CPRN **RCRPP**

Disease, Disaster and Democracy

The public's stake in health emergency planning

Panel 1: What Government Gains by Engaging the Public

(and what the public gains by engaging government)

US – Canada Summit

May 23, 2006 – Washington DC

Mary Pat MacKinnon

Director, Public Involvement Network

Outline

- Citizen engagement and democracy
- Citizen engagement: definitions matter
- Making the case for citizen / civic engagement
- Enabling conditions for successful engagement
- Challenges and recommendations for institutionalization

Annex

- – Deliberative methodologies and tools
- – References and resources

Canadian Policy Research Networks

National not-for-profit think tank (1994)

– Mission: create knowledge and lead dialogue and debate on social and economic issues important to Canadians

– 4 Networks: Work, Family, Health and Public Involvement

Public Involvement Network

– Undertake citizen dialogues to inform public policy and foster civic literacy

- Research to strengthen the theory and practice of political and civic engagement

- Build capacity: governments, communities and the public

- Annex lists recent CPRN citizen dialogues and research reports

Democratic theory & citizen engagement

Assumptions

- Democracy requires citizen participation for legitimacy

  - right and responsibility; citizen dignity and citizen capacity (Taylor)

- Active citizenship requires a certain level of knowledge and skill

  - Levels of participation, knowledge and skill are contested (JS Mill versus Schumpeter)

- Normative and instrumental/procedural purposes at play

Deliberative democracy & citizen engagement

- Deliberative democracy: updating representative democracy

  – Democratic governance that practices participation and dialogue, critical analysis and reasoning [Barber,1984, Habermas, 1996, Bohman and Regh, 1999, Gutmann and Thompson 2005]

- Fostering deliberative citizens (Putnam,2000, Milner 2005, Homer-Dixon, 2005, Fishkin, 2005)

  – Reflects shifts in societal values (Nevitte, 2004)

  – Citizen engagement is to deliberative democracy what voting is to representative democracy

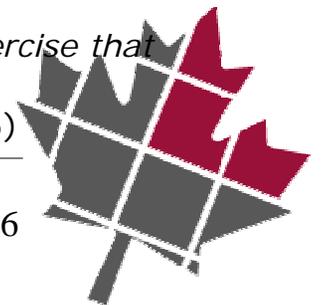# Civic engagement, political participation and citizens

- **Civic engagement**

  - *"network of ties and groups through which people connect to one another and get drawn into community and political affairs"* (Skocpol and Fiorina, 1999)

- **Political participation**

  - *"embraces multiple modes and objectives of political activity, including voting and elections, interest group ad social movement activity, and protest behaviour''* (O'Neill, 2006)

- **Toward a culture of political participation**

  - *norm is for policy and decision-making to occur with direct input from citizens...reform which provides citizens with clear entitlements and procedures by which to exercise that input – from conception through to implementation.."* (UK Power Inquiry, 2005)

What is citizen engagement?

- ## OECD definition

  "Active participation recognizes the <u>capacity</u> 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 <u>deliberation </u>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)
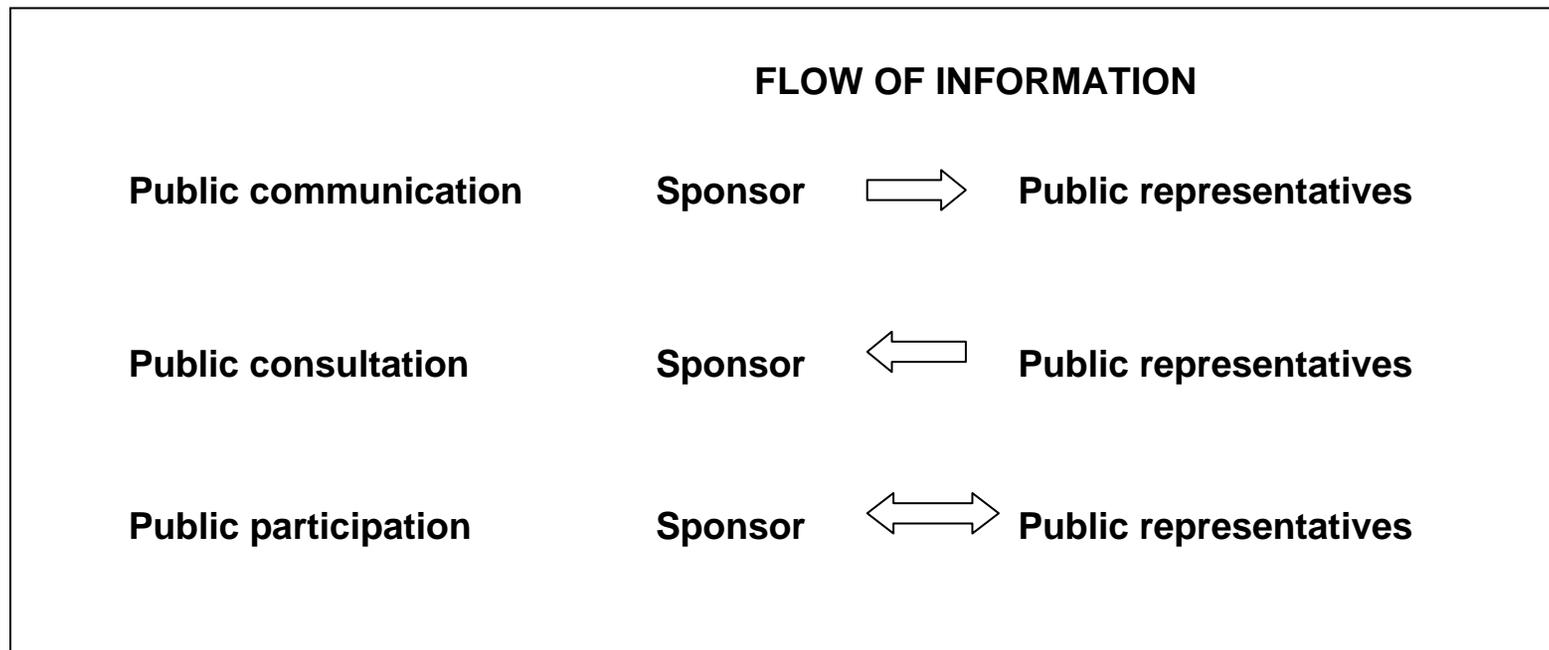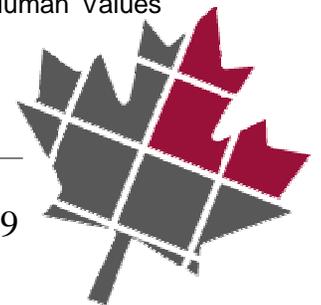
Citizen engagement – new public participation

- Emphasizes meaningful information, power-sharing, mutual respect and exchange

- Builds in accountability dimension

- Involves relationship building

- Offers learning, dialogue, and deliberation – coming to judgment (Yankelovich, 1991)

- Calls for value-based discussions, choices and tradeoffs

Three levels of public involvement

FLOW OF INFORMATION

Public communication	**Sponsor**	⇒	**Public representatives**
Public consultation	**Sponsor**	⇐	**Public representatives**
Public participation	**Sponsor**	⇔	**Public representatives**

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

Making the case - why engage?

- Disconnect between citizens and governments
  - Symptoms: voting decline trend; trust
  - Pressure for more accountable and transparent public institutions
  - Public less deferential, more educated, demand a say
    - Fireweed Democracy Poll: 61% think our democratic institutions need a major overhaul (Canada)

- Legitimacy and sustainability
  - Of policy and programs depend on fit with citizens' values

- More effective policies and programs
  - Citizens' input needed along with experts and stakeholders
  - Needed to implement public policies successfully

Citizen engagement: instrument and end

- Means to:
  - Foster social capital and cohesion

  - Contribute to a more educated and active citizens

  - Achieve more informed, effective, accountable, legitimate and horizontal policy making
    - Citizens approach policy in a holistic and practical way

- Should result in a stronger democracy and more resilient communities
  - Support healthier relationships between citizens and governments

  - Greater equality (avoid governments being captive of narrow interests)

Citizen engagement - challenges

- Resistance to change: institutions and political culture lag behind public
- Scepticism
  - Decision makers/experts – how can they help us?
  - Citizens – will our voices be heard?
- Civic literacy low and politics in disdain
- Spaces for public dialogue shrinking
- Resources, skills and time requirements
- Research and evaluation gaps

Requirements & enabling conditions for successful citizen engagement

1. Clarity of purpose and objectives (the WHY comes first)

2. Opportunities for learning and contribution

   – Policy or program delivery influence

   – Commitment to respectful listening

3. Participatory process and quality design/implementation

   – Representative of population/ inclusive

4. Adequate resources and realistic timeframes

5. Transparency and feedback

6. Evaluation built in at outset & supports learning

Institutionalizing Public Involvement

Litmus test

1. Integrate into policy process
2. Give citizen input substantial weight
3. Government wide commitment
4. Involve Parliament and public service

[Aucoin and Turnbull, CPRN, 2006]

Recommendations (1)

[Aucoin and Turnbull]

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)

[Aucoin and Turnbull]

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)

[Aucoin and Turnbull]

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

In closing…

- Engage the public: move from a deficit focused model to an asset-based model

    – And from command and control to collaborative governance networks

- It won't happen without effort, resources and culture shift

- So, what needs to happen to align public will, capacity and resources to plan (and to prevent where possible), prepare for and respond to disease and disaster?

Annex

- Methods
- Deliberative Citizens' Dialogues
- Resources and references

Variety of Deliberative Engagement Methods (1)

- ## Citizens' Dialogue
  - Collective learning, 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; learn, public consultation, deliberation; report with recommendation put to a referendum

- ## 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

- 21st Century Town Hall (America*Speaks*)
  - 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.

CPRN Deliberative Dialogues

- Provide a neutral space for citizens to have a voice

- Support people working through difficult issues & choices

- Experiential learning from each other / diverse views

- Focus on finding common ground while acknowledging differences

- Offer 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

Recent CPRN Citizen Dialogues

- **Strengthening the Federation: Sharing Public Funds for a Better Canada (2005-06)**

- **National Dialogue and Summit with Young Canadians (2005)**

- **Public Health Goals in Canada (2005) (with EKOS and OneWorld Inc.)**

- **Privacy and the Use of Personal Information for Health Research (2005)**

- **Citizens' Dialogue on the Long-term Management of Used Nuclear Waste (2004)**

- **Citizens' Dialogue on the Ontario Budget Strategy (2004)**

- **Citizens' Dialogue on Canada's Future (2002-03)** (in collaboration with Viewpoint Learning Inc.)

- **Citizens' Dialogue on the Future of Health Care in Canada (Romanow Commission 2002)** [in collaboration with Viewpoint Learning Inc.]

- **Citizens' Report Card on Quality of Life Indicators (2001)**

References & Resources (1)

- Julia Abelson and FP Gauvin, *Assessing the Impacts of Public Involvement: Concepts, Evidence and Policy Implications,* 2006, CPRN, www.cprn.org

- Julia Abelson and FP Gauvin, *Transparency, Trust and Citizen Engagement: What Canadians Are Saying About Accountability,* 2004, CPRN, www.cprn.org

- Peter Aucoin and Lori Turnbull, *Fostering Canadians' Role in Public Policy: A Strategy for Institutionalizing Public Involvement*, 2006, CPRN www.cprn.org

- America*Speaks* www.americaspeaks.org

- Ascentum www.dialoguecircles.com

- Canadian Conference on Dialogue and Deliberation www.c2d2.ca

- CPRN Public Involvement Network (Primer on Public Involvement and other resources) www.cprn.org

- Bernard Crick, *In Defence of Politics,* 1973

References & Resources (2)

- Danish Board of Technology www.tekno.dk

- Deliberative Democracy Consortium www.deliberative-democracy.net

- James Fishkin, and Bruce Akerman, Deliberation Day, 2004

- John Gastil, Peter Levine, *The Deliberative Democracy Handbook: Strategies for Effective Civic Engagement in the 21st Century,* 2005

- FP Gauvin and Julia Abelson, "*Primer on Public Involvement*", prepared for the Health Council of Canada, forthcoming 2006, CPRN www.cprn.org

- Elisabeth Gidengil, Andre Blais, Neil Nevitte, and Richard Nadeau, *Citizens*, 2004, Canadian Democratic Audit

- Government of Western Australia, Planning and Infrastructure www.ministers.wa.gov.au

- Amy Gutmann and Dennis Thompson, *Why Deliberative Democracy?*, 2004

References & Resources (3)

- Halton Regional Municipality Guiding Principles for Public Consultation, www.halton.ca/About/Public

- Thomas Homer-Dixon, *"Toward the Information Age (the Deliberative Citizen and Consumer),* 2005, Presentation to the Crossing Boundaries National Council Forum "Service, Economy and Democracy: Leading to the Information Age"

- International Association for Public Participation (IAP2) www.iap2.org

- Jefferson Centre www.jefferson-center.org

- Kettering Foundation www.kettering.org

- Henry Milner, *Civic Literacy – How Informed Citizens Make Democracy Work,* 2002

- National Coalition for Dialogue and Deliberation www.thataway.org

- National Issues Forum www.nifi.org

References & Resources (4)

- OECD Citizens as Partners: Information, Consultation and Public Participation in Policy-making

- OECD Citizens as Partners Handbook www.SourceOECD.org

- OECD, Evaluating Public Participation in Policy Making, 2005, www.SourceOECD.org

- Brenda O'Neill, 2006 (forthcoming), CPRN, *Human Capital, Civic Engagement and Political Participation: Turning Skills and Knowledge into Engagement and Action*

- Ontario Citizens Assembly (www. citizensassembly.gov.on.ca)

- Power Inquiry: an independent inquiry into British Democracy www.powerinquiry.org

References & Resources (5)

- Public Agenda, www.publicagenda.org

- Study Circles   www.studycircles.org

- Charles Taylor, "*Cross Purposes: The Liberal-Communitarian Debate*" in Philosophical Arguments, 1995, Harvard

- The World Café www.theworldcafe.com

- Viewpoint Learning Inc. www.viewpointlearning.com

- Paul Woodruff, *First Democracy: The Challenge of an Ancient Idea*, 2005

- Daniel Yankelovich, *Coming to Public Judgment*, 1991

CPRN **RCRPP**

For additional information:

http://www.cprn.org

e-mail: mmackinnon@cprn.org

Join our weekly news service:

http://e-network.ca