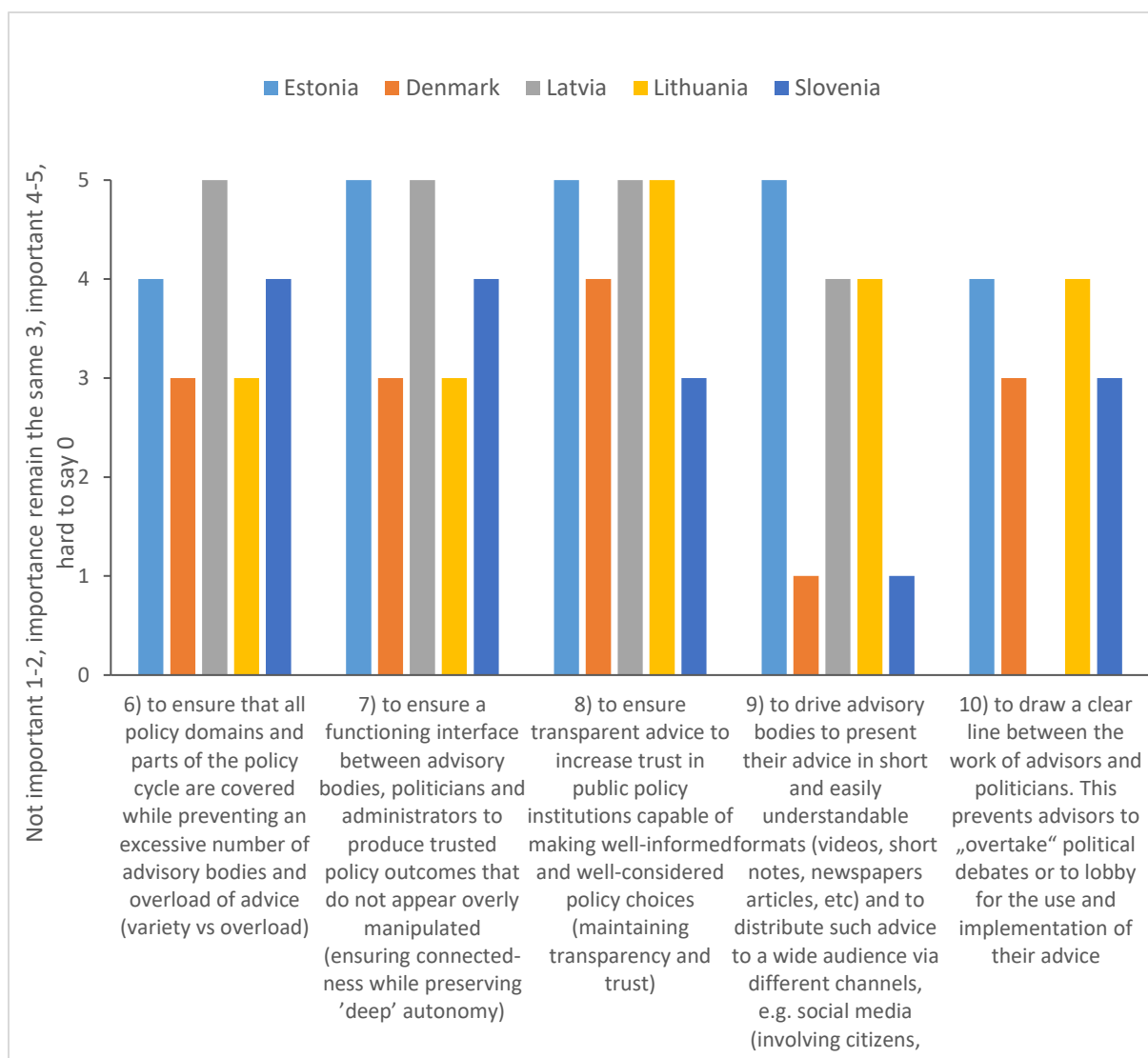


Figure 5B: What are the main success factors and challenges for advisory bodies and broader advisory systems in the Ministry? (Q18, options 6-10)³⁴

Comments:

ESTONIA

Q18-6. An example: the recent comparison of Estonian Agriculture and Fisheries Strategy 2030³⁵ and, the structure of the advisory bodies, shows that some strategically important topics (e.g. food systems, agro-ecology and rural proofing) are not yet very well covered by advisory systems.

Q18-9: there is a need for some support services (e.g. info-design, social media networks etc.).

Q18-1-10: expert assessments 'importance remains the same' (3) could perhaps often be interpreted as 'the implementation of the respective principle / recommendation is relatively good in the ministry, the principle works in practice, no significant changes are needed'.

LATVIA

Q18-6. ABNGOF includes 9 NGOs, and with such number of organisations there are already sometimes problems to make decisions, because organizations have different interests.

³⁴ A methodological note: some statements in question 9 (Ch. 5) and question 18 are similar to compare the assessments on the significance of organizational key objectives and functionalities of the advisory bodies.

³⁵ Short translated version of Estonian Agriculture and Fisheries Strategy 2030 <https://www.agri.ee/en/agriculture-and-fisheries-strategy-2030>

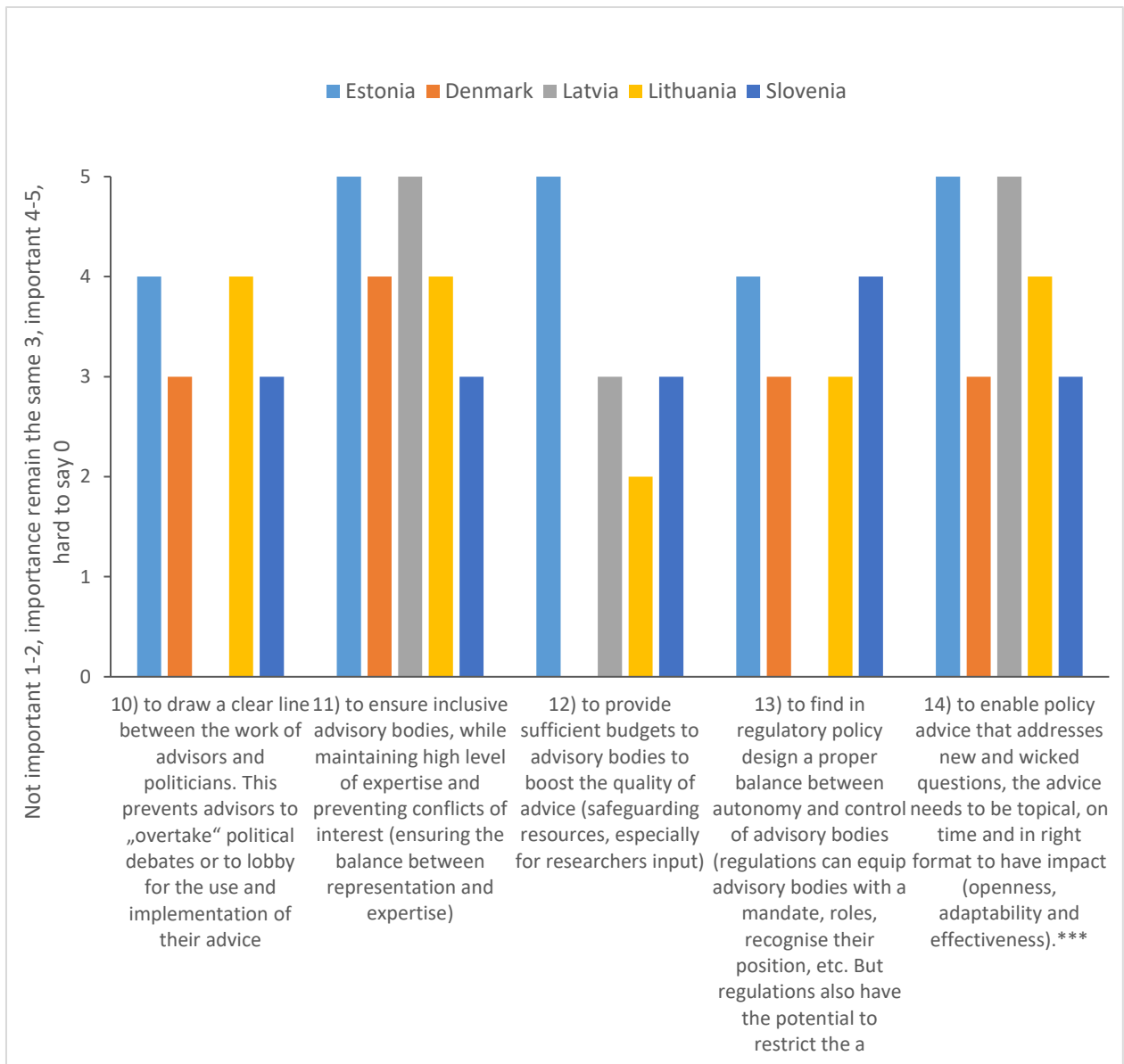


Figure 5C: What are the main success factors and challenges for advisory bodies and broader advisory systems in the Ministry? (Q18, options 10-14)³⁶

Comments:

ESTONIA

Q18-12: especially in the type of Research, Knowledge Transfer, Development and Innovation (RKTDI) related advisory bodies (the ordering of input-analyses, studies etc. on the basis of public procurement rules);

Q18-14:*** it is mostly related to the involvement of universities/academics and also to the environmental and rural community associations (examples of wicked problems: depopulation of rural areas, etc.).

LATVIA

Q18-12: NGOs which are active participating in working groups and give feedback about different projects of legal acts, can receive financial support for building of their capacity.

Q18-13: Regarding ABNGOF we don't see restrictions in work of organizations.

³⁶ No 13) to find in regulatory policy design a proper balance between autonomy and control of advisory bodies (regulations can equip advisory bodies with a mandate, roles, recognise their position, etc. But regulations also have the potential to restrict the **autonomy** of the advisory bodies, for example, by giving instructions for the involvement of new members)

8. Some conclusions and questions for the follow-up discussions

In the comparative studies the most interesting results are usually related to the differences and similarities. In this pilot study we find a lot of similarities and also differences in the details of advisory bodies' management, aims, memberships, procedures, stakeholder's involvement methods, etc.

The comparative pilot study provides many useful ideas and examples for the advisors of advisory bodies in the ministries,³⁷ but also raises a number of new questions aiming to understand the historical / institutional background of ministries dealing with similar policy topics (e.g. EU F2F) and the regulatory governance challenges (e.g. management of different expectations). The insiders of the ministries (acknowledged respondents) as a team/network, have a fairly good collective knowledge (big picture) 'what, why and how works' in the various advisory bodies associated with their ministry.

Some conclusions and thoughts

LATVIA

Advisory bodies have very important role in policymaking, in order to planned actions were thoughtful, feasible and goal-reaching. It is essential to reach the best possible compromise that satisfies farms of different sectors and sizes.

DENMARK

Advisory bodies are an important part of the policy making in Denmark. Both when it comes to domestic policy making and in a European context. Looking at the list of advisory bodies they are often used in technical or complex areas where the need of technical advice is high both from academia, but also from interest groups and NGOs. It is important that there is a certain flexibility in the priorities and tasks of the advisory bodies as the political landscape changes. On the other hand, it is important that the advisory bodies have a clearly defined role to be effective.

ESTONIA

Analysing the list of aims, tasks and functionalities of advisory bodies in questions 9 and 18 above, a generalising keyword for the organisational change management could be **complexity**. On the other hand, if we look at the EU Green Deal, Farm to Fork, Rural Areas Vision 2040 or sustainable food systems initiatives and just thinking on different economic, social, environmental, regional, security, etc. objectives/impacts, then this 'political puzzle' can be also characterized by keyword **complexity**. The advisory bodies are a natural part of the good/knowledge-based governance and the question arises here, how to ensure the governmentability of complex political changes. Also, in the context of limited resources it is necessary to set priorities and ask sometimes why and what kind of advisory bodies are needed in 2022-2030 and how simplify the system of advisory bodies?

One example of the future challenges is the development of **advisory system for sustainable food systems**, where we need input from a wide range of organization, especially from the universities..

The food systems, including **food safety**, topics are under different advisory bodies. In order to reduce the current thematic fragmentation of food systems related advisory bodies in the context of limited resources (e.g the time), The Estonian Ministry of Rural Affairs is analysing the knowledge needs and is looking for more comprehensive advisory system with broader food policy perspective (background: the forthcoming EU framework regulation on sustainable food systems). A recent discussion resulted in a concise three-base idea that is a starting point for follow-up discussions on the knowledge and collaboration needs:

³⁷ The sub-title of this pilot study could be also 'A working paper for the advisors of the advisory bodies in the ministries responsible for the sustainable food systems and rural/coastal development' Aare

- 1) A Club of Scientists / Wise People - a co-operation institution, which could be build-up of scientists studying different aspects of food systems (expert panels), which gives to the Ministry advice on the key trends in the world, etc (linked to European Food Safety Agency and DG AGRI expert groups);
- 2) Stakeholders and Ministry' leadership forum – a format for meeting with the Minister and food business leaders (lobby groups) to inform and consult, present opinions and suggestions, argue, strengthen sector' reputation, etc.
- 3) Co-creation Platform / (Food Policy Lab) - the parties come together according to the topic and together define what the problems are and what the solutions could be using different co-creation methods (The co-creation toolboxes can be used also for other policy- and law-making areas, e.g rural proofing).

In brief, in the complex policy systems (like sustainable food systems) we need sometimes different advisory bodies and/or expert panels with specific aims and competencies.

Methodology of pilot study: some reflections and proposals

If after some time a comparative follow-up study on advisory bodies could be initiated, the methodology and related questionnaire should be improved.

Starting with general suggestions for improvement. For example, the **typology of advisory bodies** needs some kind of co-creation.³⁸

Also, the role of some advisory bodies in the **regulatory impact assessment (e.g. risks)** of the EU and/or national policy/regulatory initiatives may be an interesting topic for many countries/ministries for several reasons. In the academic literature, there are many complementary approaches to knowledge-based / responsive policy design and **better regulation**, including stakeholder's involvement and regulatory impact assessment (RIA). According to Radaelli, in the political economy framework, the system of better regulation has mainly two roles in the OECD countries – **political control over bureaucracy and minimization of uncertainty (risks)**. The involvement of stakeholders and RIA are complementary tools and both perform **the 'fire-alarm' function**.³⁹ EU Commission Better Regulation agenda covers the whole policy cycle – planning, adoption, design, implementation, application, evaluation and revision – which includes the use of scientific knowledge, openness, inclusion of stakeholder groups, etc.⁴⁰ The advisory bodies of the ministries, which are closely involved in EU policies (incl. agriculture, fisheries, environment, food safety), could be seen as part of the EU's better regulation framework (to our knowledge, the roles and functionalities of advisory bodies in terms of EU better regulation agenda have been little explored – see also Q9-5, 10, 11 and Q18-14). [...]

³⁸ For the further co-creation of typology a draft version in brief. For the analysis of advisory bodies system in Estonian Ministry of Rural Affairs we distinguished **five (5) types/categories of advisory bodies**, e.g.: **Type A**. General stakeholders involvement and advisory bodies chaired by Estonian Minister of Rural Affairs (2: Agriculture and Rural Development Council; Fisheries Council); **B**. Steering and monitoring committees of strategy documents (5: both national and EU, e.g. CAP); **C**. Specific advisory bodies related to the implementation measures of strategies (ca 10, e.g. plant protection, organic farming, animals breeding, food safety, laboratory services, food policy lab, bioeconomy, food export, etc); **D**. Research transfer, development and innovation committees etc (4); **E**. Client councils of executive agencies of the Ministry of Rural Affairs (4).

³⁹ Claudio Radaelli (2010) Regulating Rule-Making via Impact Assessment - Governance 2(1), 89-92, 95; also Falk Daviter (2015) The political use of knowledge in the policy process - Policy Science 48, 491.

⁴⁰ Commission 'Better regulation for better results - An EU agenda' COM(2015) 215 final http://ec.europa.eu/smart-regulation/better-regulation/documents/com_2015_215_en.pdf / On the same time, the implementation of EU better regulation principles is highly variable in many Western European countries as well as in relatively new EU Member States: Gloria Regonini (2017). Governmentalities without policy capacity. Policy Science, 50(2), 163; Aare Kasemets (2018). Institutionalization of better regulation principles in Estonian draft legislation: the rules of law-making, procedural democracy and political accountability between norms and facts. The Theory and Practice of Legislation, 6 (1), 84-86.

Annexes

Invitation letter and the questionnaire of the pilot study

Invitation to participate in the comparative study on advisory bodies in the ministries responsible for the agriculture, fisheries and rural development (10.06.2021).

Dear colleagues!

On behalf of the Estonian Ministry of Rural Affairs, I am pleased to invite you to participate in a comparative study on advisory bodies and stakeholders involvement. There are two drivers behind this study initiative. First, we initiated a project to analyse the practices of advisory bodies and to design some toolboxes for different levels of management, in order to increase the effectiveness of co-operation between the parties and their level of satisfaction with the decision-making. Secondly, this project is contributing to Estonia's Open Government Partnership Action Plan for 2020–2022 and its first commitment '*Increasing co-creative policy-making capacity within government authorities*'.

This study initiative addresses **current problems**. In addition to COVID-19 context related changes and virtual challenges, the gap between deliberative and the representative democracy approaches in public policy design needs to be addressed. There is no doubt that trust in government has been in decline in most countries. The citizens concerns range from issues of democratic deficit, transparency and fairness to government's responsiveness in policy-making and delivering services. Democratic government serves the citizens and the **empowerment view** creates an expectation that citizens are speaking and government should listen. Participants tend to be more assertive and more willing to challenge government's views and priorities. By contrast, the **effectiveness view** encourages participants to work within boundaries set by government, and to regard its (usually knowledge-based) views as a legitimate part of the deliberation. Here, the focus is on managing the increasingly complex trade-offs facing decision-makers, such as those between social, environmental and economic goals/impacts. Public deliberation increases the legitimacy of controversial trade-offs. In brief, "despite decades of work by the deliberation community, governments remain far too dependent on conventional consultation". One of our common **research questions** is how to integrate deliberative **empowerment view** and more pragmatic **effectiveness view** tools in the work of advisory bodies.

Our **initial aim** is to collect/describe the best practices for inclusive process design of advisory bodies, to encourage the cooperation between interest groups, to look at new methodologies with a view to creating a toolbox of co-creation methods, and to test some ideas for optimisation of advisory systems. For example, in Estonian Ministry of Rural Affairs there are more than 20 advisory bodies with more than 150 business, community, environmental and academic organisations participating.

That would be great, if you contribute to this comparative study of the ministries with similar policy areas in smaller European Union (EU) countries dealing with EU common agricultural, fisheries and rural development policies. Based on some consultations we hope that this questionnaire includes the main research interests of ministries with similar challenges. Let's network!

I would be happy to receive the completed questionnaire from your ministry by **12 August** at the latest. A preliminary working version of the report will be sent to all respondents for possible clarification. Also, we would consider the interested contributors as co-authors of the final report.

If you have any further questions and ideas, please feel free to contact with me.

Kind regards,

Aare Kasemets *PhD*

Adviser in regulatory impact assessment & civic engagement

Department of Strategy and Finance

Estonian Ministry of Rural Affairs, Tallinn: www.agri.ee

E-mail aare.kasemets@agri.ee

Tel (+372) 56 48 98 69 / aare1skype

MAIN DEFINITION AND METHODOLOGY

For this comparative study, the broad **definition** of advisory body could be as follows:

Advisory bodies (permanent or *ad hoc* committees, commissions, expert panels, etc 'at arm's length to government') provide non-binding strategic advice for the policy design, draft legislation and to the management of a Ministry. Advisory body is usually composed of accomplished experts offering innovative advice providing knowledge, understanding and strategic thinking of the policy areas, strategic direction, guide quality improvement, and assess policy programs effectiveness. The main reason to create an advisory body is to seek expertise outside of the Ministry, to contribute to the exchange of views between industry, consumers and government authorities and to engage the representatives of policy target groups.

Context and methodological approach:

Common agricultural and food systems policies are deeply related to multi-level regulatory governance issues in the European Union (EU). We are planning to analyse the management (e.g. engagement & co-creation toolboxes) and the impact of ministerial advisory bodies in smaller EU Member States dealing with similar policy areas (e.g. EU CAP). If possible, advisers/experts on advisory bodies and stakeholder involvement in your ministry could respond to the questionnaire in a team, as a small working group (co-creation). The data will be highly qualitative, as it will be based on answers of government officials/experts. Therefore, this study is based on the perception of knowledgeable actors. In the future, as a next step, the parties may consider expanding the sample of survey respondents with strategic partners of the ministries (see also invitation letter, Q.20 and endnotes).

QUESTIONNAIRE

1. How many advisory bodies does your Ministry/subordinate agencies of the Ministry portfolio include?

8.1. Ministry and country:	8.2. Number of advisory bodies (2021):
8.3. Comments, link to web page, etc:	

2. Please map **up to ten (10) of the most important advisory bodies** in your Ministry dealing more or less with the EU/national agriculture, fisheries, food systems, bioeconomy, rural development, etc policies. We could focus on 2019-2021 in the following sub-questions:

- 2.1. The name of advisory body, the year of its establishment, legal basis [i. mandatory or not], and who chairs [i. position]?)
- 2.2. What is the purpose / aim of the advisory body?
- 2.3. What is the membership of advisory body? (the number and list of members, i. their organisations, if there are some data on the sub-categories, please add: a) agriculture, fisheries; b) food industry; c) trade and catering; d) NGO-s dealing with consumer' rights, health, rural communities, environment, biodiversity, etc; e) academics and innovation experts; f) officials, civil servants, etc; g)).
- 2.4. How are members selected? And is there also the possibility of sending substitutes, field experts?
- 2.5. How often does advisory body usually meet? Is there a mandatory number of meetings? (for example, twice a year or once a quarter)?
- 2.6. To what extent the members of the advisory body have been able to amend or supplement the agenda of the meetings of the advisory body (the advice can have an agenda setting impact, etc)?
- 2.7. Does the Ministry provide funding to the members of advisory bodies; if so: (a) how much funding has been provided since January 2019? b) For which purposes/tasks the represented associations can use the funding? (for example: training, travel, research, etc).

2.1. Advisory Body	2.2. Aim of advisory body	2.3. Membership	2.4. How are members selected?	2.5. How often does advisory body usually meet?	2.6. Ability to participate in the agenda setting?	2.7. Does the Ministry provide funding to the members of advisory bodies?
1.						
2.						
3. etc						
Comments on listed advisory bodies (1-10), e.g in 2.3-2.4: how different interests are balanced?						

3. Do you have centralised or decentralised coordination system of advisory bodies in your Ministry? ('Fully centralized' here could mean that one unit in the ministry coordinates the activities of all advisory bodies, i. provides support services, plans budget, procures, updates web information, etc.)

1) Fully centralised*	<input type="radio"/>	*If centralised (1-2), please describe in brief, which unit is responsible for the coordination, staff etc, and how the work is organised:
2) Mostly centralised*	<input type="radio"/>	
3) Mostly decentralised	<input type="radio"/>	
4) Fully decentralised	<input type="radio"/>	
Comments:		

4. Guidelines, handbooks, writtern requirements, etc for the advisory bodies

	Yes	No
1) Does the Ministry use some quidelines, codes of conduct, terms of reference, etc for the establishment and management of advisory bodies?	<input type="radio"/>	<input type="radio"/>
Comments, examples:		
2) Does a stakeholder's professional background and awareness of relevant strategies, laws, guidelines, methods, etc give him/her an advantage in becoming a member of the advisory body? (Applicants of advisory bodies should have become familiar with the documents recommended by the Ministry).	<input type="radio"/>	<input type="radio"/>
Comments, examples:		
3) Does the Ministry have codes of conduct and procedures on preventing conflicts of interest, for example, requirements to declare financial/economic interests and gifts, to disclose the contacts with interest groups and lobbyist, etc?	<input type="radio"/>	<input type="radio"/>
Comments, examples:		
4) Advisory bodies interact with politicians and public administration through various channels and at different times. Is the Ministry obliged by formal regulations to respond to the advice given by members of advisory bodies?	<input type="radio"/>	<input type="radio"/>
Comments, examples:		
5) Are the advisory bodies allowed to produce and publish unrequested advice?	<input type="radio"/>	<input type="radio"/>
Comments, examples:		
6) Other related issues (please write):	<input type="radio"/>	<input type="radio"/>

5. Main information channels and methods of e-Participation in the advisory bodies dealing with multi-level governance and interactions between EU and national agricultural, fisheries, food, rural, etc policy design (comments, examples).

Intro: The term *e-participation* suffers from a lack of an all-inclusive definition, e.g. there is a lack of research on e-participation in ministerial advisory bodies. The OECD „*Citizens as Partners: OECD Handbook on Information, Consultation and Public Participation in Policy-Making*“ (2001) is a guide to examine the government-citizens relations on local, national and international levels. The OECD defined three practical ways (information, consultation, participation) in which these interactions could be strengthened. Based on the same structure, The UN added a conceptual framework for e-participation (2014).

Please list main methods for the informing, consulting and participation (co-design of policy options) of advisory bodies		
	Before the COVID-19 crisis (since March 2020)	.. and after March 2020
A. Information: State / Ministry disseminates information on policy-making on its own initiative - or citizens/stakeholders access information upon their demand (One-way relationship; precondition for informed consultations, etc)	(For example: e-mails, press releases, social media news feed etc, to inform stakeholders and broader target groups)	
B. Consultation: Ministry asks for and receives stakeholders feedback on policy-making; also engaging stakeholder associations in contributions to and deliberation on public policies and services (Two-way relationship).	(For example: a written consultation on a bill / draft law by e-mails, i. the Ministry's reasoned feedback to the proposers)	
C. (E-)participation: Citizens / stakeholders actively engage in policy- and law-making (Advanced two-way relationship, empowering stakeholders through co-design of policy options and co-production of public service components).		(For example; a) changes in the use of ICT: MS Teams, Skype, ZOOM, Miro, ... etc; / b) changes towards <i>hybrid working / meetings</i> , i. some participants are connected via ZOOM, etc).
Comments (A-B-C):		

6. How are the information and consultation opportunities organised for the stakeholders who are not directly related to the advisory bodies? (context: the right of citizen/stakeholder to be informed when a policy initiative may affect his/her life, business, etc). **What tools seem to work better?**

--

7. How the COVID-19 context has changed the regularity of meetings and other organisational issues of advisory bodies (main problems/challenges, practices)? Are there also some such changes that have come to stay?

--

8. Does the Ministry assess in some way the impact of advisory bodies to the policy design and outcomes? (for example, agenda setting, conceptual, instrumental or the political-strategic impact)

--

9. The following is a list of the various aims / purposes, tasks, capabilities and indirect functionalities of the advisory bodies that have been mentioned in the literature. Please assess (express your opinion / forecast) which goals/tasks will increase in importance, which goals/tasks will remain the same, and which goals/tasks will become less important in the term 2021-2023?

Some general purposes / aims, tasks, related capabilities and indirect functionalities of advisory bodies and advisory systems	The importance will strongly increase	The importance will rather increase	The importance will remain the same	The importance will rather decrease	The importance will strongly decrease	Hard to say
Advice needs						

1) to provide information, expertise and facts to policy makers (evidence)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2) to provide new perspectives, strategic foresight and exploration of the future ('enlightenment', strategic foresight)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3) to consult with stakeholders and present their perspectives on policy choices (legitimacy)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4) to present alternative views in policy-making process and make government reflect on their choices (counter vailing power)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5) to provide <i>ex post</i> reflections and evaluations (monitoring, <i>ex post</i> regulatory impact assessment)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6) to be topical, on time and in right format to have impact (effectiveness).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Advise on current and emerging issues has						
7) to enable ongoing dialogue on food systems related challenges and opportunities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8) to share information on best practices	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
9) to assess gaps in policies and data during the <i>ex ante</i> impact assessment of policy initiatives	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
10) to support knowledge-based better-informed decisions by Minister and/or staff; help Ministry solve difficult issues and make better decisions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
11) to improve the quality of draft legislation and related public service design	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
12) to assess and advise on implementation of the strategy documents and related laws and other regulations; <i>ex post</i> impact assessment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
13) to serve as the 'eyes and ears' of the Ministry for issues that otherwise might not receive the attention they deserve	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
14) to improve the lines of communication between the stakeholders, the public and the Ministry	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
15) to create additional opportunities for discussion of public issues	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
16) to improve the quality and integrity in science-based policy advice involving different scientific opinions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
17) to rise the innovativeness of policy advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
18) to introduce new problems and stakeholders	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
19) to support of social/organisational learning, e.g. during the policy discussion the members can learn about the perspectives and opinions of other members and governmental actors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
20) to support the conflict reduction capabilities and collaboration with different stakeholders	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
21) to improve the awareness of the activities and needs between the Ministry's sub-agencies and the the members of stakeholders' associations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

22) to help the members of advisory bodies to adapt their own knowledge, positions and perspectives with the common policy-making framework (e.g. laws and limited resources)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
23) to develop a mutual trust, as insight is gained in the perspectives, values and interests of the different parties involved	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
24) In order to gain public confidence, the work of advisory bodies should be open and transparent, e.g the agenda and papers, if not classified, should be made available via website or upon request.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
25) Others (please add):	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Comments (1-25, for example, how you plan to manage/cope with the biggest challenges?):						

10. What are the other major formats for stakeholder's involvement that complement the advisory bodies' consultation and participation activities in the EU affairs (e.g. EU CAP, food safety, etc.)?

	Very frequent practice	Rather frequent practice	Depends, so and so	Rather not frequent practice	It is not at all a frequent practice	Hard to say (incl. no experience)
1) Specialized smaller working groups before the official meetings of 'big' advisory bodies.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2) Civil servants can be involved and participate in many public policy deliberation processes as experts in their field.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3) Regular briefing of agriculture, fisheries, food industry and environmental associations before the official EU (AGRIFISH, DG AGRI, etc) meetings.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4) Conferences and seminars, where representatives of the Ministry can inform and consult on EU and national policy initiatives.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5) E-surveys of policy target groups, expert panels, etc	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6) Other formats for information, consultation and participation that complement the advisory bodies (please add some examples):	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Comments, examples (1-6):						

11. What are the critical challenges and the good experiences for science-based policy advice?

	Strongly agree	Rather agree	Depends	Rather disagree	Strongly disagree	Hard to say
1) The advisory body with scientists (academic members) will test the ideas of business and environmental umbrella organisations (lobby groups), civil servants and politicians and make them better.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

2) Some advisory bodies have mostly members which are group representatives with a lay background, the members with a academic knowledge are a 'minority group' in the advisory body.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3) Some advisory bodies have many/mostly academic members that only represent themselves and the management of differences in scientific opinions is quite complicated.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4) Ensuring quality, integrity and transparency in science-based policy advice in the discussions of advisory bodies and further communication of results (e.g. interaction in the media).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5) Other cross-cutting research and innovation policy issues? (please add):	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Comments (1-5):						

12. Future challenges. How the digitalization could change the work of advisory bodies and food systems policy governance in general?

Intro: digital technologies can provide a platform for the geographically diverse engagement of farmers, food industry, trade, consumers and other stakeholders across the supply chain. Also, the transparency of agricultural practices and informational interaction between farmers, advisors, agri-businesses, consumers and regulators will drive and be driven by growing connectivity. ⁱⁱ

13. How is ensured the transparency and visibility of the decisions-making of the advisory bodies (e.g. the publication and communication of results [web-sites, press releases, blogs, etc practices])? And how the activities of advisory bodies are (could be) related to the strategic communication of the Ministry?

14. How is the advice and opinions of advisory bodies disclosed?

	Always	Often	Rarely	Never	Hard to say
1) Government/Ministry web page	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2) Research report	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3) Official state messages (e.g. press releases)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4) Discussion documents	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5) Presentations on public meetings, conferences, etc	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6) Social media (Facebook, Twitter, blogs, etc)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7) Newspapers articles	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8) Others (please add):					
Comments:					

15. Do you use some special methods to find common ground (understandings, shared aims, etc) between representatives of different stakeholder' associations (e.g. conflicting interest, for example big agricultural firms vs environmental action groups)? (methods, examples)

16. If some joint trainings on involvement, participation, co-creation, etc. have been carried out for the members of the advisory bodies in recent years, please name some more important joint trainings and add related information if available.

17. Does your ministry plan to optimize the system of advisory bodies? (No / Yes)

No	Yes*	*If 'Yes', what are the main reasons, directions for improvement and challenges in change management? ...
<input type="radio"/>	<input type="radio"/>	

18. What are the main success factors and challenges for advisory bodies and broader advisory systems in the Ministry?

	Very important	Rather important	Depends, the importance will remain the same	Rather not important	Not important at all	I /We don't know, hard to say
1) to ensure a whole government approach	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2) to ensure inclusiveness in the policy process	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3) to evaluate the results and measure the effectiveness of the process for delivering advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4) to assure a proper balance between permanent and ad hoc advisory bodies (long run vs fast track)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5) to maintain the public trust in a reliability of advisory bodies (reforming vs stability)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6) to ensure that all policy domains and parts of the policy cycle are covered while preventing an excessive number of advisory bodies and overload of advice (variety vs overload)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7) to ensure a functioning interface between advisory bodies, politicians and administrators to produce trusted policy outcomes that do not appear overly manipulated (ensuring connectedness while preserving 'deep' autonomy)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8) to ensure transparent advice to increase trust in public policy institutions capable of making well-informed and well-considered policy choices (maintaining transparency and trust)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
9) to drive advisory bodies to present their advice in short and easily understandable formats (videos, short notes, newspapers articles, etc) and to distribute such advice to a wide audience via different channels, e.g. social media (involving citizens, providing coherent, intelligible advice)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
10) to draw a clear line between the work of advisors and politicians. This prevents advisors to „overtake“ political debates or to lobby for the use and implementation of their advice	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
11) to ensure inclusive advisory bodies, while maintaining high level of expertise and preventing conflicts of interest (ensuring the balance between representation and expertise)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

12) to provide sufficient budgets to advisory bodies to boost the quality of advice (safeguarding resources, especially for researchers input)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
13) to find in regulatory policy design a proper balance between autonomy and control of advisory bodies (regulations can equip advisory bodies with a mandate, roles, recognise their position, etc. But regulations also have the potential to restrict the autonomy of the advisory bodies, for example, by giving instructions for the involvement of new members)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
14) to enable policy advice that addresses new and wicked questions, the advice needs to be topical, on time and in right format to have impact (openness, adaptability and effectiveness).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Comments (1-14):						

19. Is there anything else you would like to add?

20. Contributors / name, organisation, role, contact information /:

Literature, useful links and photos

Is there anything else you would like to add? (Q19)

ESTONIA



The Council of Clients at the Estonian Agricultural Registers and Information Board (PRIA.ee)



Organic farming expert group (Knowledge Transfer Program)

DENMARK

Possible photos that could be included



The Danish Veterinary Health Council. Source: <https://detsvetsund.dk/om-raadet/>



The Danish Veterinary Medical Council. Source: <https://vetmedraad.dk/>



The Animal Ethics Council. Source: <https://detyreetiskeraad.dk/>

Other possible images:



Source: The Danish Veterinary Medical Council. <https://vetmedraad.dk/>

LATVIA

Advisory Board of Non-Governmental Organizations of Farmers (ABNGOF): <https://www.zm.gov.lv/zemkopibas-ministrija/statiskas-lapas/nevalstiskas-organizacijas?id=14724#jump> ;

Advisory Board of Forest (ABF): <https://likumi.lv/ta/id/250000-meza-konsultativas-padomes-nolikums>

Advisory Board of Fisheries (ABFi) - <https://likumi.lv/ta/id/100411-zivsaimniecibas-konsultativas-padomes-nolikums>

Advisory Board of Protection and welfare of animals (ABPWA) - <https://likumi.lv/ta/id/269566-dzivnieku-aizsardzibas-un-labturibas-konsultativas-padomes-nolikums>

LITHUANIA

Lithuanian Council of Agriculture: <https://zum.lrv.lt/en/gallery/minister-k-navickas-met-with-the-representatives-of-the-council-of-agriculture>



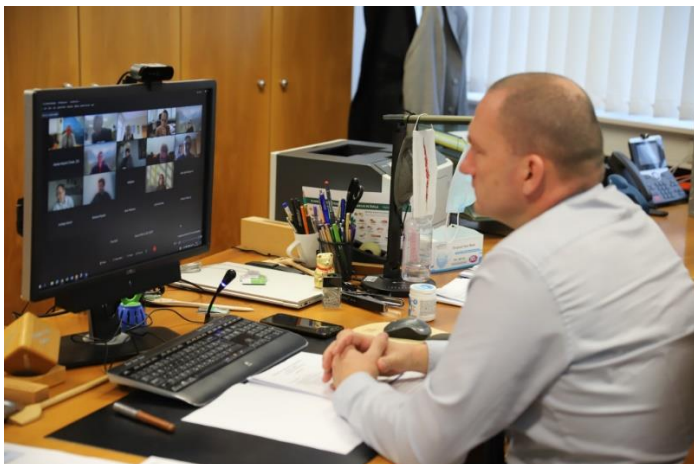
Lithuanian Council of Agriculture, 21.10.2021

Minister K. Navickas, 21.10.2021

SLOVENIA



Slovenia.



Slovenia. Minister in Zoom. 16.12.2021



Slovenia. Svet za promocijo
