

Transcript of the *"Wenden bitte!"* podcast: <u>What does public participation deliver?</u>

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Introducing the subject and today's contributors

Nadine Kreutzer:

Hello and welcome, everyone. Issues of acceptance and participation are key to lots of the topics we talk about here. For instance, how we as individuals and citizens can play our part in the energy transition, the transport transition and so on. What that can mean to the success of the many, vital transition processes is not to be underestimated. With those thoughts, I welcome our listeners most warmly to this episode of our *"Wenden bitte!"* podcast. As always, I have at my side Mandy Schossig, who heads communications at the Oeko-Institut.

Mandy Schossig:

Hello from me. And you just heard on the other microphone Nadine Kreutzer, my dear co-host and journalist. For today's topic, I looked around within the Oeko-Institut, as always. Who's the expert? It was quickly clear that Melanie Mbah is the one we need to talk to. Based at our Freiburg office, she explores the issues surrounding participation and transdisciplinary research. Melanie is a Senior Researcher and, above all, she coordinates transdisciplinary sustainability research. She's joining us on a live line from Germany's sunny south. Hello, Melanie.

Melanie Mbah:

Hello, Mandy. Hello, Nadine. Great to be here.

Nadine Kreutzer:

Hello Melanie, we're really pleased you could make it. Before we start bombarding you with our questions, here's a sound clip giving you, dear listeners, a short briefing on today's subject.

Sound clip (brief subject overview)

Action taken to mitigate climate change or maintain environmental quality usually means and requires changes in the everyday lives of many people. This can involve inner-city greening which leads to the loss of car-parking space, or the erection of a wind farm which impacts on nearby communities. Such projects – sustainable in themselves – spark resistance among many. Disparate interests meet head-on, with benefits to society as a whole having to be weighed against local impacts. How, in such situations, can conflict be prevented and greater acceptance of necessary changes created? The key point is that local citizens are involved in the planning and execution of such processes from the outset. This is vital in order to shape jointly framed approaches that take all interests into account. But how exactly does participation take place? For which issues is it purposeful? And which challenges need to be mastered for participatory projects to succeed?

The personal side

Mandy Schossig:

Well, I imagine it must be pretty challenging to engage in such processes. Melanie, you know, many of our colleagues here tend to spend most of their time at their desks. You, however, engage with people directly in workshops or other formats, where you are confronted with their emotions. How do you handle this?

I actually really enjoy it. I like to meet people. I enjoy working with people. And there are both sides: there are naturally also phases in which I'm at my desk, preparing. Preparation takes a lot of time. The workshops in which it culminates are a kind of reward. That is where one finally gets going, talks to people on site and can see how they respond and perceive things. That's usually highly valuable.

Nadine Kreutzer:

Can you tell us about a particular experience in your work that comes to mind? What's a typical reward? What kind of responses do you experience?

Melanie Mbah:

Well, two weeks ago we convened a workshop as part of the *PlanTieFEn* project. That was our first workshop in the High Black Forest in the focus region. Initially, participants expressed uncertainty and critical attitudes. They asked: "Why are we doing this, and why should we be interested in participation at all? Why should we want to take part in the first place?" But after we had explained everything again, and after we had then really worked together in the workshop, participants approached us. They said it had been a great event for them, they were glad such a space existed in which their voices are heard, where they can join in and can participate in research. And that they would definitely like to take part next time and will urge others to come to the next workshop. That kind of experience is marvellous.

Nadine Kreutzer:

So you gained multipliers, sounds great.

Melanie Mbah:

Exactly.

Participation – definitions and relevance

Mandy Schossig:

I'll leap straight in and echo one of those questions: why participation in the first place? I think that's a key question to start with. When we think of participation processes, it's often about new wind turbines being erected. Or about the search for a final nuclear repository site, which we'll talk about in more detail soon. Many of these processes have to do with the energy transition. So to get started: In which issue areas does participation make sense at all?

Melanie Mbah:

Participation almost always makes sense. It is less a question of whether participation should take place, and more one of how it can be facilitated and who is to be involved. Participation is certainly always valuable when activities or projects can be expected to bring about change, specific users or innovations are to be addressed and local people are therefore highly affected. The aim is to make projects more robust and knowledge more sound. This involves integrating common, everyday knowledge and a broad array of outlooks in order to take better decisions, develop better solutions and devise better actions.

That is why participation is always purposeful. Whether it can actually take place depends upon the capabilities in the given situation, such as time and human resources.

Nadine Kreutzer:

You've said that it is often about citizens' concerns. There are worries and fears, particularly when it comes to changes. Flashpoints include nuclear repository siting, wind turbine erection and transport infrastructure expansion. How can the fears of participants be addressed? Which specific concerns do they voice with regard to nuclear repositories or wind farms, and how can they be dispelled?

Melanie Mbah:

It is not primarily about pacifying the public. We rather ultimately aim to give people a way to take part in shaping processes, for we don't organise large public awareness-raising events – instead we usually work together with a small number of individuals to address a specific issue or problem. We are initially interested in finding out what the local concerns and worries are. We then try to employ this knowledge to formulate suitable actions and recommendations for decision-makers. It is less a matter of dispelling specific worries and more one of motivating people to take part and co-produce research.

Nadine Kreutzer:

I'll ask again, though: Which are the worries and fears, for instance when it comes to nuclear repositories or wind farms? What are people saying to you?

Melanie Mbah:

Right. There is no lack of worries. Take repositories: nobody wants a nuclear waste repository in their back yard. There are worries about health and environmental risks, and also about regional loss of property values. There are image concerns – that the region is no longer so attractive and that this may hamper its future development. Those are the things frequently mentioned about repositories.

The worries around wind power concern the impact on the landscape, that landscape amenity is lost, the area may thus become less attractive to tourists and visitor numbers could crash. In regions where tourism plays a major role, such as the High Black Forest, this is a big issue and major concern. There are also concerns about water resources, for instance that interventions in designated drinking water catchment areas could cause problems.

Mandy Schossig:

And you said it is not about pacifying people, but giving them an opportunity to shape the process. What can such involvement deliver? Or rather, why is it so important that people feel involved?

Melanie Mbah:

It is important to show and recognise that local knowledge is particularly relevant when developing and preparing decisions. And participation can underpin the legitimacy of decisions. This is the case if diverse views have been taken up, thus helping to refine strategies and projects and respond to the needs and wishes of many. This does not mean that every single wish can be fulfilled. What it does mean is that an opportunity is provided to shape the process.

Nadine Kreutzer:

You've been speaking of involvement and participation. In German, we often speak of *Beteiligung* and sometimes of *Partizipation*. Are the terms synonymous?

Yes and no. In what we term *Beteiligung*, a distinction can be made between formal and informal public participation. The formal type is required by law – for instance procedures governing the submission of comments or consultation procedures. The informal type is additional to and transcends the procedures governed by law – for instance information events or briefings.

Partizipation in German can be viewed as an umbrella term that includes the types of participation I just mentioned. It tends to be used more in the research context, however, less as a concept prescribed by statute or forming a statutory framework. It is implied here that participation is more than just involvement in a formal process. It relates rather to true, joint shaping of processes and outcomes. That's what I mean when I speak of participation.

Participatory research

Mandy Schossig:

And what concrete form does this take? You mentioned a workshop you were at recently. What does that format look like? How can we envision it?

Melanie Mbah:

Workshops can employ different formats. In the one we recently carried out, we had invited participants beforehand and had various actors there who we considered important. In such a setting we provide input, present our project and share information. What we then mainly seek to achieve is that we work together. In the given case we worked together to produce maps. In this co-mapping, we inquired: What are important places, places key to the region, the locality and people's identification with it? And then we asked: Where, in your view, could wind turbines be erected? And which places should be absolutely out of the question? That had great practical relevance – we discussed it and evaluated it.

Nadine Kreutzer:

Which people do you reach with this approach? Is it always the same people who are interested in tackling these questions? Or are participants highly varied and heterogeneous each time?

Challenges

Melanie Mbah:

Unfortunately, it is not the latter. That is indeed a major challenge in participatory research and in participation in general. Public participation events are mostly marked by characteristic segments of the population joining in. Very often these are male and elderly, often already pensioners, who have time and are interested in engaging. They also tend to represent the educated classes.

The people who can't take part because they lack the time are mostly absent. But so, too, are socially disadvantaged groups, people from migrant communities, socio-economically disadvantaged people and educationally disadvantaged people. This presents a great challenge, especially when we're trying to motivate younger people to take part in such workshops. We're seeing there that the formats will have to be different in order to address young people and gain their participation.

Mandy Schossig:

Yes, I was wondering about that when preparing our talk: How does one learn of these participation processes? Let me recount an experience of my own: I recently attended an information event in my city district. It was about the expansion of a new section of the A100 motorway. I learnt about it through Instagram. But I reckon lots of people don't hear about that through Instagram. Which avenues do local authorities and other actors have to make such processes known?

Melanie Mbah:

In public procedures local authorities often inform about them, either via their website or through a public announcement that a plan has been published and comments can be submitted. Official gazettes can be used for such announcements. Usually these are publicly accessible pages. A further option is to inform local residents by bulk mail. These are avenues in the context of statutory public participation. Where a project such as one of our research projects is concerned, we usually invite selected stakeholders and individuals who we would like to involve in a project workshop, often over a lengthier period. In other words, we often try to have much the same group of people at each workshop, in order to have an ongoing exchange.

Nadine Kreutzer:

You say it is a challenge to get the people to attend. What are the other challenges besetting these participation formats?

Melanie Mbah:

There are many challenges. One, as I've mentioned, is to capture the full array of perspectives. Another is to cope with the prior experience that many have made in other events in the context of statutory public participation procedures. For instance, people told us in one of our workshops that Badenova, the regional energy utility in the Freiburg region, had recently been there and had carried out a participation procedure – and Badenova representatives had stated from the outset that they were only doing it because it is required by law. That they weren't doing it out of any actual interest in citizens' views and concerns. Such experiences are a major challenge for us, for they often dampen willingness to take part.

Transdisciplinary research

Mandy Schossig:

Let me digress again here. You also do transdisciplinary research. This goes beyond pure participation. Give us the lowdown. What is transdisciplinary research exactly?

Melanie Mbah:

Right, it's a bit like the process I described just now, the way we structure the workshops. Transdisciplinary research means going beyond one-off participation events. It means that scientists and practitioners, for instance in administration, policy-making and civil society, but also individual citizens, work together on a societal issue such as how to improve the way in which wind turbines or other renewable energy facilities are sited, planned and built.

And this means involving people continuously, not just occasionally, and ideally throughout the entire research process, jointly co-producing knowledge. While at the same time reciprocally taking the knowledge produced and processing it in each actor's own context, integrating it, taking it up and making it a part of one's day-to-day activities. This is a learning process for the individual actors in the research process.

Mandy Schossig:

An exciting new development in this context, in which the Oeko-Institut was involved, has been the founding of the Society for Transdisciplinary and Participatory Research GTPF. A bit of a tongue twister, that. What's this society about and what's its role in the research landscape?

Melanie Mbah:

Indeed, the Society for Transdisciplinary and Participatory Research was founded in March 2023 upon the initiative of the <u>td-Academy</u>. This is a project or platform at the Oeko-Institut together with a number of other partners including the Institute for Social-Ecological Research ISOE in Frankfurt am Main, the Center Technology and Society ZTG at Berlin Technical University, and the Institute for Technology Assessment and Systems Analysis KIT-ITAS.

It is a counterpart to international associations such as the ITD Alliance hosted in Switzerland, which aims to advance transdisciplinary research, strengthen it, make it more widely known and connect the various communities. That's what we're trying to establish in the German setting with the Society for Transdisciplinary and Participatory Research. Bringing together the diverse transdisciplinary and participatory research communities and fostering exchange among them. Jointly advancing science and strengthening it vis-a-vis policy-makers and funding institutions.

Focal theme: the search for a final nuclear repository site

Nadine Kreutzer:

Then let's get more specific and look at examples of projects. The search for a final repository site for nuclear waste in Germany is a burning issue and one in which participation always plays a major role. You've touched on it already and we've talked about it in depth with your colleague Julia Neles. But that was three years ago. Dear me, a lot has happened since then. And you're a geographer. Where do we stand now in that process and at what point does participation take place?

Melanie Mbah:

Currently we're still in phase one of the site selection procedure for a repository for high-level radioactive waste. In other words, we're still engaged in identifying sub-areas and siting regions. If I recall correctly, Julia reported three years ago about the way in which sub-areas are identified. The BGE's interim report on sub-areas was published at that time. We've moved on since then. That is to say that 54 percent of Germany's territory has been designated as sub-areas which are now being studied further in order to identify siting regions. So the overall potential area is to be narrowed down, and the siting regions proposal is yet to come.

That proposal is expected for 2027. Siting regions will be selected in which, in turn, participation procedures will take place in the form of regional conferences. There were already numerous previous opportunities to participate, such as the sub-areas technical conference that was carried out to debate the Sub-areas Interim Report. That led on to a final report, a kind of expertise or expert opinion on the Sub-areas Interim Report.

It is now about selecting siting regions. To maintain a consistent level of participation, a further format has been developed. This participation format is the Repository Search Forum planning team, which backs up the entire process on an ongoing basis. A range of diverse actors has been selected to take part, representing policy-making, the institutions, the directly involved institutions such as BGE,

BASE and NBG, but also scientists and members of the public. Once a year they carry out a repository search forum and seek debate with the public and all stakeholders.

Mandy Schossig:

We need to clarify the abbreviations: BGE, BASE, NBG. Will you do this for us?

Melanie Mbah:

Certainly. <u>BGE is the federal company for radioactive waste disposal</u>, the project developer, in other words the institution carrying out the repository project. <u>BASE is the Federal Office for the Safety of Nuclear Waste Management</u>, the supervisory authority. NBG, which I've mentioned before, is the <u>National Citizens' Oversight Committee</u>, which provides mediatory assistance in the procedure.

Mandy Schossig:

In the past the final storage issue has been a severely conflict-ridden process. I need only mention Gorleben. Let's not go into past conflicts further, but I do wonder how this historical burden is now handled in the present participation process?

Melanie Mbah:

In view of that, it is indeed particularly important to be prudent and not take hasty decisions. Instead, we need to find the repository site in a science-based, participatory process, observing the provisions of the Repository Site Selection Act and taking the time needed for public participation. For this very reason further forms of public participation are being developed and the entire site selection procedure is being shaped in a participatory manner. This is a first in Germany. It is a comprehensive, participatory procedure extending over many years.

Nadine Kreutzer:

Before we ask you what a good consensus micht look like, could you explain in simple words why all this takes so long? Why does it drag on and on? How can one explain to the younger generation why it takes so many years?

Melanie Mbah:

That's really difficult. But it is a very drawn-out process because many things need to be taken into account. We have a scientific process with the expectation that the criteria are met and taken seriously and work is performed meticulously. Preparing that alone needs a lot of time. Then we have the aspiration that at each step the results are debated and are presented transparently. Such discussion and reflection processes need time, as does taking up the outcomes in further stipulations. All of that takes long. It takes time to perform and evaluate exploratory drilling, there is both surface exploration and subsurface exploration. There is a lot of analytical work going on in the background. All of this is punctuated by decisions taken in the Bundestag, again processes that need time. When we have finally found a repository site, there is the approval procedure and the construction of the repository itself.

Nadine Kreutzer:

Wow, I see. What would a good consensus look like, in your view? What would you find satisfactory?

I would be satisfied if the process encounters acceptability, in the sense of its outcomes meeting consensus. If it was shaped in a fair and transparent manner and the way it was conducted was participatory. And many come on board and can say: "Yes, I feel involved, I comprehend the process well and can understand why this site was chosen and no other."

Mandy Schossig:

I live in Berlin, and so does Nadine. Now if I look at the map, that doesn't look like the location for a repository. Our listeners can't see, but you're shaking your head. My question is this: Can I keep out of the process or should I take an interest nonetheless?

Melanie Mbah:

No, in my opinion it is absolutely essential that everyone takes an interest, for we all profit from electricity being supplied readily and being relatively affordable. We associate few benefits with a repository and many drawbacks, such as damage to the region's image or to the value of properties. There are potential risks from radionuclides that could escape. And this is why it is important that everyone takes an interest.

As yet, 54 percent of Germany's territory is selected. This means it is relatively unclear whether Berlin, for instance, will be excluded. In Berlin's territory there are places, such as Schönefeld, that are within the suite of sub-areas.

Nadine Kreutzer:

Okay, we live in central Berlin and in the Charlottenburg district, so we needn't be concerned.

Mandy Schossig:

But Schönefeld isn't far away. The next question arises: does one want the repository so close?

Nadine Kreutzer:

Our electricity bill still has to be affordable. Precisely. Germany' Federal Office for the Safety of Nuclear Waste Management, known as BASE, is responsible for this search for a repository site, and they're doing more and more. For instance, they're communicating on social media. That's a good start to take people on board. What other ways are there to ensure transparency in this complex process? Putting up a notice at the local supermarket? Sounds almost too straightforward, but that might also be a way to reach out to people.

Melanie Mbah:

Yes, the information platform set up by BASE is prescribed by law. Here it is essential that there is full documentation to ensure transparency. Full documentation of all processes, of the way decisions were taken, which methods were applied, which actors involved and which arguments heard. And it must be ensured that these documents are accessible and retrievable.

Mandy Schossig:

This is a task with a large timeframe. You mentioned it just now: it is a very long time, over several generations. How does one safeguard knowledge for so long? What experience is already available in that respect?

Yes, right. Other institutions are also putting their minds to this. Various research projects are being put out to tender. For instance, we're working currently on a research project called Nuclear Culture Heritage. The idea is that a heritage develops and is institutionalised over the years, and can act as a holder of knowledge. Such topics play a role here and are currently being researched. But there is no clear-cut way to transmit knowledge over many generations. That is definitely a sticking point.

Focal project: PlanTieFEn

Mandy Schossig:

Well, let's leave the repository topic aside for a moment. It's a big issue and won't be going away anytime soon. You mentioned just now that you were at a workshop a couple of weeks ago as part of the <u>PlanTieFEn project</u>. We've talked about that with Moritz, our expert for renewables. That's about land use and the planning processes need for renewable energy facilities, identifying which specific sites can be used to erect wind turbines or solar installations. As you said, you discuss these local siting issues with the people who live there. What shape does participation take in this context?

Melanie Mbah:

Exactly, I had outlined that briefly. We have a series of workshops which we carry out in participatory planning laboratories. The goal is to frame, together with the actors in the field, activities by which to better integrate soft factors in planning processes. These can be local and regional socio-economic factors, but also factors of cultural history. And we wish to build on this to develop, jointly with the actors, measures that foster participation. But also measures for regulatory instruments that can be employed to plan and implement renewable energy technologies or can be used to improve planning processes. We concentrate on site designation here.

This work involves workshops in three different pilot regions. Those are the upper Rhine region, the Ruhr region and Western Pomerania. Because we can't take all feasible aspects into account in these pilot regions and can't have people taking part from all localities, we have selected focus regions in each case. In the case of the upper Rhine region this is the High Black Forest. There, we have selected three municipalities with which we aim to cooperate to jointly frame locally appropriate measures that fit the region and take their needs into account.

Nadine Kreutzer:

Okay, so you're focussing on three special sites. Are the research and results at these sites utilisable for other municipalities or projects too?

Melanie Mbah:

That is definitely our goal. That's why we've chosen such different regions, for one thing. For another, we've included a reference region. That's Bavaria. We have actors from Bavaria with whom we regularly reflect upon and discuss our interim results throughout the term of the project, and find out to what extent our results may be transferable to Bavaria. In this manner, we seek to develop a kind of modular set of building blocks with specific elements for participatory forms, but also for regulatory instruments.

Mandy Schossig:

You told us you bend over a map in these meetings and discuss the places where the installations could be. And where they absolutely should not be. What's it like? Are the people quite open-

minded? Is there a lot of agreement? How do you moderate such an event? Can you tell us what you've experienced?

Melanie Mbah:

We usually do that in small groups. We had about 15 participants at the workshop in the High Black Forest. We tackled specific issues in three breakout groups. That was in a World Café format. In other words, each group ultimately discussed and answered each question. In such a format people are very open. Controversy does arise, they're not always in agreement. One may say "but this place is important to me", to which the other responds "no, I see that quite differently". When it is about potential sites for the future erection of wind turbines it is controversial. We took all this on board and asked the participants to conduct an assessment of what they would support and what they would oppose. This allowed us to work out clusters showing which sites encountered particular approval or a great deal of rejection.

Yet that is only a workshop format and an approximation to the region. We want to move beyond this, in formats in which we really address concrete demands and work out what this means for actual participation.

Nadine Kreutzer:

We invited you today because we want to know why involvement and participation are important. If you and your colleagues weren't doing these things, what would be lacking? Can you briefly explain why it is so valuable?

Summary and conclusion

Melanie Mbah:

Indeed, participation is vital in order to give recognition. And especially in order to integrate knowledge. There are many stocks of knowledge that we in our research perspective or practitioners in planning processes can impossibly be aware of. This narrows the outlook. Breaking out in order to allow openness and take up new perspectives is essential. Our work is important to create such flexibility and openness, take up new perspectives and integrate knowledge. People then perceive that participation really can have an effect, that it is more than getting information.

Mandy Schossig:

Yes, I believe it is hugely important for this sustainable transformation that people are heard and have a voice. Thanks a lot for giving us such clear insights into your work. You allowed us to picture it all well. To conclude, we have, as always, our chancellor question. Melanie, the question to you: If you were Germany's chancellor, what would you do to ensure that people feel well informed and involved for the upcoming transformations?

Melanie Mbah:

Now that's a difficult and, above all, wide-ranging question, for participation can't be shaped by just one person. We always need many co-shapers. We have to ensure that there is a certain degree of openness and motivation to go this extra mile, to commit and face the inconvenient questions of the country's citizens and others. I reckon if I was chancellor that would be my approach.

I would try to make sure that this positive attitude and interest in participation is prevalent among my closest advisors and staff. Secondly, I would try to shape decision-making processes in a suitably

transparent manner and would ensure that everything is documented and disclosed from the outset. Third, I would make it a priority to provide information tailored to the different sections of the population and devise participation formats.

Nadine Kreutzer:

Do you have recommendations for anyone wanting to read up and get more insights? Are there films, other podcasts or pages of which you'd say "look in there regularly, then you're at the cutting edge"?

Melanie Mbah:

Indeed! Going back to repository siting, there is the information platform set up by BASE. Unfortunately, it is not very clearly structured. But there's also the <u>information on the Oeko-Institut</u> <u>website</u>, including about the projects and events we conduct and stage. There are three fine factsheets on acceptance, participation and transdisciplinarity which we produced in the context of the <u>Kopernikus project ENSURE</u>. That gives an overview of the various concepts. And to anyone who would like to take part in an event I would warmly recommend one of the nuclear repository conferences at the <u>Loccum protestant academy</u>. That is really impressive because many different actors meet there, including many citizens and civil society stakeholders. It provides a space for open exchange, for networking and for posing critical questions.

Mandy Schossig:

Sounds really exciting. Off we go to Loccum.

Nadine Kreutzer:

Off to Loccum.

Mandy Schossig:

Warmest thanks, dear Melanie. And greetings southwards. Although you're not actually in Freiburg right now, are you? That was a little slip-up in my introduction. You're actually near your next workshop.

Melanie Mbah:

Yes, that's right. In Dortmund just now. But thanks all the same. Greetings back to Berlin.

Nadine Kreutzer:

Thanks from me, too, Melanie. Well, Mandy, what's up in our next episode? Which topic will we be tackling then?

Mandy Schossig:

In our next episode we'll be exploring energy poverty and mobility poverty in depth. Those are terms sparking much debate in the EU right now and we want to know what it's all about. The question is: how can we shape the energy and mobility transitions in a socially responsible way? That is something we've been advocating at the Oeko-Institut for years. We're going to ask what needs to be done so that people can continue to afford their heating, electricity and mobility in the future.

Nadine Kreutzer:

Today we spoke to Melanie Mbah, asking what public participation contributes to sustainable transformation. Please do give *"Wenden, bitte!"* a star rating in your podcast app. You're always generous with your stars, so be sure to be so with us, too.

Mandy Schossig:

Indeed! And if you have questions about our next episode on energy and mobility poverty, do send them to podcast@oeko.de. We'll be happy to pass them on.

Nadine Kreutzer:

Melanie, all best wishes to Dortmund and much success at the coming workshop and in all your other ventures.

Melanie Mbah:

Thank you.

Mandy Schossig:

Thanks, and join us next time. Goodbye.

Melanie Mbah:

Bye now. So long.