



# Citizens and horizontal policy: a natural fit

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# Outline

- CPRN & Public Involvement
- Changing policy context
- What is community/citizen engagement?
- Why do it?
- Methods and successful implementation
- Evaluation

## Annex

- Methods
- CPRN Deliberative Dialogues
- References and Resources



# Canadian Policy Research Networks

- Mission is to create knowledge and lead public dialogue and debate on social and economic issues of importance to Canadians
  - Research founded on public values as articulated by representative groups of citizens
- 4 Networks: Family, Work, Health, and Public Involvement (PIN)
  - PIN' s mandate: undertake deliberative citizen dialogues; strengthen the theory and practice of public involvement; build capacity among governments, voluntary sector and the public



# Citizens, community and policy engagement: policy context

- Changing policy context
  - Globalization and security
  - Greater urbanization and diversity
  - Governance complexity
  - Declining trust and confidence of citizens in governance
    - Declining voting, lower civic literacy, yet...
    - More educated, less deferent, more demanding consumers and citizens  
(seek a larger role in policy)



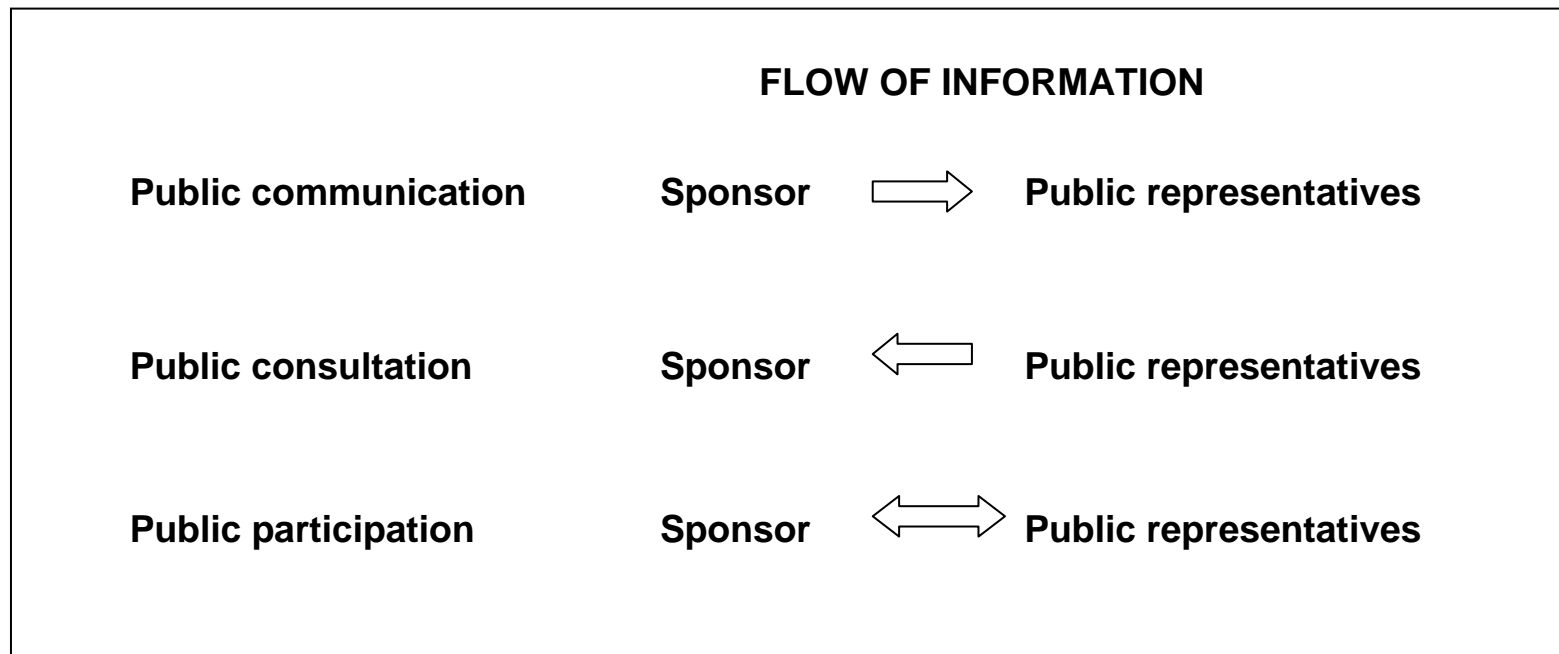
# Citizen engagement

- OECD definition
  - “Active participation recognizes the capacity of citizens to discuss and generate policy options independently. It requires governments to share in agenda-setting and to ensure that policy proposals generated jointly will be taken into account in reaching a final decision”. (2001)
- Phillips and Orsini

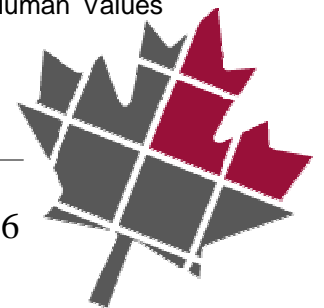
“interactive and iterative processes of deliberation among citizens (and sometimes organizations) and between citizens and government officials with the purpose of contributing meaningfully to specific policy decisions in a transparent and accountable way” (CPRN, 2002)



# Three levels of public involvement



Source: Rowe G and Frewer LJ. "A Typology of Public Engagement Mechanisms". Science, Technology, and Human Values 2005, 30(2): 255.



# Public involvement continuum

International Association of Public Participation (IAP2)'s spectrum of public involvement: 5 levels

- Inform→ consult→ involve→ collaborate→ empower

Health Canada: 5 levels

- Inform and educate→ gather information→ discuss and involve→ engage→ partner

Calgary Health Region: 5 levels

- Information→ input→ consultation→ partnership→ delegation



# Citizen engagement – new public participation

- Emphasis on meaningful information, power-sharing, mutual respect and exchange
- More active than traditional consultation
- Accountability dimension
- Involves relationship building
- Offers learning, dialogue, and deliberation – coming to judgment (Yankelovich, 1991)
- Calls for values-based discussions and tradeoffs



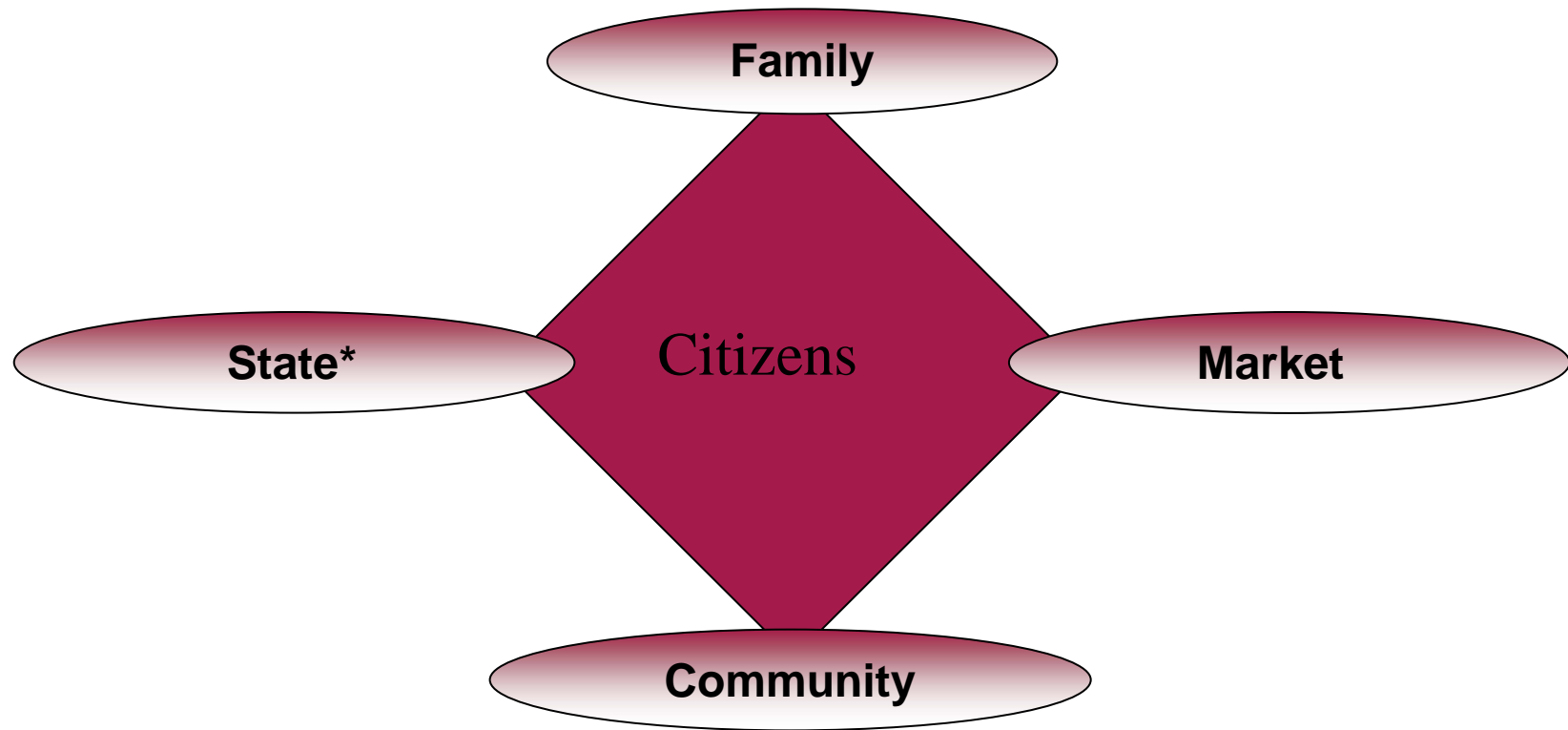


# Deliberative democracy & citizen engagement

- Deliberative democracy: updating representative democracy
  - Democratic governance that practices participation and dialogue, critical analysis and reasoning  
[Habermas, 1996, Bohman and Rehg, 1999, Gutmann and Thompson, 2005]
- Fostering deliberative citizens
  - Reflects shifts in societal values
  - Evolution of democracy: voting + deliberation



# The Well-Being Diamond



\*State includes governments (federal, provincial, territorial and municipal) and core public services such as education and health care.



# Citizen engagement as an instrument...

- Means to:
  - Foster social trust, capital and cohesion
  - Contribute to a more educated and active citizenship
  - Achieve more informed, effective, accountable, legitimate and HORIZONTAL policy making
    - Citizens approach policy in a holistic and practical way- very congruent with the logic of horizontal policy management
- Should result in a stronger democracy and more resilient communities
  - Rebuild healthy relationship between citizens and governments (trust)



# Deliberative Dialogue

- Provides a neutral space for citizens to have a voice
- Supports people working through difficult issues & choices
- Experiential learning from each other / diverse views
- Focus on finding common ground while acknowledging differences
- Offers profound insight into what matters most to people and why
  - What values underlie their choices
  - What tradeoffs they will or will not accept
  - What conditions they impose



# When to engage

- On issues of importance to communities
- Where there is an opportunity to influence/inform the policy outcome
- When there is a need for new directions, make value-based tradeoffs, or find common ground
- Throughout the policy cycle
  - Issue identification
  - Policy/program design, implementation
  - Evaluation and adjustment



# Requirements and conditions for successful citizen engagement

- Clarity of purpose and objectives (the WHY comes first)
- Opportunities for learning and contribution
  - Policy influence
- Participatory process and quality design/implementation
  - Representative of population/ inclusive
- Adequate resources and realistic timeframe
- Commitment to respectful listening
- Transparency and feedback
- Evaluation built in at outset



# Recommendations for Institutionalization

[Aucoin and Turnbull, 2006]

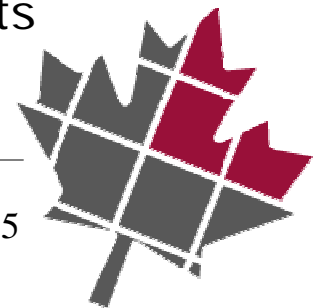
## 1. Reduce Structural Barriers

Start with Parliament

- Greater independence for elected officials
- Make Parliamentary committees the formal institutional link with PI

Engage the Public Service

- Primary source of info/support for public
- Develop critical mass of expertise on PI
- Collaboration of Parliamentarians and public servants
- Organize PI around policy not departmental issues



## Recommendations (2)

### 2. Reduce Cultural Barriers

- Policy elites and public need to value citizen contributions
- Political parties need to reach out
- Improve civic education and foster sense of civic duty
- Need for leadership within departments and political circles





# Recommendations (3)

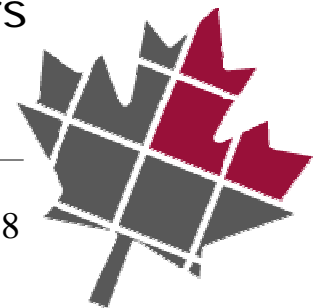
## 3. Reduce Political Barriers

- Costs
  - Re-allocate resources from polling/advertising
  - Devote a percentage of Parliamentary budgets, Party funding to PI
- Geography
  - Greater decentralization of policy making
  - Parliamentary committees increase travel across Canada
  - Greater use of technology



# Evaluation – afterthought or integrated?

- Some progress made (Abelson and Gauvin, CPRN, 2006)
  - Strong association between acceptance of decision outcomes and processes which are responsive, participatory, with quality deliberation and participant control
  - Mostly on participant attributes, less on policy outcomes
- But long way to go: practical and theoretical challenges
  - Time to measure societal and institutional impacts
  - Evaluation positive for some indicators, not for others
  - Measurement criteria



# Evaluation (2)

## Research gaps and recommendations

- Evaluate context more thoroughly
- Outline and categorize public participation mechanisms more consistently
- Link empirical research more closely to well-articulated hypotheses
- Use multiple disciplinary perspectives and methods in evaluation design
- Make use of real world deliberative experiments more fully to advance process and outcome variables
- Explore decision makers & their organizations as context and outcome variables.

**Bring together public participation scholars, practitioners, and policymakers to share knowledge** (Abelson & Gauvin, CPRN, 2006)



# Questions

- In your view what would successful citizen / community engagement look like in your policy context?
- What contributions do you think citizens bring to horizontal policy management and vice versa, how should HPM respond to citizens' needs, preferences and expectations?
- What are the opportunities for and barriers to citizen engagement in your policy settings?
- Where does evaluation fit in?



# ANNEX



# Variety of deliberative engagement methods (1)

- Citizens' Dialogue
  - Collective learning, series of groups of 20-40 (random recruitment); looking for societal values / tradeoffs to guide policy decisions
- Citizens' Jury
  - Small group (10-18); question expert witnesses; issue judgement / advice for decision makers
- Citizens' Assemblies
  - BC / Ontario model; random recruitment; meet over many months; question experts; public hearings; report with recommendation
- Danish Consensus Conference
  - Small group meets over several weekends to prepare, conference to question multidisciplinary experts; citizens panel prepares report; results shared broadly with Parliament, media, public
  - Institutionalized: Danish Board of Technology



# Methods (2)

- Deliberative Polling®
  - Pre / post questionnaire; televised; large groups; citizens question experts; looking for right answer; measures change in opinion through learning
- 21<sup>st</sup> Century Town Hall (*AmericaSpeaks*)
  - Large number of participants (200-5000), collective learning; identify values; electronic voting on what is most important
- Study Circles
  - Collective learning at community level; problem identification leading to community action (Study Circles Resource Center-USA)
- On-line methods
  - Moderated forums, discussion boards, chat groups
  - Increasingly used by public officials and politicians
  - Best used to complement face-to-face engagement
- Others
  - Planning cells, Participatory Budgeting, Charette etc.



# Recent CPRN Citizens' Dialogues

- Sharing Public Funds for a Better Canada (2005-06)
- National Dialogue and Summit with Young Canadians (2005)
- Privacy and the Use of Personal Information for Health Research (2005)
- Public Health Goals in Canada (2005) (with EKOS, One World Inc) Citizens' Dialogue on the Long-term Management of Nuclear Waste (2004)
- Citizens' Dialogue on the Ontario Budget Strategy (2004)
- Citizens' Dialogue on Canada's Future (2002-03)
- Citizens' Dialogue on the Future of Health Care in Canada (Romanow Commission 2002)
- Citizens' Report Card on Quality of Life Indicators, (2001)





# References & Resources (1)

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- Peter Aucoin and Lori Turnbull, *Fostering Canadians' Role in Public Policy: A Strategy for Institutionalizing Public Involvement*, 2006, CPRN [www.cprn.org](http://www.cprn.org)
- AmericaSpeaks [www.americaspeaks.org](http://www.americaspeaks.org)
- Ascentum [www.dialoguecircles.com](http://www.dialoguecircles.com)
- Canadian Conference on Dialogue and Deliberation [www.c2d2.ca](http://www.c2d2.ca)
- CPRN Public Involvement Network (Primer on Public Involvement and other resources) [www.cprn.org](http://www.cprn.org)



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- Danish Board of Technology [www.tekno.dk](http://www.tekno.dk)
- Deliberative Democracy Consortium [www.deliberative-democracy.net](http://www.deliberative-democracy.net)
- James Fishkin and P.Laskett, *Debating Deliberative Democracy*, 2003
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- Government of Western Australia, Planning and Infrastructure [www.ministers.wa.gov.au](http://www.ministers.wa.gov.au)
- Amy Gutmann and Dennis Thompson, *Why Deliberative Democracy?*, 2004
- Halton Regional Municipality Guiding Principles for Public Consultation, [www.halton.ca/About/Public](http://www.halton.ca/About/Public)



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- Health Canada Policy Toolkit for Public Involvement in Decision-Making, 2000
- International Association for Public Participation (IAP2)  
[www.iap2.org](http://www.iap2.org)
- Jefferson Centre [www.jefferson-center.org](http://www.jefferson-center.org)
- Kettering Foundation [www.kettering.org](http://www.kettering.org)
- National Coalition for Dialogue and Deliberation [www.thataway.org](http://www.thataway.org)
- National Issues Forum [www.nifi.org](http://www.nifi.org)
- OECD Citizens as Partners: Information, Consultation and Public Participation in Policy-making
- OECD Citizens as Partners Handbook [www.SourceOECD.org](http://www.SourceOECD.org)



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- OECD, *Evaluating Public Participation in Policy Making*, 2005, [www.SourceOECD.org](http://www.SourceOECD.org)
- One World Inc. [www.owi.ca](http://www.owi.ca)
- Power Inquiry: an independent inquiry into British Democracy [www.powerinquiry.org](http://www.powerinquiry.org)
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- Study Circles [www.studycircles.org](http://www.studycircles.org)
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