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Integrative Collaborative Activities: Public Deliberation with Stakeholder Processes

National Policy Consensus Center

INTEGRATING COLLABORATIVE ACTIVITIES:

PUBLIC DELIBERATION WITH STAKEHOLDER PROCESSES

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The **National Policy Consensus Center** assists
public leaders and state dispute resolution
programs in establishing and strengthening the
use of collaborative practices to address difficult
public policy issues.

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INTRODUCTION

Collaborative governance is the process of public, private, and non-profit sectors jointly developing solutions to public problems.

This process—convening people from different sectors to work together on a shared issue—can yield the best solutions to public problems. Research and experience show that solutions created in a collaborative governance process are "better informed, stronger in concept and content, and more likely to be implemented," according to Terry Amsler, Director of the Collaborative Governance Initiative.

These solutions go beyond what any one sector could achieve on its own. They are more lasting and effective than solutions from traditional approaches. They are more lasting than legislative solutions because they will not be undone in the next year or legislative session. They are more effective than solutions from traditional processes because they integrate resources from across agencies and sectors to address the problems.

In addition, these solutions are more likely to be implemented because stakeholders (interested parties) are involved in the process from the start and have a role in the final decision. This promotes ownership by stakeholders and thereby helps the solution be put into action promptly and without litigation.

This report explores how leaders can create even better solutions by combining collaborative governance activities—engaging the public in discussion and implementing their ideas through a representative group of stakeholders.

We can often achieve better public solutions by integrating collaborative activities—engaging the public in deliberative discussion and implementing their ideas through a stakeholder process.

This type of integrated collaborative process could first engage the public in a dialogue to hear their values and ideas about an issue or a project. Then, a stakeholder group could implement the ideas that were developed in the public forum.

B riefly, here are some of the benefits from integrating citizen engagement activities and stakeholder processes:

First, *the public's values can help frame, or reframe, an issue appropriately* at the beginning of a stakeholder process;[1]

Second, *non-expert citizens can sometimes conceive creative solutions* that augment or go beyond what experts propose;

Third, when the public is consulted, *decisions can be implemented more directly, and with greater acceptance*.

Fourth, *this integrated approach can overcome some of the major challenges to community problem-solving efforts*, such as interest-group politics, and can counter the eroding sense of community or limited involvement of community members in local problem solving.[2]

Finally, *public engagement can improve collaborative activities and, over time, make democratic practices more successful*.

This report examines cases in the United States where public deliberation has been integrated with such stakeholder processes. Some examples of integrated efforts in this report were gathered through a National Policy Consensus Center survey. The survey examined when public deliberation has been integrated with stakeholder processes.

NPCC invited ninety-four organizations with experience in public deliberation and stakeholder processes to participate in the survey.[3] Twenty-eight organizations responded. Of those organizations, twenty-six reported having one or more experiences using or taking part in a public deliberation process that was combined with a stakeholder process. However, in many of those examples, the nature of the public involvement was not deliberation (dialogue and discussion.) The public involvement was often limited to information-giving in the form of public meetings or opportunities for public comment.

This report considers prime examples from the survey and additional examples found through other research. These examples illustrate what can be gained by integrating public deliberation and stakeholder processes, and when and how those collaborative governance activities should be combined. The report concludes with recommendations for how future collaborative efforts can be shaped to maximize their benefits.

WHAT IS PUBLIC DELIBERATION AND WHY SHOULD WE USE IT?

When citizens collaboratively discuss how to solve public problems, that process is generally called public deliberation. Public deliberation is a focused discussion among citizens in a neutral forum.

Participants in a forum for public deliberation analyze problems, set priorities, establish evaluative criteria, and identify and weigh alternative solutions.[4] They consider relevant facts, learn about each other's points of view, and think critically about alternatives, using a respectful, democratic process. (This deliberative type of dialogue can be contrasted with other types of dialogue, such as information-seeking, inquiry, persuasion, and negotiation.[5]) The goal is an "informed, substantive, conscientious discussion, with an eye toward finding common ground if not reaching consensus."[6]

"In deliberative decision-making," note Archon Fung and Erin Olin Wright in *Deepening Democracy*, "participants listen to each other's positions and generate group choices after due consideration."[7]

Forums for public deliberation can educate the public, build stronger relationships, promote cooperation and conflict resolution, and provide public officials with advice for policy and action.

Public deliberation is useful when:

- *An issue is complex or controversial*, and would therefore benefit from reasoned discussions. This includes cases when not only the solution to a problem but even the nature of the problem is in dispute;[8] or

- *Public interests are involved*, and therefore a stakeholder group will need the understanding and support of the broader public to have their solution accepted and implemented."[9]

Respected leaders who want to engage the public in dialogue and deliberation have choices among a number of public engagement processes. A few examples of public deliberation tools are:

- **21st Century Town Meetings** (America*Speaks*) (technology-enhanced meetings to engage thousands of citizens to develop ideas for addressing shared problems);[10]
- **Charettes** (a collaborative, public planning process with design-studio and town-meeting elements);
- **Citizen Choicework** (Public Agenda) (forums where participants work

through values conflicts and political tradeoffs to develop a sense of priorities and direction);

- **Councils** (CoVision) (technology-enhanced, facilitated meetings to get ideas from large groups);
- **Deliberative Polling** (televised, two- to three-day meetings of a random set of citizens with experts and public officials to reframe an issue and reflect the views of a representative, informed public);
- **Future Search** (planning processes in which citizens discover shared values and agree on an action plan for implementation);
- **National Issues Forums** (deliberation forums in which citizens make choices about difficult public issues, using "issue books" that identify three or four approaches to discuss);
- **Online Dialogues** (public deliberation forums using the Internet); and
- **Study Circles** (groups of 8–15 community members who meet regularly to discuss and take action on an issue).

See Appendix A for more information about these and other deliberative tools.

A good deliberation:

- Convenes representative members of the concerned public;[11]
- Provides participants with support from a neutral, professional staff[12] and balanced, neutral background materials;[13]
- Has a fair agenda[14] and an action-oriented focus;
- Emphasizes learning by exploring different perspectives;[15]

- Is mutual in focus, as opposed to a negotiation of competing personal interests;
- Has a "realistic expectation of influence (i.e., a link to decision makers)"; [16]
- Shares information freely to help participants develop the most satisfactory outcome;[17]
- Can yield a solution based on values;
- Incorporates small-group dialogues (of 9-15 people) to ensure all voices are heard;[18] and
- Makes the group's findings available to the general public. [19]

The benefits of public deliberation exceed the benefits of traditional, informational kinds of public participation in government, such as public meetings and hearings. In addition, by incorporating more democratic procedures into public decisionmaking, [20] public deliberation benefits society by helping create a more active, informed citizenry.[21]

Public deliberation directly improves the quality of decisions and incorporates public values into those decisions. In fact, "[e]xperts are often surprised and impressed by the quality of the public's deliberations, judgments, and actions."[22] Public deliberation and engagement can also improve implementation of public plans and policies.

Indirectly, public deliberation positively affects the public by educating and informing people. It can also benefit government entities, as well as the public, by increasing the public's trust in government. It increases understanding and agreement while at the same time reducing conflict among interested parties.[23]

WHAT ARE STAKEHOLDER PROCESSES AND WHY SHOULD WE USE THEM?

When stakeholders collaborate, the process has either a proactive, planning orientation, or a dispute-resolution orientation.

The first type of stakeholder process is a proactive activity, in which stakeholders work together to solve a problem "upstream," or before a dispute develops. This process fits within the category of Community Problem Solving, defined by The William and Flora Hewlett Foundation. *Community problem solving* stakeholder processes are collaborations among community, government, and private groups who work to address problems together over an extended period of time.

One example of a community problem solving method is the Public Solutions model. In this model,

- **Sponsors identify** and raise an issue;
- **An assessment** is made of the feasibility for collaboration and who needs to be involved;
- **Leaders convene** all needed participants;
- **Participants adopt** this framework for addressing the issue;
- **Conveners and participants frame** (or reframe) the issue for deliberation;

- **A neutral forum/facilitator designs** and **conducts** a process to negotiate interests and integrate resources; and
- **A written agreement** establishes accountability.

Oregon Solutions uses the Public Solutions model. In their North Portland Diesel Emissions Reduction project, for example, community groups, government agencies, and private and public trucking fleets collaborated to reduce diesel emissions through fuel and equipment upgrade projects. Finances were leveraged and shared by public and private entities to support stakeholders' voluntary commitments.

Oregon Governor Ted Kulongoski and Dr. Gatewood

The convener is an essential element of this type of community problem solving because community problem solving is outside formal governmental structures and processes. The convener brings key parties to the table, helping parties work together, and

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implementing agreements. With a convener (such as a state legislator or city mayor) who can connect collaborative activities to traditional decision-making structures and processes, these agreements are more likely to be successfully implemented, and more apt to have the political support where it is needed.[24]

Community solutions reduce and heal community rifts, build social capital and civic participation, foster commitment to implementing decisions and build legitimacy for public actions.

- Frank Dukes, Director
Institute for Environmental Negotiation

The second type of stakeholder process is a "downstream" process where stakeholders work to resolve an existing dispute. ***Multi-stakeholder dispute resolution*** processes typically bring together stakeholder groups representing different interests and points of view, such as environmentalists, businesspeople, and government officials, to negotiate in an attempt to settle their dispute.

In stakeholder processes of either type, the participants are decision-makers. By contrast, in traditional public participation processes like public hearings, participants are not decision-makers but rather they are sources and recipients of information. Further, stakeholder processes are interactive; traditional processes like public hearings are not.

Stakeholder processes can:

- Clarify problems, issues, and interests;
- Build understanding and respect for various viewpoints;
- Encourage creative exploration of options;
- Yield creative, balanced, and lasting decisions;
- Increase participants' commitment to the process by sharing responsibility for the process and its outcomes;
- Leverage new resources;
- Develop and implement permanent solutions; and
- Improve relationships between participants.[25]

A stakeholder process is most likely appropriate when:

- The issues are of high priority, there is an opportunity for action, and a solution is needed.
- Many levels of government along with other sectors need to be involved. Parties recognize that they need one another's agreement and buy-in for action to be taken.
- Fragmentation of responsibilities and authorities among government agencies and other organizations stands in the way of solutions. There is a need to integrate policies, programs, and resources to address the problem or issue.
- A sponsoring agency has the authority, but not the power, to make and implement a decision.
- There are enough resources to support a collaborative process. The sponsor can afford the staff time or the cost of hiring a facilitator and technical experts, if needed.
- Political leaders support the process and the timing is favorable.[26]

WHY INTEGRATE PUBLIC DELIBERATION AND STAKEHOLDER PROCESSES?

Sometimes, a stakeholder process alone is enough. Collaborating with the wider public is likely unnecessary when the issues concern private interests more than broader public interests, and implementation of an agreement would depend on those participants and their organizations.[27] In other situations, where there is a need for broader public understanding and support, the wider public should be involved through public deliberation forums, if possible, so that they can analyze and ratify the decisions made in the stakeholder process.[28]

A forum for public deliberation is an appropriate tool to incorporate with a stakeholder process if either:

- *A broader public interest* is involved;

- *Representatives* of all interests cannot be gathered;

- *Creative solutions have not emerged from stakeholders;*[29] or

- *Implementation* will depend on the wider public.

In these cases, the wider public needs to have its values heard, its conflicts addressed, and its priority issues addressed.[30] Leaders can convene a combination of a public forum and a stakeholder process to educate the wider public about the stakeholder process, build trust between the public and stakeholders, and yield more successful implementation of the final decision.

J ust as public plans are "better informed, stronger in concept and content and more likely to be implemented when stakeholders participate," as Terry Amsler, Director of the Collaborative Governance Initiative has noted, such plans will benefit from public deliberation when broad public interests are at stake.[31]

Combining public deliberation with stakeholder processes can strengthen each process.

First, when a public forum precedes a stakeholder process, the ***public's values can help frame, or reframe, the issue appropriately.***[32]

This can remedy problems of experts using a limited frame of reference, as in Western Australia, when experts built a new medical facility to address concerns about an Aboriginal community's health. In fact, the community's primary health problem was lack of sewer systems, not a lack of medical facilities; and an Aboriginal elder dubbed the building "a palace floating in a sea of s---."[33] Reframing the problem ("changing the way a thought is presented so that it maintains its fundamental meaning but is more likely to support resolution efforts"[34]) can also happen in forums for public deliberation.

For example, the same Western Australian office of Planning and Infrastructure found a direct correlation between public reframing and successful projects. It examined all of its community engagement exercises and found that in each successful outcome, public participants had reframed the issue.[35] One case involved participants reframing a traffic flow issue (siting a new highway) into a safety issue: how to protect schoolchildren at a school and playground near the proposed route. This enabled the participants to reach a

unanimous decision and it led to wide acceptance in the affected communities.

Second, when public deliberation is joined with stakeholder processes, "the variety of experience and knowledge offered more by diverse, relatively more open-minded" ***citizens can create innovative solutions to novel and changing public problems*** that "distant and narrowly trained experts" would not have considered.[36] For example, "neighborhood councils invented effective solutions that police officials acting autonomously would never have developed" in Chicago community policing.[37]

Third, when a stakeholder process follows a forum for public deliberation, the ***decisions reached in a forum can be implemented more directly, and with greater acceptance.***

For example, in Arkansas, a stakeholder group took the solutions developed in a public forum and worked to implement them immediately. The forum addressed low-income residents' inability to either pay their utility bills or to conserve energy. The ideas from the forum—including developing a statewide fuel fund—are currently being implemented by a stakeholder group.

Usually, the ideas from public deliberations are only implemented if powerful actors decide to implement them. As Archon Fung notes, "[t]his seldom happens, and rarely does it occur in a fully deliberative way."[38] "The fact that collective decisions are made in a deliberative, egalitarian and democratic manner is no guarantee that those decisions will be effectively translated into action."[39]

Having a collaborative group implement the results of a public forum can provide

assurance that those decisions will be translated into action.

This integration would also remedy the current problem for stakeholder processes—that their decisions "are sometimes revisited or rejected in the implementation phase when a broader set of actors and issues comes into play."[40] Bringing a convener and a broader set of actors into the process at the outset could solve this problem.

Fourth, when forums for public deliberation are integrated with community problem solving processes, some of the *major challenges to community problem-solving efforts can be overcome.*
These challenges include: interest group politics, an eroding sense of community, and community members' limited involvement in local problem solving.[41] By engaging the broader public, the focus of the small-group stakeholder process can be widened beyond interest groups to the interests of the community. Community connections can be strengthened by participation in public forums; and more community members can become involved in civic problem solving. Moreover, including more community members through a public forum can give these projects the long-term community ownership they require.

Fifth, *combining public deliberation with stakeholder processes follows best practices for successful democratic processes* as outlined by Matt Leighninger, Executive Director of The Deliberative Democracy Consortium.

Use **"proactive, network-based recruitment to reach a critical mass of people."** Not only can this network-based approach be used to recruit participants for public forums, but incorporating more public deliberation into civic life can strengthen existing networks and citizens' capacity to participate actively in their democracy.

"Use both small-group and large-group meetings." Combining large-scale forums for public deliberation and small-scale groups of representative stakeholders puts this principle into practice.

"Give people the chance to share experiences and consider a range of views or options." This can be achieved in public forums and in stakeholder groups.

A study circle action forum in Cincinnati, Ohio, with residents and police officers working to build better community-police relations (www.studycircles.org)

Sixth and finally, *combining public deliberation and stakeholder processes can better incorporate the democratic principles that all collaborative processes need to follow*. This improves the quality of each activity, and makes our democratic practices more successful.

Transparency and Accountability
Discussions need to take place in the public eye, and when agreements are reached, mechanisms must exist to ensure that parties follow through on their commitments.

Combining public deliberation with a stakeholder process makes the stakeholder process more transparent to the public, and it makes the implementing parties more accountable to the public.

Equity and Inclusiveness
Diverse interests and all who are needed to work on the issues must be present or represented. Combining public deliberation with a stakeholder process better represents the public's diverse interests. So, if public interests are linked to a stakeholder process, that process should include public deliberation to be equitable and inclusive.

Effectiveness and Efficiency
Good processes must be conducted in ways that produce outcomes that make practical sense. When public interests are at stake, combining public deliberation with a stakeholder process helps ensure that the process's outcomes are sensible and appropriate.

Responsiveness
That is, public concerns need to be authentically addressed. Including public deliberation in a stakeholder process can be critical to making the process responsive to the public. A public forum for deliberation is a good way to make sure the public's concerns are addressed.

Forum Neutrality requires the process to be conducted impartially, in an unbiased atmosphere where participants feel that they can freely express their views. Public forums tend to provide this by their inclusive, deliberative nature. However, forum sponsors need to ensure that each forum is actually neutral and is perceived as such.

One other principle must be adhered to in stakeholder processes:

Consensus-Based Decision Making
That is, decisions must be made through consensus rather than majority rule.

In summary, combining public deliberation and stakeholder processes can:

- *Improve the framing of issues* at the beginning of stakeholder processes;

- *Yield more creative solutions* through "bottom-up participation";

- *Improve the implementation of decisions* made in forums for public deliberation;

- *Avoid interest-group politics and improve long-term community ownership* in community problem solving efforts;

- *Implement best practices for engaging the public*; and

- *Make our democratic practices more successful*.

HOW CAN WE INTEGRATE PUBLIC DELIBERATION AND STAKEHOLDER PROCESSES?

T o date, forums for public deliberation have been integrated with stakeholder processes in a few ways. Here, we examine those current practices and suggest additional ways we can integrate these collaborative governance activities, both problem solving and dispute resolution processes.

Public Deliberation with Community Problem Solving Processes

Public forums can supplement community problem solving efforts. Here, public deliberation can help frame issues, offer ideas, and guide the process. Alternatively, or in addition, public forums can supplement these processes at later stages, to help analyze, refine, revise, or ratify the stakeholder process or its results.

Stages of a community problem solving process are generally:

★ **Engaging Stakeholders**
Identifying the problem(s), determining issues and goals, establishing measures of success;

★ **Developing the Process**
Defining the project implementation process;

★ **Inventorying Conditions**
Creating a data infrastructure to support the project, and identifying current conditions;

★ **Analyzing Trends**
Uncovering and analyzing trends and projections;

★ **Exploring Design Options**
Contributing, considering and choosing design solutions to achieve the identified goals;

★ **Assessing Impacts**
including direct and indirect impacts from alternative solutions;

★ **Prioritizing Options**; and

★ **Implementing the Plan**.[42]

The following examples illustrate how public forums are being integrated into these stages of community problem solving stakeholder processes.

★ *Engaging Stakeholders with Public Deliberation*

(Identifying the problem(s), determining issues and goals, establishing measures of success)

KC Forums are public forums for deliberation in Kansas City, Missouri. These forums can be about issues that are local or global. For example, citizens addressed local transportation improvements in one forum. After these forums, a stakeholder action team forms to implement the forum's ideas.[43]

Public Engagement Pilot Project on Pandemic Influenza (PEPPPI)

Photo from *Citizen Voices on Pandemic Flu Choices: A Report of the Public Engagement Pilot Project on Pandemic Influenza* (2005)

A researcher for the Centers for Disease Control, Roger Bernier, initiated the move toward getting citizen input for vaccine policy. This area is "ideal for citizen input" because social values affect what choices we make in vaccine policy.[44]

The first pandemic influenza plan from the United States Department of Health and Human Services (HHS) failed to mention how it would distribute scarce flu vaccines. The Keystone Center suggested that the public and stakeholders deliberate about this issue, and HHS agreed.

So, in 2005, in Atlanta, over 100 people spent the day together discussing and ranking goals for the state's pandemic influenza plan. Before and after this public deliberation forum, a national group of professional and government stakeholders also met to discuss the same issue.

The citizens group and the professional-government stakeholder group arrived at the same goals. First, the functioning of society should be assured. Second, individual deaths should be reduced. And third, hospitalizations from influenza should be reduced.

The final HHS report on its pandemic influenza plan referenced the deliberative efforts. HHS also noted the groups' conclusion that "limiting the effects of a pandemic on society by preserving essential societal functions" should be a primary goal for the state's vaccine policy.[45]

The CDC Director has expressed strong support for using this approach for other issues.[46]

Million Acres of Open Space Preservation
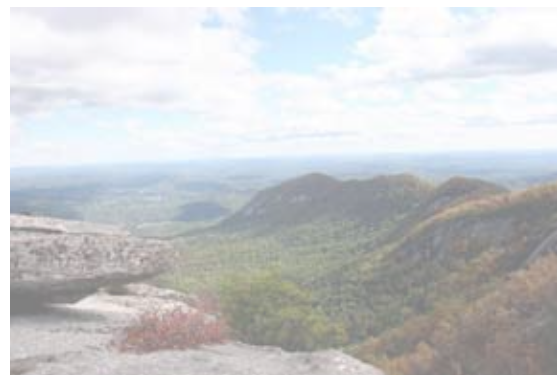
Eagle Rock, Hickory Nut Gorge, North Carolina
Photo © Jim Proctor

In 1999, an interagency task force on smart growth conducted a series of public meetings

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throughout North Carolina. The object of the forums was to get citizen input about how the state should grow. The public expressed a primary concern that land needed to be conserved for open space (including preserving farmlands and leaving riparian buffers).

Governor Jim Hunt then called for government entities, businesses, and conservation advocates to work together to preserve one million acres of additional open space between 2000 and 2010.

Stakeholders collaborated through two workshops convened by the state's Department of Environmental and Natural Resources and UNC-Chapel Hill Environmental Finance Center.

These workshops attracted about 140 stakeholders, who crafted a plan to protect one million acres of open space. This plan was endorsed by the North Carolina General Assembly in 2000.[47]

Arkansas' Low Income Energy Forum

Arkansas has a high rate of poverty and many residents cannot afford to pay their utility bills or to conserve energy in order to lower their bills. Federal funds only allow the State to assist one-third of the population that is income eligible for relief. Unlike most states, Arkansas does not supplement those federal funds. Until recently, the only source of funds to assist the poor was private donations—either through churches or utility companies' Good Neighbor Funds.

In 2005, the ACAAA formed a Steering Committee of stakeholders to find a way to address this problem. The stakeholders included utility providers (electric and natural gas), social service organizations, and ACAAA staff. In 2006, the Steering Committee convened the Low Income Energy Forum.

In order to address the problem, the Steering Committee convened a public forum to educate and engage the public. The forum was followed by a stakeholder process to develop action steps.

Through these forums, three actions were proposed: formation of a statewide fuel fund; a sales tax exemption for utility services; and creation of the state's first utility-funded energy efficiency program.

One workgroup was charged with developing the statewide fuel fund. They formed an organization that has applied for tax-exempt status from the IRS, and should soon be able to receive funds.

The statewide fuel fund group introduced a bill in the Arkansas legislature, seeking a quarter of a million dollars to carry the fuel fund through until it has fundraising capability and more stakeholders can be involved. So far, two utilities have provided fuel funds and a third utility has expressed interest.

The other work groups have developed proposed legislation for the sales tax exemption, and continue to work toward creating a utility-funded energy efficiency program.

Community Roundtables in Jackson, Minnesota

Jackson City Hall (www.jacksonmn.com/about.htm)

Seventy-one people from a small town of about 3,500 met in weekly study circles to brainstorm about how to help local residents get out of poverty and stay out. Some of the participants were "in poverty" themselves. Trained community members facilitated the six groups, using a new Study Circles discussion guide, *Thriving Communities: Working together to move from poverty to prosperity for all.* In addition, the local newspaper prompted conversations throughout the community, publishing weekly questions from the guide and answers from the Roundtable participants.

After five weeks of meetings, the mayor convened a stakeholder group including all the Roundtable participants, members of the city council, and two county commissioners. This action forum agreed to implement 15 projects to fight poverty in the city. These included simple projects, like a multi-cultural festival to celebrate Jackson's diversity, and complex projects like creating a local foundation to fund community programs.

Seven of the 15 projects were realized within a few months, demonstrating the success of combining public deliberation with stakeholder implementation. For example:

- The community foundation was formed and funded with $13,000;

- A grassroots group took shape to connect public officials with residents on important issues;

- Officials made a commitment to use dialogue for change (e.g. the city council invited the public's input for a new plan for how, when, and whether utility customers pay security deposits); and

- A county-owned Resource Room opened, to let people drop off and pick up basic necessities.[48]

Community Resource Center in Wenatchee, Washington
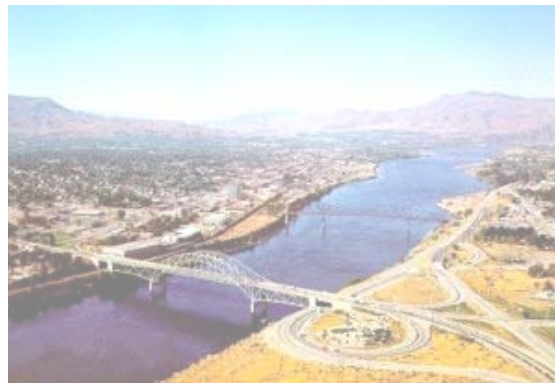
Wenatchee, Washington (on the Columbia River)
Photo from Washington State Dept. of Transportation

This Center in Wenatchee, Washington was created in 1978 to get citizens involved in decisionmaking. In 1979, citizens gathered in regular, facilitated workshops to discuss the purpose of the new Center. The group was broadly representative, including high school students, local government employees, businesspeople, educators, and nonprofit representatives.

After three months of public deliberation, a 15-member stakeholder group formed to

implement the goals produced by the deliberative groups. The goals were: information sharing, community dialogue on issues, and coalition/alliance building. The stakeholder group included representatives from the community, nonprofits, and government.

The stakeholder group has since doubled in size and meets monthly, using a facilitated, inclusive process. Stakeholders sometimes convene community discussions.

Consensus-based outcomes from the Center include:

- A Skills Bank to share information;

- Forums, with the American Association of University Women, on local and national political and social issues;

- A coalition to get Public Radio in the Wenatchee Valley;

- The Council on Community Relations, which addresses the Hispanic community's housing needs, for example); and

- Helped seventy low-cost housing units to be built by facilitating discussions between opposing interests and helping them reach agreement.[49]

Community and Resource Exchange (CARE) Program in Minneapolis, Minnesota

Through this program, residents of lower-income neighborhoods participate in "block clubs" to discuss and identify local problems. Then, in biweekly meetings, block club members and city officials meet and discuss possible solutions.

Although only two sectors are involved in the stakeholder process, this combined effort has helped decrease crime and has given citizens a more positive image of their government—as an ally in their struggle, instead of an observer.

Phoenix Futures Forum

(goodgovernment.org/phoenixfuturesphoto.htm)

Terry Goddard, former Mayor of Phoenix, Arizona, initiated and convened a deliberative forum to set community goals for the future, anticipating an end to an economic boom. Called the Phoenix Futures Forum, the forum was a series of large meetings, workshops, and task forces spanning one year and five months, in 1988 and 1989. More than 3,000 Phoenix residents participated.

These people, working by consensus in small and large groups, developed a Vision Statement for Phoenix, came up with 21 initiatives for 2015 (like developing a comprehensive arts plan), and recommended new policies and programs.

Then, in January of 1990, the City Council adopted the Vision Statement and created an Action Committee to help implement the 21 initiatives and smaller recommendations. The Action Committee then created six "action groups" to implement the Forum's recommendations for the General Plan. These action groups identify and delegate projects to stakeholder groups—with representatives from businesses, community organizations, and government agencies. These stakeholder groups implemented 30 of 50 recommendations within two years.[50]

Action Committee Chair Alan Hald says, "The great experiment is that we are changing the form of governance…. [Now] you have to look at partnerships, to develop common visions….[Using a consensus-based process] is a little time-consuming, but it enables you to move forward."[51]

The Futures Forum may have changed the city's political culture. Now the City Council—previously wary of citizen involvement—welcomes public input as an aid. This collaborative process also "created a group of motivated and knowledgeable citizens," according to Terry Goddard.

Forum participants noted these lessons learned from their experience:

- "The leadership elite cannot move the city forward without the enthusiastic company of the grass-roots community;

- "The grass-roots community needs the whole-hearted company of the leadership elite;

- "The people who will be responsible for implementing the programs simply must be among those excited people who develop the ideas;

- "It is possible to advance too many ideas too fast;

- "An annual update process, involving large numbers of citizens, is necessary if serious issues are to be moved;

- "The civic improvement agenda must be housed outside the political and bureaucratic walls of government;

- "The effort must lead to the election of government leaders who arise from this civic process and who will transmit to government the community's values and goals."[52]

Terry Goddard and Andy Young at Phoenix Futures Forum event. Photo by Bob Rink (goodgovernment.org/phoenixfuturesphoto.htm)

More examples include elements of the *Engaging Stakeholders* stage. Please see Cobscook Bay, Maine's Community Plan in *Exploring Design Options*, below.

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★ *Developing the Process with Public Deliberation*
(Defining the project implementation process)

Neighborhood Action Initiative
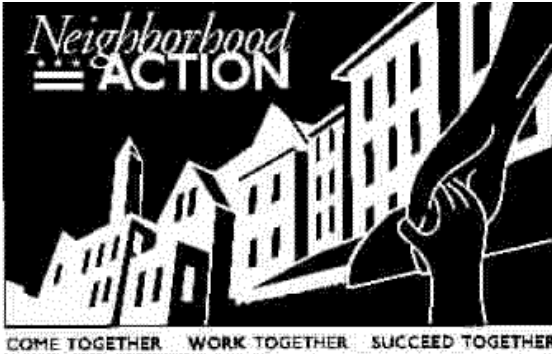
In Washington, D.C., large-scale public deliberation was combined with collaboration at the neighborhood, city, and agency levels.

The public deliberation, in the form of a Citizen Summit, brought together more than three-thousand residents from around the city. The participants considered elements of a new strategic plan for the city and addressed six priority areas: Building and Sustaining Healthy Neighborhoods, Investing in Children and Youth, Strengthening Families, Making Government Work, Economic Development, and Unity of Purpose and Democracy.

Their deliberation helped "reinvent government structures in ways that respond directly to citizens' desires and needs."[53]

Restoration of the South San Francisco Bay Salt Ponds

The goals of this community problem-solving process are to restore and enhance the habitats in the Bay, manage flooding, and offer public access and recreation opportunities. In fact,

The South San Francisco Bay Salt Ponds
(www.southbayrestoration.org)

the restoration project is the largest one of its kind on the West Coast.

"At the beginning of the process, the Project Management Team convened a public advisors forum based upon data generated by an assessment before the process began. This Forum continues to meet throughout the planning, advising on, and ratifying each major milestone of the development project. The Forum is augmented with an active public outreach process, also developed with data from the assessment, carried out parallel with the Forum process. This public outreach included such elements as:

- Opening all workshops to the public, supported by a website and 2,000 person database of contacts;

- Regular television coverage of each major milestone event;

- Regular presentations to City Councils in the region;

- Coordination of tours and programs for the public;

- Displays at several library branches in the region;

- Gallery display at the San Francisco International Airport;

- Production of a short video aired regularly on public television stations

- Sponsorship of a Forum Speakers Bureau;

- Production of a feature article in *Bay Nature* magazine, widely distributed as a reprint; and

- Periodic workshops for public officials in the region."[54]

Penn's Landing is a section of the Delaware River Waterfront in Philadelphia, which has seen more than twelve failed development attempts.

Penn's Landing (www.pennslandingcorp.com)

The Penn's Landing Forums were designed to develop a set of values-based principles that would guide its future development. The forums were informed by an opening expert panel, which outlined models from other cities to help expand the thinking of both citizens and policymakers.

The forums were followed by a charrette, during which citizens joined with design professionals to apply those principles using three different scenarios.[55]

The Decatur Roundtables are a Study Circles program in Decatur, Georgia. The City Manager initiated one project to seek input from the citizen roundtables for a community's strategic plan that would encompass race, schools, and growth issues. The city partnered with a local nonprofit, Common Focus, to involve citizens in developing this plan.

Common Focus created a map of all the organizations and groups in the city to seek wide representation from various groups.

More than 450 people got involved in the Decatur Roundtables sessions. Those small-group participants shared their conclusions and ideas in a city-wide forum, where stakeholder committees refined the plan.

The ideas from the citizen roundtables enabled the city to draft the basic parameters of the strategic plan. The city then recruited 250 citizens to help refine the full plan.[56]

★ *Inventorying Conditions with Public Deliberation*
(Creating a data infrastructure to support the project, and identifying current conditions)

Resident Committee for Housing Project in Long Beach, California

In this case, the "public" is limited to the sphere of a housing project. This example does illustrate, though, how a community can be involved in identifying current conditions.

A playground murder in 1988 called attention to a troubled housing project in Long Beach. Soon after, the Director of Housing Management for the Department of Housing and Urban Development (HUD) in Los Angeles, John Lagerbauer, got involved. He convened a meeting for the three interested groups—HUD, the City of Long Beach, and the new owner of the complex. "We knew that 20 people in suits couldn't solve the problem, but with 20 people in suits and 1300 people who wanted a better life, we could do something," he said.

The stakeholder group, called the Planning Group, stepped in to solve the project's

security problems around drugs, gangs, and violence. The stakeholder group improved security and police presence, and residents felt safe again.

To continue this progress, the stakeholders encouraged residents to form a Resident Advisory Committee (RAC) to advise them. (This began by inviting residents to open meetings.)

The RAC meets monthly. It identifies and discusses problems in the housing project. Then, it presents those identified problems to the stakeholder group at its monthly Planning Group meetings, where decisions are made by consensus.

On its success, one RAC member said, "It's changed for the better. People are willing to cooperate. Since we turned it around we've got the kids out there playing again."[57]

Compton Playground, Long Beach, California planner.kaboom.org/Project.asp?ProjectID=2452

See Chicago's Community Beat Meetings in *Prioritizing Options*.

★ *Exploring Design Options with Public Deliberation*
(Contributing, considering and choosing design solutions to achieve the identified goals)

Cobscook Bay, Maine's Community Plan began with public deliberation to identify values for their area. The deliberation was a focus group process with three community meetings around the Bay.

The four highest values that local residents identified were: "the economy, the natural environment, the quality of education, and the sense of community and cooperation in and among towns."[58]

Then, a small collaborative group met during a six-month period and developed indicators to monitor those publicly identified values, as well as project ideas. Focus groups were formed again, so community members could ratify indicators and project ideas.

Horan Head, Cobscook Bay. Photo © Kidman

Coastal Coho Salmon Assessment and Recovery

The Oregon Department of Fish and Wildlife (ODFW) and the National Oceanic and Atmospheric Administration (NOAA) Fisheries needed to assess the effectiveness of the Oregon Plan for protecting Coastal Coho

salmon, and to determine a conservation or recovery plan for the Coastal Coho salmon.

So, federal and state agencies worked with a stakeholder group and the public to help with this assessment and the development of a recovery plan.

A stakeholder process called the Coastal Coho Stakeholder Team was created to work with the agencies to develop and discuss the concepts to go into the plan before the draft plan was developed.

The team represented a cross-section of coastal resource interests. It included representatives of tribal, federal, regional, state, and local government; private industry such as fishing and agriculture; conservation and environmental organizations; and citizen advocacy groups. The team provided input and acted as a public liaison for assessment of the Oregon Plan. Also, they helped develop and refine conservation measures.

The public became most involved after ODFW released a draft State of Oregon Conservation Plan for the Oregon Coast Coho. A series of public town meetings were designed to get the public's input and feedback on ODFW's draft plan.

Members of the Coastal Coho Stakeholder Team involved people in their own communities before the official public comment period. Team members spoke with their community organizations along the way to keep them informed of progress.

Stakeholder Team members also served as local hosts when the ODFW's draft plan was reviewed in their communities.

In January of 2007, ODFW presented the draft plan to the Oregon Fish & Wildlife

Commission. The Commission will likely adopt related rules in 2007.

Coastal Coho Salmon
Photo: NMFS Northwest Fisheries Science Center

Also see Chicago's Community Beat Meetings in *Prioritizing Options*.

★ *Assessing Impacts with Public Deliberation*
(including direct and indirect impacts from alternative solutions)

United Agenda for Children is a coalition of 40 non-profit organizations and public institutions, funded by charitable institutions, government entities, and local businesses. The coalition organized deliberative forums as part of its three-year plan to quantifiably improve the health, safety, and education of the over 200,000 children and youth in Mecklenburg County, North Carolina.

In the first deliberative forum, 1,000 residents created an agenda to fulfill the coalition's plan to improve the lives of the county's children and youth. This included educating the community about their children's welfare, building consensus about budget priorities, and developing a vision with an implemented action plan.[59]

Community leaders—including representatives from government, business, and non-profits and charities—"agreed to listen carefully to the recommendations and help take action."[60] Action teams implemented the agenda for two years, keeping the community up-to-date with regular reports, and continued in the third year when another deliberative forum was organized. This second forum reconvened community members, so they could assess progress and make necessary adjustments.[61]

www.unitedagendaforchildren.org

★ *Prioritizing Options with Public Deliberation*

Listening to the City, New York

The Civic Alliance to Rebuild Lower Manhattan organized a deliberative planning process to rebuild the site of the World Trade Center Towers. The Alliance is a collaborative coalition of over 85 civic, business, community, environmental, university and labor groups.[62]

In addition to rounds of public hearings, the Alliance organized forums for deliberative planning: two community-wide meetings and a 4,000-person meeting. Before this meeting, planners had presented the public with redevelopment proposals, but these had been poorly received. This groundbreaking meeting was "enormously constructive in reshaping the priorities and comprehensiveness of the plans."[63]

In fact, the deliberative group's plan included: a memorial; increased green space; residential and commercial developments for a "24-hour community"; accommodations for new transportation infrastructure; and reconnections to the street grid.[64]

An aerial view of ground zero on Aug. 16, 2006
Photo by Vincent Laforet for The New York Times

These ideas were reflected in the redevelopment plans later released by the Port Authority and Lower Manhattan Development Corporation.

Chicago's Community Beat Meetings

are part of the city's Alternative Policing Strategy. This strategy includes public forums (with neighborhood residents deliberating with local police officers), as well as collaboration between public agencies and non-profit organizations (which support and manage the efforts of all 280 neighborhood "beats" in the city).

At the monthly community beat meetings, interested residents and police officers discuss public safety problems. Through deliberation, they identify priorities and develop strategies, including assigning responsibility for implementing those strategies. For example, obtaining search warrants would be assigned to officers; confronting a landlord about an unsafe structure would be assigned to residents. New business at these meetings includes assessing how well strategies are being implemented and revising strategies if needed.

Public Deliberation with Multi-Stakeholder Dispute Resolution Processes

Public deliberation can also supplement multi-stakeholder dispute resolution at various stages. Engaging the wider public in this way can remedy a current problem with stakeholder dispute resolution processes. Small groups of stakeholders are not always sufficiently representative of the public "in terms of education, income, ethnicity, and the like."[65] This shortcoming limits "whose values are heard, whose conflicts are resolved, and whose priority issues are addressed."[66]

Here are the five stages of a typical stakeholder dispute resolution process, within which public deliberation can be incorporated:

1. **Assessment;**

2. **Planning and Organization;**

3. **Education and Information Exchange;**

4. **Negotiation/Resolution;** and

5. **Implementation.**[67]

★ Stage 1: Assessment with Public Deliberation

This first stage includes:

(1) Analyzing and assessing conflict;

(2) Identifying problems, goals, and issues;

(3) Planning the process design;

(4) Analyzing representation issues;

(5) Assessing the adequacy of staffing; and

(6) Assessing participants' commitment.[68]

Here, public deliberation may be incorporated in the second step to help identify problems, goals, and issues by establishing values and identifying priorities. Useful techniques here include **21st Century Town Meetings, Citizen Choicework**, **Deliberative Polling**, and **Future Search** because they are good for clarifying values and generating media visibility.[69] (See Appendix A for more tools.)

In the third step—planning the process design—public deliberation can help ensure that the process will effectively consider and deliver public benefits. One potentially useful tool in this step is the **World Café** process. This process incorporates small-group discussions with a larger conversation. It has enhanced community development efforts by helping design and implement organizational strategies to work toward common goals. (See Appendix A for more tools.)

Public deliberation can also help in the fourth step—analyzing representation issues—by ensuring that public views are represented. Here, some techniques to consider are **21st Century Town Meetings, Citizen Choicework**, **Councils**, and **Deliberative Polling** because they involve large groups and generate media visibility.[70] (See Appendix A for more information about these and other tools.)

Stage 1: Assessment with Public Deliberation

To establish values and identify priorities:

public deliberation

To establish guidelines and effective processes to deliver public benefits:

public deliberation

To ensure key views are represented:

public deliberation

| Analyzing and Assessing Conflict | **Identifying Problems, Goals, and Issues** | **Planning the Process Design** | **Analyzing Representation Issues**
- Who are the deal-makers and deal-breakers?
- What groups should be represented?
- Who can legitimately speak for each group? | Assessing the Adequacy of Staffing | Assessing Participants' Commitment |

The figure above outlines the steps in this first stage, and how and why public deliberation may be incorporated.

A case example of significant public involvement (although not actual deliberation) in the Assessment stage is the work done for the cleanup of Cape Cod's sole-source aquifer. The iterative nature and resulting consensus brought this public involvement closer to deliberation than some public involvement.

Massachusetts Military Reservation – Cleaning up Upper Cape Cod's Sole Source Aquifer

This case involved cleanup of one of the largest Superfund sites in the United States. The process integrated a decision-making process and a dispute-resolution process among the interested agencies with public-involvement mechanisms including citizen advisory teams. These citizen advisory teams reached broad community consensus about alternatives and options for cleanup remediation.[71]

Treated wastewater disposal beds, which created a large subsurface plume of contaminated ground water (toxics.usgs.gov/photo_gallery/capecod.html)

★ *Stage 2: Planning and Organization with Public Deliberation*

The second stage of multi-stakeholder dispute resolution processes includes:

(1) Training participants in interest-based collaboration;

(2) Developing logistics and a schedule;

(3) Settling representation issues;

(4) Establishing the group's goals;

(5) Developing ground rules;

(6) Determining ongoing communication and accountability systems;

(7) Setting the agenda for the next stage; and

(8) Finalizing the process design. [72]

Here, public deliberation processes can ensure that outcomes of the stakeholder process meet the public's goals. Besides improving the stakeholder process, this deliberation can benefit the public by seeking citizens' input, building new civic skills, and encouraging citizens to be involved in their communities. [73]

Steps six through eight are outlined below.

Stage 2: Planning and Organization with Public Deliberation

To ensure outcomes meet public goals:

public deliberation

Steps 6–8:

Determining Ongoing Communication & Accountability Systems with

- Constituents
- Elected / Appointed Boards
- General Public
- Other Important Players

Setting the Agenda for the Next Stage

- Initial Discussion of Issues
- Initial Issue Framework

Finalizing Process Design
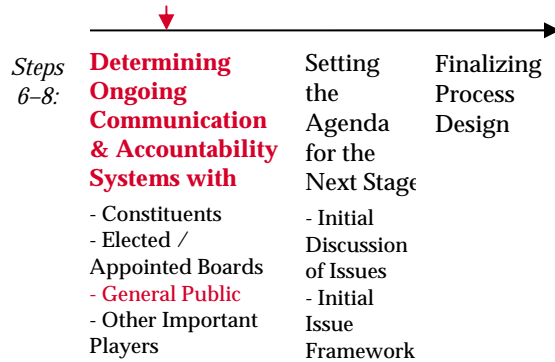
★ *Stage 3: Education and Information Exchange with Public Deliberation*

The third stage of multi-stakeholder dispute resolution includes:

(1) Reviewing the history, context, and legal framework of the dispute;
(2) Developing a common understanding of the problem(s) and issues;
(3) Forming a thorough understanding of stakeholder interests;
(4) Developing a thorough understanding of most likely alternatives to a negotiated agreement;
(5) Creating a common information base;
(6) Educating constituencies about issues and interests; and
(7) Developing a framework for negotiation.[74]

This stage includes multiple opportunities for public deliberation, noted in the timeline below.
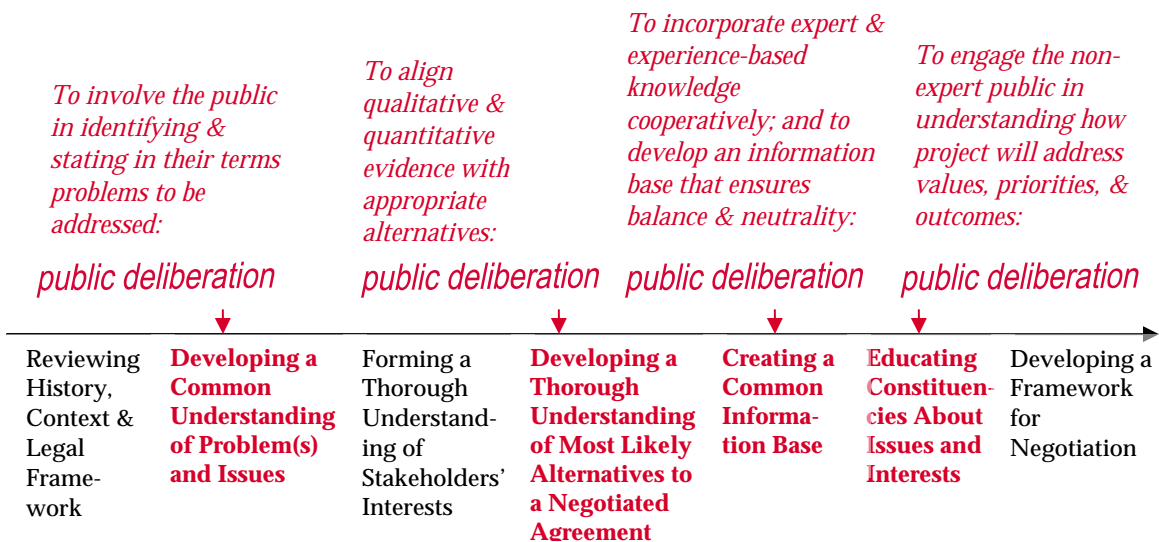
Public deliberation can help develop common understanding of problems and issues by defining the key challenges and opportunities associated with an issue. One possible tool for deliberation here is the **Consensus Conference** process. This technique allows for in-depth, technical issue exploration and can incorporate expert views.[75]

Public deliberation can also supplement the fourth and fifth steps of the education and information-sharing stage: understanding the most likely alternatives to a negotiated agreement and creating a common information base.

Finally, public deliberation can help educate constituencies on issues and interests by engaging them in understanding how a proposed plan would address their values and priorities. Techniques that would work for this step include **21st Century Town Meetings**, **Consensus Conferences**, **Citizen Choicework**, and **Study Circles**. These techniques can engage large segments of the public, cultivate shared agreement, uncover public priorities, and generate media attention.[76] (See Appendix A for more deliberative tools.)

Stage 3: Education and Information Exchange with Public Deliberation

To involve the public in identifying & stating in their terms problems to be addressed:

To align qualitative & quantitative evidence with appropriate alternatives:

To incorporate expert & experience-based knowledge cooperatively; and to develop an information base that ensures balance & neutrality:

To engage the non-expert public in understanding how project will address values, priorities, & outcomes:

public deliberation   *public deliberation*   *public deliberation*   *public deliberation*

| Reviewing History, Context & Legal Framework | **Developing a Common Understanding of Problem(s) and Issues** | Forming a Thorough Understanding of Stakeholders' Interests | **Developing a Thorough Understanding of Most Likely Alternatives to a Negotiated Agreement** | **Creating a Common Information Base** | **Educating Constituencies About Issues and Interests** | Developing a Framework for Negotiation |

★ Stage 4: Negotiation / Resolution with Public Deliberation

The fourth stage of multi-stakeholder dispute resolution processes also has opportunities to integrate forums for public deliberation— especially when broader public interests are involved. This stage includes:

(1) Turning interests into decision-making criteria;
(2) Generating options;
(3) Developing and refining trial balloons;
(4) Linking and packaging agreements;
(5) Getting constant feedback from constituencies;
(6) Developing agreements;
(7) Integrating implementation into agreements; and
(8) Obtaining ratification from constituencies.[77]

Public deliberation can be particularly useful in the first, second, fifth, and eighth steps: turning interests into decision-making criteria;

generating options; getting constant feedback from constituencies; and obtaining ratification from constituencies.

The reasons to have the public deliberate at the beginning of the negotiation/resolution stage are: to ensure that the public's views are represented; to establish their values and identify their priorities; and to get the benefit of the public's creative thinking about options.

Here, useful deliberative tools include: **21st Century Town Meetings**, **Consensus Conferences**, **Citizen Choicework**, and **Study Circles**. These tools can engage large segments of the public, cultivate shared agreement, and uncover public priorities. [78]
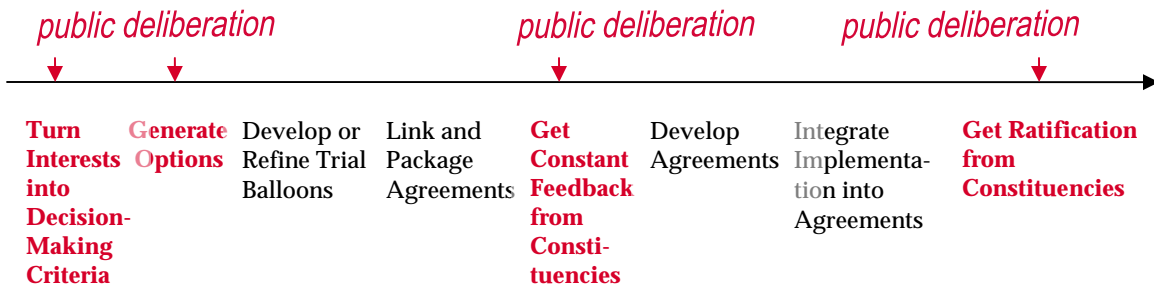
At the later part of the negotiation/resolution stage, public deliberation can help ensure broad public awareness and support of the project, and help establish guidelines and effective processes to deliver public benefits.

The figure below outlines the steps in this fourth stage, and how and why public deliberation may be incorporated.

Stage 4: Negotiation/Resolution with Public Deliberation

To ensure that the public's views are represented;
To establish values and identify priorities;
To get the benefit of the public's creative thinking about options:

To ensure broad public awareness and support of project;
To establish guidelines and effective processes to deliver public benefits:

public deliberation   *public deliberation*   *public deliberation*

| **Turn Interests into Decision-Making Criteria** | **Generate Options** | Develop or Refine Trial Balloons | Link and Package Agreements | **Get Constant Feedback from Constituencies** | Develop Agreements | Integrate Implementation into Agreements | **Get Ratification from Constituencies** |

★ *Stage 5: Implementation with Public Deliberation*

The fifth stage has one main opportunity to integrate public deliberation. This stage includes: (1) linking agreements to external decision making; and (2) monitoring implementation to assure compliance and respond to changing conditions.[79]

In the second step, monitoring implementation, the goal is to determine whether the project goals are being met during implementation.[80] Including public deliberation here can help ensure that the public's goals and any changed conditions are considered.

Public deliberation methods that can be used here include **21st Century Town Meetings**, **Consensus Conferences**, **Citizen Choicework**, and **Study Circles**. These tools can engage large segments of the public, cultivate shared agreement, and uncover public priorities.[81]

The figure below shows how and why public deliberation may be incorporated into the second step of this stage.

Stage 5: Implementation with Public Deliberation

To ensure outcomes meet public goals:

public deliberation

Step 2:   **Monitor Implementation to Assure Compliance and Respond to Changing Conditions**

CONCLUSION

Stakeholder processes and public deliberative forums have both proven to be valuable alternatives to traditional governance activities.

In combination, in appropriate cases, these two collaborative governance activities can create even better solutions to public problems.

To achieve the most effective, most lasting solutions, with the most community acceptance and ownership, a combined effort should be considered when:

- A broader public interest is involved;
- Representatives of all interests cannot be gathered in a small group;
- Creative solutions have not emerged from stakeholders; or
- Implementation will depend on the wider public.

In these cases, the public needs to have its values heard, its conflicts resolved, and its priority issues addressed.[82] Including a public forum can educate the wider public about the stakeholder process, build trust between the public and stakeholders, and yield more successful implementation of the final decision.

When the public is invited to deliberate in these situations, public solutions will be better substantively, and they will be implemented more smoothly and efficiently.

By combining public deliberation with stakeholder processes:

The public's values can help frame issues at the beginning of a stakeholder process;

More creative solutions to public problems can emerge;

Stakeholders can implement public solutions more directly, and with greater acceptance;

Communities will suffer less from current challenges like interest-group politics and community members' limited involvement in problem-solving efforts;

Democratic principles will be immediately fortified in stakeholder processes; and

Democratic practices will be more successful over time.

Appendix A: DELIBERATIVE TOOLS

The deliberative tools below illustrate some of the available methods to facilitate public deliberation:

- 21st Century Town Meetings
- Charrettes
- Citizen Choicework
- Citizens Jury Process
- Consensus Conferences
- Council and WebCouncil
- Deliberative Polling
- Future Search
- Informed Contemplative Dialogue
- National Issues Forums
- Online Dialogues
- Open Space Technology Process
- Public Conversations Project's Approach
- Study Circles
- World Café

For a more extensive list of deliberative tools, see www.thataway.org/exchange/categories.php?cid=41&recommended=1.

21st Century Town Meetings

When decision-makers want advice on issues that affect the lives of citizens, they can use 21st Century Town Meetings to effectively and efficiently gather citizens' ideas. Meeting participants learn about the issues at hand, including how different perspectives view the issue and the consequences of alternative solutions.

At the end of this deliberative forum, decision-makers and participants immediately get a report that summarizes the deliberation. The report identifies priorities and makes recommendations.

America*Speaks* has helped decision-makers use this tool for policy-making, agenda setting, planning and budgeting.

For more information see: www.americaspeaks.org

Charrettes

A charrette is a collaborative, public planning process with design-studio and town-meeting elements. These processes are usually sponsored by a government agency. That agency sets the goals and the time limit.

Often, charrettes are used early in a planning process. Citizens can provide useful guidance at that point. Charrettes can also be incorporated later in a planning process to help the planning group break through a troublesome issue or impasse.

A citizen work-session kicks off the charrette, which usually lasts about a week. In the charrette, the leader defines the issue to be resolved. The participants analyze the problems and alternative solutions. Then, participants break into small groups to address elements of the issue in more detail. Staff finds supporting data. The participants develop proposals with alternative solutions. Finally, the participants present, analyze, and ratify the proposal by consensus.

For more information see: www.fhwa.dot.gov/reports/pittd/charrett.htm

Citizen Choicework

The Citizen Choicework format enables citizens to convene, discuss difficult public issues, and come to judgment about those issues. Participants are assisted by the involvement of non-partisan local leaders, trained moderators, and unbiased background materials.

The leaders and procedures help everyone to be heard. The process is also inclusive and citizen-driven, as opposed to being led by experts. In the forum, participants discuss conflicting values and potential tradeoffs. The group develops the priorities and direction for action.

An important part of this tool is the continuing nature of it. This tool includes strategic follow-up to foster new collaborations, creative initiatives, and community capacity for deliberative work.

For more information see: www.publicagenda.org

Citizens Jury Process

In the Citizens Jury process, 18 to 24 randomly selected citizens listen to witness testimony about a policy issue for five days, deliberate, and then issue findings and recommendations to decision-makers and the public. This forum provides decision-makers with informed, deliberative citizen input about the best solutions to public problems.

For more information see: www.jefferson-center.org

Consensus Conferences

Consensus Conferences are a good tool to use when a controversial issue is complex, scientific, or technical. This type of forum convenes a diverse group of citizens who discuss issues with expert input.

First, a stakeholder steering committee forms. This steering committee has balanced representation from different stakeholder groups.

Second, the conference sponsor recruits a diverse panel of citizens. Over two weekends, small groups from the citizen panel listen to experts. The citizens deliberate and work toward consensus. Then, the citizen panel cross-examines expert witnesses in a public forum. Finally, the citizen panel announces its findings to the media and the panel's report is circulated among the public. Follow-up forums discuss the report and raise public awareness of the issue.

For more information see: thataway.org/exchange/resources.php?action=view&rid=1492

Council and WebCouncil

Both Council and WebCouncil enable large groups of citizens to participate in the decision-making process.

Council is a facilitated process that uses meetingware technology, laptop computers, and voting keypads to get feedback and ideas from large groups of citizens. Wireless network technology allows for mobility and minimal setup time. Councils can attract up to 5,000 participants.

WebCouncil is a web-based version of Councils. It uses virtual meetings, and on-line discussion groups and resources. It can supplement other deliberative tools to help participants stay involved and active in discussions between in-person meetings.

These methods create greater understanding and ownership, better long-term decisions, actionable strategies, and excited participants. The tools facilitate rapid feedback, so groups can complete ambitious agendas in a short time.

For more information see: www.covision.com

Deliberative Polling

Deliberative Polling combines small- and large-group deliberation around public policy or electoral issues. Scientific random sampling selects participants for the large group. Participants receive balanced background materials to review before the meeting.

With a trained moderator, small groups discuss the background materials and questions they want to ask experts and political leaders in the final stage. In the last

stage, the large group convenes and discusses the issue with experts and leaders.

For more information see: cdd.stanford.edu

Future Search

Future Search is an inclusive, interactive planning process that can include sixty or hundreds of people. Participants meet for three days for a total of 16 hours. First, they tell personal stories and talk to uncover shared values. Then, they collaboratively form plans for implementation.

This tool is based on time-tested cultural principles. Through shared learning, participants create a catalyst for voluntary action. These new collaborations can continue for months or years.

For more information see: www.futuresearch.net

Informed Contemplative Dialogue

Informed Contemplative Dialogue engages citizens to learn about others' views and share information, not only in the discrete group, but beyond the forum. The goal of this method is to give forum participants what they need to think about an issue and to take action within their sphere of influence.

For more information, see: www.forumsinstitute.org

National Issues Forums

National Issues Forums give citizens an opportunity to deliberate and to collaboratively decide how they will approach a public problem. These forums can help whenever citizens want and need a way to discuss shared problems. Many

kinds of organizations and institutions can sponsor these forums.

The background materials that these forums provide are NIF issue books. These books are based on research of the public's concerns. The books identify three or four options or approaches for an issue. This presentation of options encourages participants to face the conflicts among those different options and it steers the discussion away from reactionary, simplistic arguments.

For more information, see:
thataway.org/exchange/resources.php?action=view&rid=1589

Online Dialogues

A common online dialogue tool is the Information Renaissance Model for Online Dialogues. This model improves citizen access to information and promotes focused, reasoned discussions among citizens and between citizens and their government.

Government agencies, organizations, or elected officials can sponsor these dialogues. In the dialogues, citizens learn about a complex issue and discuss it with experts, advocates, and policy makers.

The dialogues are open to the public. Participants register, but other members of the public can read discussions, daily summaries, and background materials.

Participants join the online dialogue at their convenience. They are free to review and reflect on background materials and others' postings at their leisure, and reply at any time. Dialogue archives remain available after the discussion is over.

For more information, see:
www.info-ren.org

Open Space Technology Process

Open Space Technology is a self-organizing process. People offer topics for discussion and then correspond with and learn from each other about those topics. This process can help citizens carry out meaningful work.

This innovative approach is internationally recognized for its capacity to change whole systems and to inspire people to be creative and proactive.

For more information, see:
www.openspaceworld.org

Public Conversations Project's Approach

Public Conversations promote constructive conversations and relationships among people who could otherwise be divided by their different values and positions about controversial public issues.

This tool for constructive dialogue has been used successfully with divisive public issues such as abortion, the environment, sexual orientation and religion, population and development, and economic difference.

For more information, see:
www.publicconversations.org

Study Circles

The Study Circles process brings together large groups of people for dialogue, deliberation, and community organizing. Community members join the group from different racial and economic backgrounds, with different ages and political views. The discussions these groups have help

communities fortify their capacity to solve their own problems. The public talk builds understanding, explores various solutions, and works like a catalyst for social, political, and policy change.

Study Circles help communities to hear various perspectives, which can yield successful long-term solutions to intractable community problems. They can build trust between people from different sectors. They can help communities unite and move forward on a divisive public issue. They can provide public officials with informed local opinion and improve long-range projects (like a strategic plan). They can also help community members move from dialogue to local action and long-term change.

For more information, see:
www.studycircles.org

World Café

The World Café method uses small-group deliberation within a larger whole. The entire group can be as small as 12 people, or as large as 1200 people. Participants move between the small-group conversations and cross-pollinate ideas. The small conversations are linked and built on in this way, enabling large groups to discuss and develop their community's future.

For more information, see:
www.theworldcafe.com.

Appendix B:
SURVEY RECIPIENTS

T he following organizations were invited to participate in the NPCC survey:

Alliance for Regional Stewardship, Emily Kennedy, Alliance Manager

American Friends Service Committee, Pamela Rasp, Deputy General Secretary for Operations and Program

America*Speaks*, Carolyn Lukensmeyer, Founder and President

Applegate Partnership, Kevin O'Brien, Project Manager

Bodies Electric, LLC, Sameena Shahid, Director, Client Engagements

Boise State University, Amy Williams, Environmental Finance Center

California Institute of Public Affairs, Daniel A. Mazmanian, Senior Associate

California State University - Sacramento, The Center for Collaborative Policy, Susan Sherry, Executive Director

Center for Analysis of Alternative Dispute Resolution Systems (CAADRS), Susan M. Yates, Executive Director

Center for Deliberative Democracy, Joyce Ichinose, Manager

Center for Human Resources, Heller School for Advanced Studies in Social Welfare, Brandeis University, Carmen Sirianni, Co-editor, Civic Practices Network

Center for Innovative Public Policies, Susan W. McCampbell, Company President

CitizenSovereignty.org, Bill Corbett, Executive Director

Clemson University, Laboratory for Deliberative Dialogue

Commission on Dispute Resolution and Conflict Management, Maria Mone, Director

Common Ground: Center for Cooperative Solutions, Beth Greenwood and Carolyn Penny, Co-directors

Community Involvement Program, Norm Fruchter, Director

Concur, Scott T. McCreary, Ph.D., Principal-In-Charge, Berkeley Office

Connecticut Policy and Economic Council, Michael P. Meotti, President

Consensus Building Institute, Lawrence Susskind, Founder and Senior Advisor

Consensus Council, Inc., Rose Stoller, Executive Director

Consortium for Public Collaboration, NM Environment Department, Julia Hosford Barnes

Council on Public Policy Education, Diane U. Eisenberg, Executive Director

Covision, Christian Saucedo, Production Manager

Deliberative Democracy Consortium, Tonya Gonzalez, Director

Denver (City and County of) - "Denver Listens" program

E the People, Michael Weiksner, Co-creator

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