

DELIBERATIVE DEMOCRACY:
TECHNIQUES TO CREATE OPPORTUNITIES FOR JOINT DELIBERATIVE DECISION-MAKING

Dr Janette Hartz-Karp - 21st Century Dialogue

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TECHNIQUE	WHAT IT IS	WHEN TO USE	HOW TO USE
Citizens' Jury	The Citizen's Jury process provides the opportunity for a randomly selected microcosm of the public (15 – 25) to deliberate thoroughly on an issue (over 1 – 5 days). Jurors are assisted by expert witnesses (to understand the range of viewpoints) and a professional facilitator (to assist the deliberation and search for common ground). Jurors present their findings to decision makers.	When decision makers need to find out what an informed, representative voice of the people wants and why, usually on a controversial issue of public significance. Before the Jury is convened, the initiating organisation needs to have carried out a thorough policy analysis and reached a critical stage in the decision making process, and be willing to take the Jury findings into account.	<ul style="list-style-type: none"> - Jurors selected through a random sample process meet for 1 – 5 days to deliberate. They are given a 'charge' – a question set in advance and background materials to read prior to the hearing. - 'Expert witnesses' present a variety of technical, specialist or advocacy knowledge, as well as ethical and social views, and are questioned by the jurors. - The hearings are held in private, in front of a public audience, or a combination of both, and are professionally facilitated. - The jurors deliberate, determine if there is common ground, write a report and present their findings. - The organising body publishes the Jury findings and preferably publicly states whether they will be adopting the Jury recommendations, and if not, why not.
Consensus Forum	A method of engaging large numbers of community, industry and government representatives (between 80 – 130), who deliberate together (over 1 – 3 days), with the goals of reaching common ground on broad and complex issues and influencing decision making. Participants continue to be involved through to the development of implementation plans.	When decision makers need to find common ground among disparate stakeholders on technically complex, often contentious issues, and elicit ownership of an agreed way forward. Decision makers need to be willing to share the decision making process.	<ul style="list-style-type: none"> - A Community/Stakeholder Guidance Team oversees the process to ensure that it is fair, transparent and accountable. - Information packs representing the differing viewpoints on the issue are sent to participants prior to the Forum. - Participation is representative and inclusive - <ul style="list-style-type: none"> 1/3 are respondents to an invitation to a population random sample, 1/3 are respondents to public advertisements; 1/3 are stakeholder invitees. - Participants are pre-seated at small tables (8 – 10) to maximise the diversity of views at each table. - Trained table facilitators ensure good group dynamics and a lead facilitator takes overall responsibility for the event. - The Forum combines small group empathetic listening, dialogue and deliberation with larger plenary sessions involving listening to and questioning of expert panels, synthesing and prioritising results. - A Forum report is distributed to all participants for comment. - A Community/Stakeholder Implementation Team, with the initiating agency supporting, develops the Forum outcomes into a plan for action. Forum participants are kept informed of implementation plans and progress towards achievement.

<p>Multi Criteria Analysis Conference (MCA)</p>	<p>The MCA is a systematic, structured decision making tool that makes use of technical data together with community value judgements to reach a preference. The MCA involves participants (60 – 100s) in a series of Conferences over several months. At the first Conference (1 – 2 days), the alternative options are devised and a set of criteria are determined. In separate small meetings, selected ‘experts’ then assess the alternatives according to the criteria. At the final Conference (1 day), participants weight the criteria; the information is submitted to a computer and a list of preferred options is produced.</p>	<p>This is a useful a tool when decisions need to be made about complex and contentious planning issues such as resource use, environment, land use, transport and infrastructure planning. Initiating agencies need to be willing to invest in extensive data collection as well as community engagement, and be prepared to share the decision making process.</p>	<p>The MCA process has four key components:</p> <ol style="list-style-type: none"> 1/ A set of alternative options. 2/ A set of criteria for comparing the alternatives. 3/ Weighting to attach a measure of importance to each criteria. 4/ Ranking of the alternatives based on how well they satisfy the criteria. <p>To achieve these components requires four key stages:</p> <ol style="list-style-type: none"> 1/ Involvement of the community at the start, eg through a Steering Committee to oversee the entire process. 2/ An initial (1 – 2 day) conference of a diverse, preferably large number of participants (80 – 200) to determine the options & criteria; 3/ Separate meetings with an ‘expert panel’ to oversee the quantitative data and where there is none, to rate the options against qualitative data. Both sets of data are input to the computer; 4/ A 2nd Conference of all participants to weight the criteria according to their importance. Computer software utilizes the quantitative and qualitative data, together with the value judgment weightings, to determine the best options.
<p>Deliberative Poll/Survey</p>	<p>A deliberative poll / survey, modelled after ancient Athenian democracy, seeks to examine what the public would think given the opportunity to be informed and to deliberate with their peers on topics of social and public policy. It involves a representative, random sample of the population (150 – 400 people in the same room) who are surveyed before and after listening to and questioning competing experts, and taking part in informed dialogue with peers (over 1 – 4 days).</p>	<p>This technique is useful when decision makers need to find out what a truly representative group of the population would chose if it was thoroughly informed and had the opportunity to deliberate the issues involved. The deliberative survey is useful when the issues are complex and it is helpful to understand whether or not attitudes would shift as a result of information, investigation and deliberation.</p>	<ul style="list-style-type: none"> - A statistically significant random sample of the population representing the demographics of the population is invited to participate in a baseline survey. - Representative citizens read a balanced, comprehensive briefing document. - Citizens then come together in a central location and take part in facilitated, small group deliberation (with an independent facilitator) followed by large plenary discussions where they ask questions of experts and hear competing arguments from all sides. This pattern of group discussion followed by plenary discussion is repeated throughout the event - normally lasting from 1 – 4 days. - There is no attempt to arrive at consensus. - At the close of the forum, the post deliberation survey is filled in by all participants. - Analysts then compare the pre and post deliberation surveys and identify any changes in opinion following deliberations. - A report on the findings is used to inform policy.

<p>World Café</p>	<p>A way of getting large numbers of people engaged in interactive conversation to explore important issues. Participants are not randomly selected, they are invited – the purpose of the meeting determines who should be there. World Cafés are deliberative – people move from group to group exploring questions related to a particular issue.</p>	<p>To stimulate networked conversation about complex, sometimes controversial issues that are important to a large community group or workplace. World Café offers a non confrontational way of developing mutual understanding and collective learning. It can be used for joint visioning, planning and designing. In businesses, World Cafés have been named to meet specific goals eg Creative Cafés, Knowledge Cafés, Strategy Cafés, Leadership Cafés, Marketing Cafés, and Product Development Cafés</p>	<ul style="list-style-type: none"> - 4 or 5 people sit at a small Café-style table. - They participate in progressive rounds of conversation of approximately 30 minutes each. - Questions that genuinely matter to people’s life, work, community are explored. - Members are encouraged to write or draw key ideas on their tablecloths or note key ideas on large ‘post-its’ or placemats. - After the initial round, one person remains at the table as the ‘host’ while the others serve as travellers and carry the themes to their new conversations. - The host shares the main themes, encourages guests to link ideas from their previous conversations, listening carefully and building on others’ contributions. - As people move through several rounds, there are opportunities for ideas, questions and themes to link and connect – resulting in cross pollination of insights. - After each session, key insights can be written onto post-it notes – one idea per post-it. At the conclusion, groups can cluster the ideas into themes – ‘affinity clusters’ – to be used for planning the next steps. Or graphics can be created, later discussed, and ideas collated. - Finally, there is a whole group conversation, sharing discoveries and insights, patterns and possibilities for action
<p>21st Century Town Meeting/ Dialogue based on AmericaSpeaks 21st Century Town Meeting™</p>	<p>A method of involving very large numbers of community, industry and government representatives (100 – 5,000) in a Forum (1 – 2 days). Participants engage in informed deliberation in small groups, connected through networked computers. Participant input is quickly summarised, with the goal of finding common ground and priorities on broad and complex issues. Outcomes are then used to influence decision making.</p>	<p>When decision makers need substantive feedback on key issues. Such large scale meetings enable people with disparate viewpoints to seek common ground and prioritise what is most important, enhancing the likelihood of public ‘ownership’ of the way forward. Decision makers need to be willing to share the decision making process.</p>	<p>Several steps are similar to the Consensus Forum above –establishing a community/stakeholder Steering Team; distributing balanced information prior to the Forum; the use of broad representation (in WA, 1/3, 1/3, 1/3); and forming an inclusive implementation team.</p> <ul style="list-style-type: none"> - Between 60 to 1,000s of participants deliberate in small teams (of 8 – 10) with a trained facilitator. Pre seating arrangements aim to maximise diversity of views at each table A lead facilitator takes overall responsibility. - Participants volunteer to be computer scribes. - A theme team (of 6 – 8 trained members with a coordinator) synthesise the inputs. - Tables deliberate on pre-designed questions, entering their individual, team consensus, and strongly held minority views to the computer. Individuals’ priority ranking or rating is also submitted. - The theme team rapidly finds themes and charts priorities, which are projected back into the room, virtually in ‘real time’. - A preliminary report of the day’s proceedings and findings is distributed to all participants before they leave the forum.

<p>Open Space Technology</p>	<p>Open Space Technology, developed by Harrison Own in the 1980s, gives the opportunity for a group of people who want to take part, the space and time to discuss an issue that is both clear and compelling to them. There are no keynote speakers, agendas, pre-announced workshops or panel discussions. Instead, sitting in a large circle, participants create their own conference, becoming each other's teachers and leaders. Based on the principles of self organising systems, it is assumed the group itself will generate its own leadership and find its own way.</p>	<p>When a task is too complicated to be sorted out in the usual 'top down' way, Open Space provides an opportunity to self-organise into a new configuration. (However, this can only work if the system's leaders let go of control, so that true self-organisation can take place.) Open Space is helpful when deeper learning, innovation, new energy and better connections between people are required. It is also useful when a group, community, organisation is not sure where they are, where they are headed, or how they can move forward.</p>	<ul style="list-style-type: none"> - Open Space takes from ½ - 3 days, with 20 – 1,000 participants. - A large space is needed with a blank wall, smaller meeting rooms, flip charts, place to post session times and places, and computers to record. - Participants are asked if they wish to initiate a discussion or activity, to write it down, then announce it to the group. They select one of the pre-established times and places and post their proposed workshop on a wall. Participant put together their personal schedule for the conference. - The first meetings begin immediately. The person who has posted the offering, generally takes responsibility for initiating the session. - The basic organising principle is, everyone who comes to an Open Space must be passionate about the topic and must be willing to take some responsibility for creating things out of that passion. - Other key principles include -Whoever comes are the right people; whatever happens is the only thing that could have; whenever it starts is the right time; when it's over it's over. - The Law of Two Feet puts responsibility on each participant to move to a new place where they can make a difference – eg 'flitting' from activity to activity ('bumblebees'), or sitting by themselves ('butterflies') - The open circle is reconvened with all participants, usually after a break. - There is a final plenary session where participants can give comments. - A report of actions and those responsible is circulated, preferably at the end of the event or the next day.
<p>Local Area Forum</p>	<p>The Local Area Forum brings together agencies and individuals to create new partnerships, making the best use of scarce resources through collaborative action. Forum meetings oversee consultation and organise responses to consultation – they are not an opportunity for direct public participation. Responsibility is placed on the community for consultation and action. The LAF develops a local agenda through community consultation; acts as a strategic group for responding to community identified needs; carries out their own work in relation to the local agenda; and raises funds to take action on behalf of the local community.</p>	<p>The Local Area Forum addresses the issue of communities often feeling disempowered by decision makers; as well as criticisms aimed at Advisory Groups (eg as irrelevant, with participants being tokenistic, political appointees or co-opted by the system, and not consulting well with the communities they represent). The LAF is empowered and resourced to consult with the community and respond. It is more representative of the local community and can get greater local ownership of the issues. It is helpful when a deeper understanding of the issues is required, and where the local community can have some autonomy in resolving those issues.</p>	<p>The Local Area Forum brings together key stakeholders (approx 20) including MPs, Local Government, colleges, schools, businesses, voluntary organisations, health, police, local churches, representatives from local community organisations eg heritage, environmental, Aboriginal, recreational and youth groups. Preferably, the members of the Forum are selected by the groups they represent.</p> <p>The Forum discusses issues, determines ways to best engage the community, conducts enquiries and makes informed decisions based on what the community requires. To do this, they may employ public meetings, workshops, focus groups, surveys, issue-based working groups, visioning conferences, etc.</p> <p>It is often given assistance or resources by a government department to help it achieve its task. This assistance can take the form of executive support, facilitation, information, technical expertise, capacity building initiatives, and financial assistance to carry out consultations and actions that might result. Without such support, the Local Area Forum rarely has the information or the capacity for autonomous action.</p>

<p>Enquiry-by-Design Consensus Forum</p>	<p>Enquiry-By-Design is an interactive process held over several days (3-4), that seeks win-win solutions for urban planning/design/renewal. It incorporates the values and feedback of the community stakeholders - the Consultation Group, into evolving plans created by a multi disciplinary team of technical experts - the Technical Group. Usually, its findings are non binding.</p> <p>A Consensus Forum involves a representative group of people (stakeholders, random sample and self nominations) in learning about the issues, deliberating with diverse others and searching for common ground. The findings of the forum are influential.</p>	<p>When holistic solutions are needed to complex built environment, urban planning and design problems or opportunities, the Enquiry-by-design methodology is useful. When broader ownership of the plan is likely to assist in implementation, the inclusive, deliberative Consensus Forum ensures this is more likely to occur.</p>	<p>Example of Enquiry-by-Design Consensus Forum Process</p> <ul style="list-style-type: none"> - Day 1 (Community participants and multidisciplinary technical team) Brief participants about the enquiry by-design process, inform them of the issues from different perspectives and facilitate their input. Process - Presentations on key planning issues, and deliberation on why an area is important, vision, existing problems, what needs to be changed - Day 2 (Multidisciplinary technical team) Design strategies and options discussed on day 1 Process - Agree on the overall vision; divide up tasks into sub groups - Day 3 (Community participants and multidisciplinary technical team) Completes an interim design review together with the community. Process – Presentations to assist the community to understand the options and their impacts, followed by community deliberations with maps, outlining their issues, suggestions and concerns about the options - Prior to Day 4, multidisciplinary technical team works up options - Day 4 (Community participants and multidisciplinary technical team) Establish preferences based on the triple bottom line Process – The community agrees on definitions for triple bottom line criteria, advantages and disadvantages of options and prioritises options. - Some time after the workshops - Follow-up with progress reports.
<p>Citizens' Assembly</p>	<p>In 2003, the B.C. government established a Citizens' Assembly to redesign its electoral system. It was made up of 160 randomly selected citizens - one man and one woman from each electoral district, plus two at-large Aboriginal members. On Oct. 24, the assembly voted 146-7 to recommend replacing the current system with a "single transferable vote".</p> <p>This was put to the B.C. electorate in a referendum. It received over 50% support in each district, but not sufficiently high in each area to pass the extraordinarily high acceptance bar set in this instance.</p>	<p>When the parliament agrees that a difficult issue (notably in BC - selecting an electoral system) could be best addressed through the recommendation of a random sample of non-elected citizens, which is then put to referendum. The parliament agrees to the Assembly process, timeline and referendum, with the question to be asked being determined by the Citizens' Assembly.</p>	<ul style="list-style-type: none"> - Selection (over a 3 month period) A large random sample of the population, half male and female, representative of the age of the population and from each district was sent letters explaining the roles and responsibilities of the Assembly. 20 people were selected randomly from each the 79 district pools and invited to a regional selection meeting. Expectations and schedules were outlined. Those who said yes were randomly chosen to have 2 reps from each district, 1 male, 1 female, with 2 Aboriginal representatives added - Learning Phase (6 weekend meetings) Members learnt about the various systems in the world, and chose values they thought had merit – published to stimulate community discussion - Public hearings (over 2 months) 50 public hearings were held in each area, with 370 people registered to make presentations. Assembly members were in attendance at each hearing (from 4 – 24 Assembly members) - Review phase (one meeting) 9 presentations of particular merit were chosen for full Assembly to hear - Deliberation and Decision (3 months) Assembly members voted for a new system, drafted the referendum question and wrote the final report - Referendum (held 6 months after Assembly's final meeting)

<p>People's Panel</p>	<p>A People's Panel is a research tool, assisting decision-makers with listening to and learning from people's views, tracking them over time to discern how individual's views are changing about current and future needs, goals, systems, services and plans, and the reasons behind these views.</p> <p>1,500 – 5,000 randomly selected members of the public make up the Panel. The sample has a profile that is representative of the population in terms of age, gender, region and other demographic data.</p> <p>It continues over a 5 year period, being 'topped up' with extra members to replace those who have left and to continue to reflect a typical mix of the population. Over this time, panel members participate in quantitative and qualitative research.</p>	<p>The Panel is useful to track changing views, attitudes, behaviour and motives. It is helpful to assist decision-makers to develop policies and services that reflect people's views. For example -</p> <p>Over the 5 year period, the members participate in a variety of research efforts including</p> <ul style="list-style-type: none"> - Quantitative research (providing statistical responses to set questions) such as telephone surveys, face-to-face interview surveys and self-completion postal surveys; and - Qualitative research (providing information about what people think and why and more detailed views about attitudes, behaviour and motives) such as workshops, in depth interviews, citizens' juries, deliberative polls , etc. 	<ul style="list-style-type: none"> - Determine coverage, demographic profile and sample size Ascertain the area of interest (city, state, country), research the demographic profile of that area (through ABS or Local Govt) and then determine the necessary sample size - Identify a sample frame Identify a list of names that encompasses all addresses in the area of interest (eg through the WA Electoral Commission). From this list (the sample frame), the random sample will be selected - Select the sample from the sample frame Carry out random sampling from sample frame to achieve sample size. (noting that expected acceptance rate is approximately 10%). This is the initial contact list. A Panel usually consists of between 1,500 participants (for a state-wide Panel) – 5,000 participants (for a nation-wide Panel) - Select participants From those who have volunteered to participate, select a group that matches the demographic profile of the area of interest, including eg matching age, sex, residence, employed/not, income, education. - Notify all participants of outcomes Inform volunteers whether or not they've been included. Send to successful members additional material including Panel's role and theirs. - Membership rotation Rotate members out of the Panel after they have been on the panel for a pre-defined period (usually up to 5 years). Those rotated out will need to be replaced by others matching the desired demographic profile.
<p>Planning for Real</p>	<p>Planning for real is an eye catching, hands-on method that communities can use to sort out what needs to be done to improve current or proposed neighbourhoods.</p> <p>The 3D models can be created in innovative ways by schools or local community groups.</p>	<p>When urban planners need to hear the views and ideas of a wide variety of people who wouldn't ordinarily make submissions on urban planning issues. The highly visible, easily accessible models raise awareness and interest. Those who are not articulate or self-confident can show their needs in a non confrontational way, getting 'hands-one' involvement.</p>	<ul style="list-style-type: none"> - A 3 D model of the neighbourhood or structure plan is made and shown at local meetings, eg at neighbourhood venues, markets. A model is more understandable than a picture or a map, although the latter can be used. - Lots of suggestion cards are available covering community facilities, local environment, housing, leisure, transport, etc. Blank cards are also available for people to make their own suggestions. - Suggestion cards fit into 'flags' that are stuck onto the model/map where the comment is being made. The flags are later removed, the comments noted, and the blank model/map used again in a different location. - After the model/map has been used at several open meetings, the ideas suggested can be put forward to the community to prioritise. The end result is a profile of community needs and desires.

<p>Appreciative Inquiry</p>	<p>Rather than the traditional approach of looking for problems, Appreciative Inquiry (as developed by Cooperrider and Whitney) searches for the best in people, organisations and the world. The end result is a series of statements that describe where a person/organisation/living system wants to be, based on the positive moments of where they have been. Because the statements have their basis in past experience, people know how to re-create them.</p>	<p>When people/organisations/systems want to move away from never-ending diagnostics, criticism and negativism, towards innovation, unexplored potential, and visions of valued and possible futures.</p>	<p>Assumptions of Appreciative Inquiry</p> <ol style="list-style-type: none"> 1. In every society, organisation or group, something works 2. What we focus on becomes our reality 3. Reality is created in the moment, and there are multiple realities 4. The act of asking questions influences it in some way 5. People feel safer journeying to the future (the unknown) when they carry forward part of the past (the unknown) 6. We need to carry forward what is best about the past 7. It is important to value differences 8. The language we use creates our reality <p>- Further assumption – the organisation is a mystery to be embraced: Appreciating and valuing the best of ‘what is’; Envisioning ‘what might be’; Dialoguing ‘what should be’; Innovating ‘what will be’</p> <p>- The Process</p> <p>Choose the topic carefully – ensuring magnification of something worthy. Create the questions to explore the topic.</p> <p>Use paired interviews to explore the questions, then share the info</p> <p>Create provocative propositions derived from actual stories in the org.</p> <p>By creating the propositions together, the ‘group will’ creates the synergy</p>
<p>Strategic Questioning</p>	<p>Strategic questioning (based on Fran Peavy’s work) is a problem solving technique which, when used with deliberation, can achieve change in organisations and individuals.</p> <p>The strategic questioning process uses open rather than closed questions, in a hierarchy of questions that range from the immediate to ‘long lever’ questions.</p>	<p>When progress towards common goals is stalled, or current thinking appears to be constrained, strategic questioning is a useful means of using increasingly powerful questions to find creative, innovative ways of addressing complex issues.</p>	<p>- First level – Describing the issues, problems</p> <ol style="list-style-type: none"> 1. Focus Questions - Identify the situation and key facts. 2. Observation Questions - What has been seen and what information heard 3. Analysis Questions - The meaning given to events, how individuals think about the situation, and motivations ascribed to others. 4. Feeling Questions – Concerns with bodily sensations, emotions, health. <p>- Second Level – Digging deeper, strategic questions.</p> <ol style="list-style-type: none"> 5. Visioning Questions - identifying ideals, dreams, values. 6. Change Questions -How to get from the present to a more ideal situation; identifying the change view that will affect one’s strategies for change. 7. Considering all the Alternatives -Examining the range of possible options for achieving the vision as well as how change could happen. 8. Considering the Consequences - Exploring the consequences of each alternative, including going back feeling questions if need be. 9. Considering the Obstacles - Identifying likely obstacles, individual and beyond, and how these can be dealt with, including doubts, attachments, values or needs. Focus on what is stopping change from happening. 10. Personal Inventory and Support Questions - Identifying each person’s interests, potential contribution, particular skills, assets, resources and the support needed for action. 11. Personal Action Questions getting down to specifics. Actual planning.