

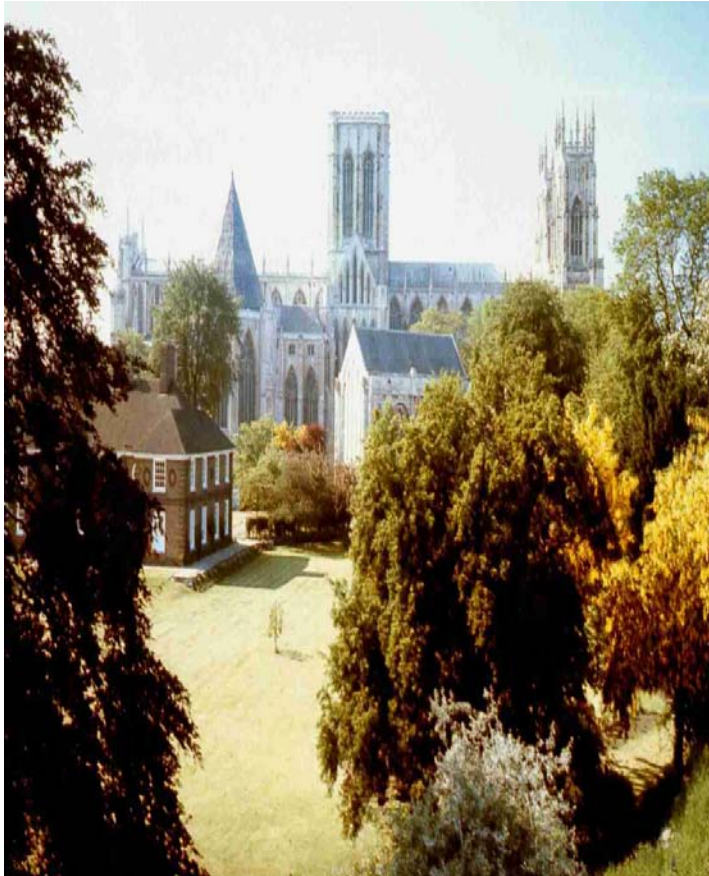
Towards Quality Participation?

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Two stories at very different states of development



The 2007 UK European
Citizens Consultation



Afghanistan's National Solidarity Program

Afghanistan's National Solidarity Programme



Islamic Republic of Afghanistan

جمهوری اسلامی افغانستان

Ministry of Rural Rehabilitation
and Development

وزارت احیاء و انکشاف دهات

National Solidarity Programme

پروگرام همبستگی ملی



European Citizens Consultation at the University of York, 24-25 March 2007 Power Inquiry/Crystal Interactive/Involve



Key ingredients of success



- Capacity to share power and let go
- Citizen ownership
- Never make assumptions
- Design for outcomes

The core questions

1. Why has citizen-centred policy-making reached a position of such political salience?
2. What methods of citizen-centred policy-making and delivery are there and what are their strengths and weaknesses?
3. How do we know what will work in different cultural settings?
4. What are the ideal conditions for citizen participation?
5. What public value management capabilities are necessary to deliver effective citizen-centred policy outcomes?

1. Why citizen-centred policy-making/operational delivery?

At the level of political discourse

- Global pattern of disaffection with government
- the merits of deep democratisation for stabilisation/social solidarity in times of crisis
- perceptions of delivery failure
- new technology-driven economic discourse

At the field level

- the potential for broader ownership of policy problems to help manage rising citizen expectations
- efficiency gains through targeting identifiable needs i.e. capacity to do more with less if you know what people want
- greater capacity for impact assessment to avoid unintended consequences of action

The rise of public value management

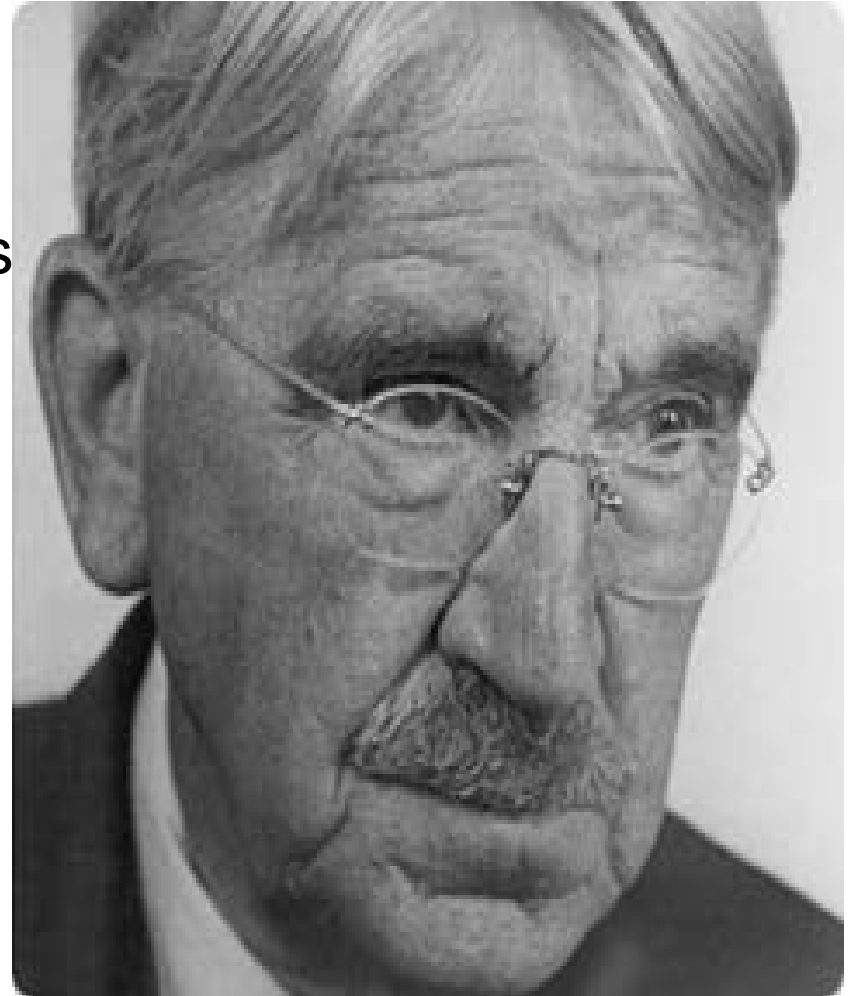
- Public services add value to society in the same way that private for-profit organisations create value for their shareholders and other stakeholders.
- Public intervention should be circumscribed by the need to achieve positive social and economic outcomes for the citizenry.
- What is and what is not public value should be determined collectively through inclusive deliberation involving elected and appointed government officials, key stakeholders and the public.
(Professor Mark Moore, Kennedy School, Harvard & ANZSOG)



John Dewey

(1859-1952) – American philosopher
and education reformer

- *The Public and its Problems* (1927)
- It is the moral responsibility of politicians and bureaucrats to call a public into being whenever considering matters of public interest.
- Quality of democracy is reflected in the political knowledge of the citizenry; ‘fully formed public opinion’.
- By implication the search for public value involves sharing and often delegating power!





Changing Administrative Culture

Public Management

- Informed by private sector management techniques
- Services delivered more flexibly with more managerial autonomy & tailored to the requirements of consumers
- Enabling ('steering') & still 'rowing'
- Certain services to be delivered through collaborative partnerships with public, private and voluntary sectors
- Service delivery audited to measure economy, efficiency and effectiveness

Public Value Management

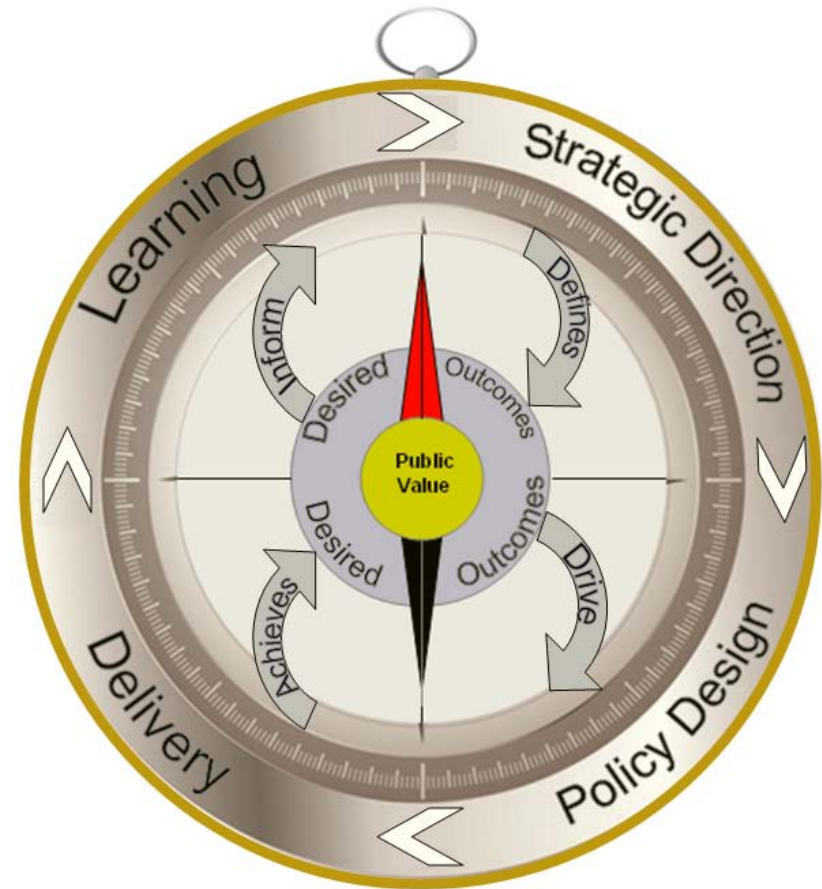
- The overarching goal is achieving public value that in turn involves greater effectiveness in tackling the problems that the public most care about: stretches from service delivery to system maintenance
- Public managers play an active role in steering networks of deliberation and delivery
- Individual and public preferences are produced through a process of deliberative reflection over inputs and opportunity costs
- No one sector has a monopoly on public service ethos; shared values is seen as essential
- Emphasis on the role of politics in allocating public goods

2. What methods of citizen-centred policy-making and delivery are there and what are their strengths and weaknesses?



Where is citizen engagement useful at different decision points in the policy process?

- Strategic direction refers to the involvement of citizens in the introduction of new organisational missions which impact directly on the nature of decision-making throughout the organization (e.g. a Community Plan).
- The second and third sites of decision-making relate to the direct involvement of citizens in the design and delivery of policy.
- The fourth site of decision-making involves the generation of knowledge about organisational performance or public attitudes on specific issues.



Methodological choices in citizens' engagement

Citizen involvement in...	
1. Strategic direction	Appreciative Inquiry, Community Empowerment Networks, Consensus Building/Dialogue Consensus Conference, Future Search Conference, Deliberative Mapping, Deliberative Polling, Participatory Strategic Planning (ICA), Planning for Real
2. Policy design	Co-design, Deliberative Mapping, Democs
3. Policy delivery	Appreciative Inquiry, Co-design, Deliberative Mapping, Deliberative Polling, Participatory Appraisal, Everyday makers
4. Policy learning	Citizens' Juries, Citizens' Panels, Democs, User Panels, Electronic processes, Open Space Technology, Planning cells

3. Diagnosing what works in different settings – *the CLEAR tool*

A diagnostic tool which helps public bodies to identify particular strengths and problems with participation in their localities and, to consider more comprehensive strategies for enhancing public participation.

Participation is more likely when citizens:

- **Can participate** (*resources, skills and knowledge*)
- **Like to participate** (*sense of attachment*)
- **Enabled to participate** (*civic infrastructure*)
- **Asked to participate** (*mobilised in diverse ways*)
- **Responded to when they do**
(*outcomes/feedback*)

4. What are the ideal conditions for citizen participation?



Case studies

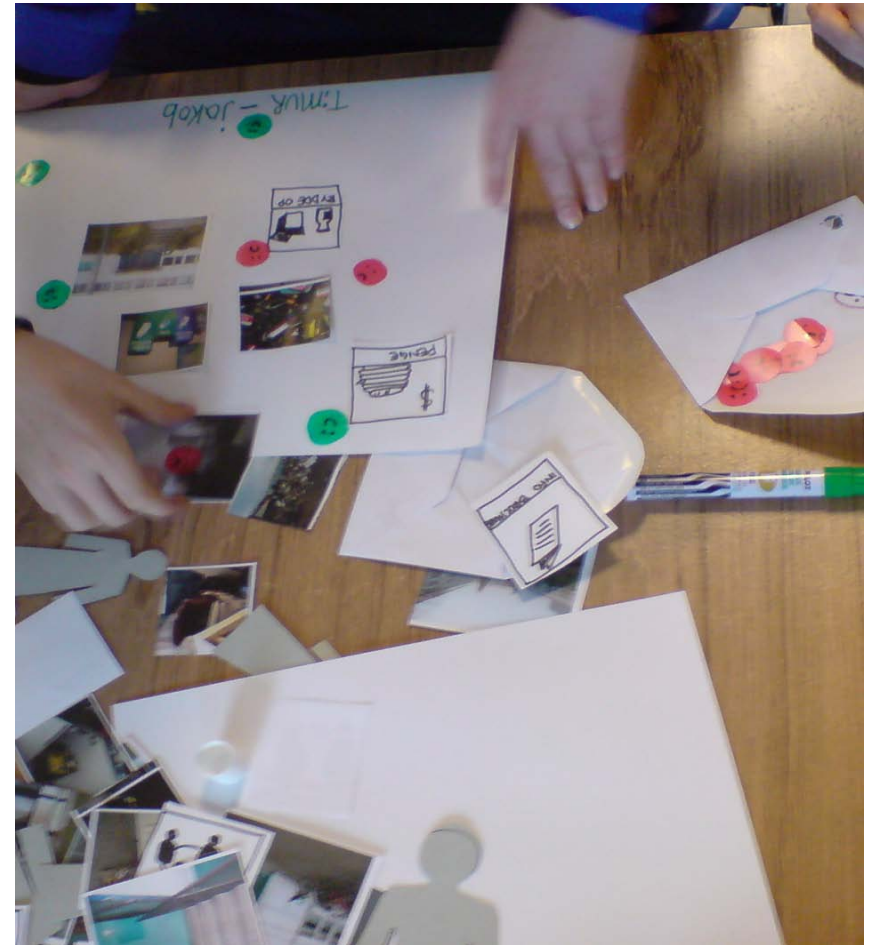
- The examples are drawn from practices in the United States, three European states representing very different political cultures: the United Kingdom (Western Europe), Denmark (Northern Europe), Spain (Southern Europe), and Australia.

Selected on the following basis:

- Place – *evaluated successfully*
- Novelty – *leap of creativity from existing practice*
- Significance – *addresses an important problem of ‘public’ concern*
- Utility – *made things easier for government*
- Effectiveness – *achieved tangible results for the citizenry*
- Longevity – *looks set to achieve results over time*
- Transferability – *the case, or aspects of it, shows promise of inspiring replication*

Design for outcomes

1. *Purpose* – the design of citizen-centred policy-making and delivery depends on its purpose.
2. *Place* – it means different things in different places – the key is to find out what works in the context you are working in with citizens.
3. *Diagnosis* – Diagnostics tools can help to identify what works but only if the tool is used through collaborative analysis with target communities.



Design for outcomes

1. *Social mobilisation* on specific issues is required prior to intervention and the application of engagement methodologies.
2. *Elected and citizen representation and efficacy* are crucial to ensuring continued engagement.
3. *Long-termism* – citizen-centric governance is a development challenge.





Design for outcomes

1. *Selective intervention* – participation is not appropriate in all areas of decision-making.
2. *Enlightened intermediaries* – where government is viewed to be the main barrier to participation other socially accepted organisations or actors should play the role (e.g. social movements). *Government should view itself largely as an enabler or facilitator of citizen-centric governance.*
3. *Capability development.*



Design for outcomes

1. *Selective use of technology* – new technologies can both spark innovations in citizen-centric governance and support their successful implementation.
2. *Design for outcomes* – how engagement processes are designed are crucial to the achievement of progressive outcomes. Items 1 to 10 can all be constraints on problem-solving with damaging consequences of action if executed poorly.



5. What public value management capabilities are necessary to deliver effective citizen-centred policy outcomes?

What does this all mean for public managers and the capabilities they require to meet their responsibilities?



What public value management capabilities are necessary to deliver effective citizen- centred policy outcomes?

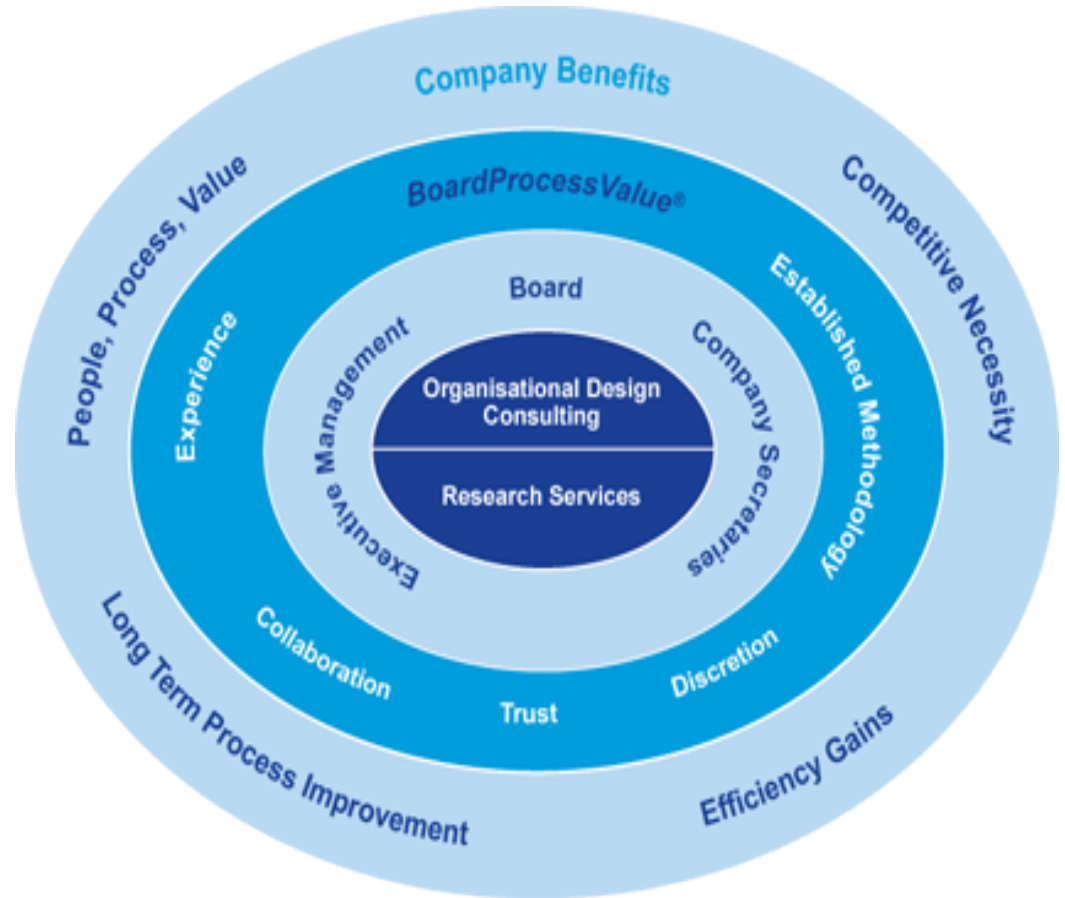
1. The design manager
2. The deliberative manager
3. The strategic manager



'I'm saying is now is the time to develop the technology to deflect an asteroi

The design manager

- Rational
- Strategic
- Optimising capabilities



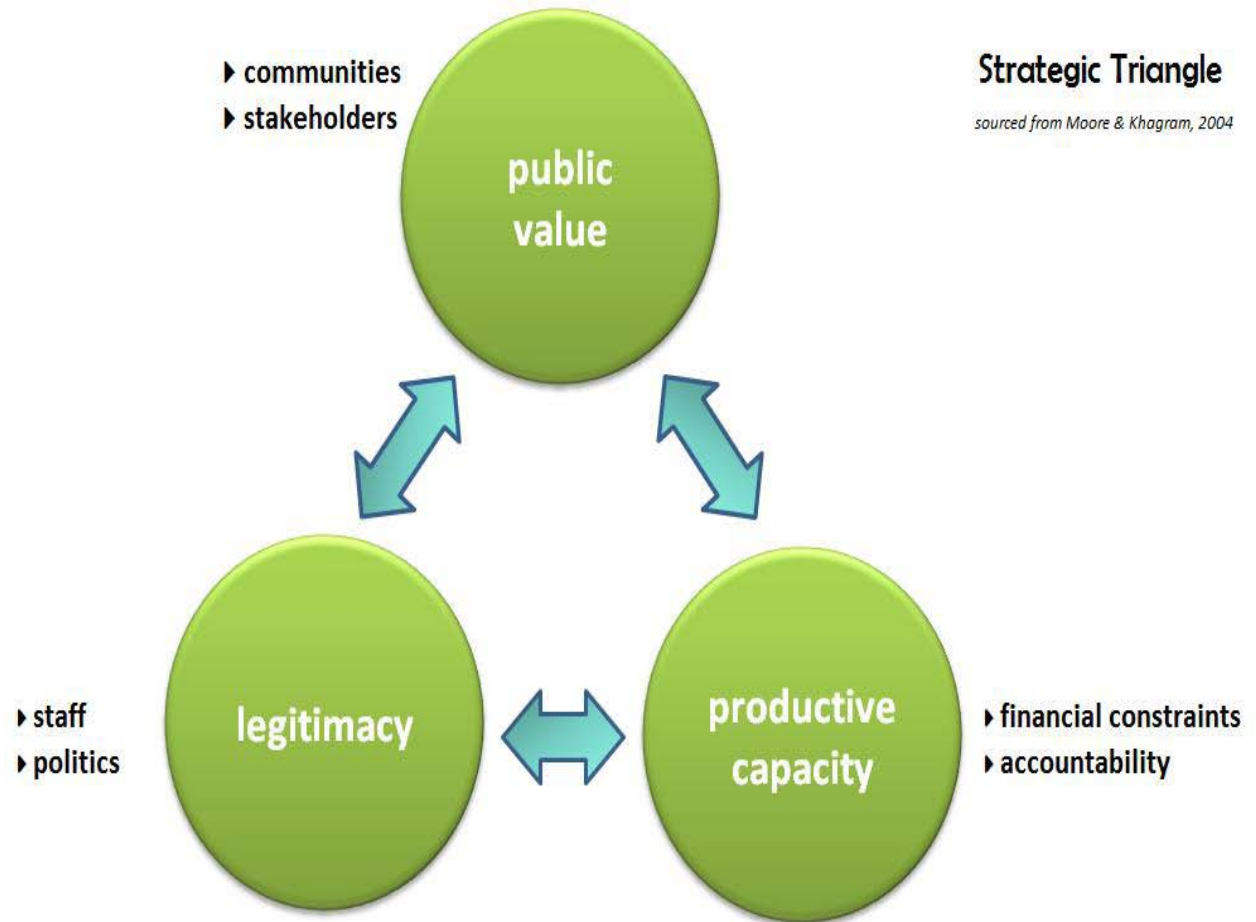
The deliberative manager

- Participatory
- Learning approach
- Balance of Forces – representative and technical



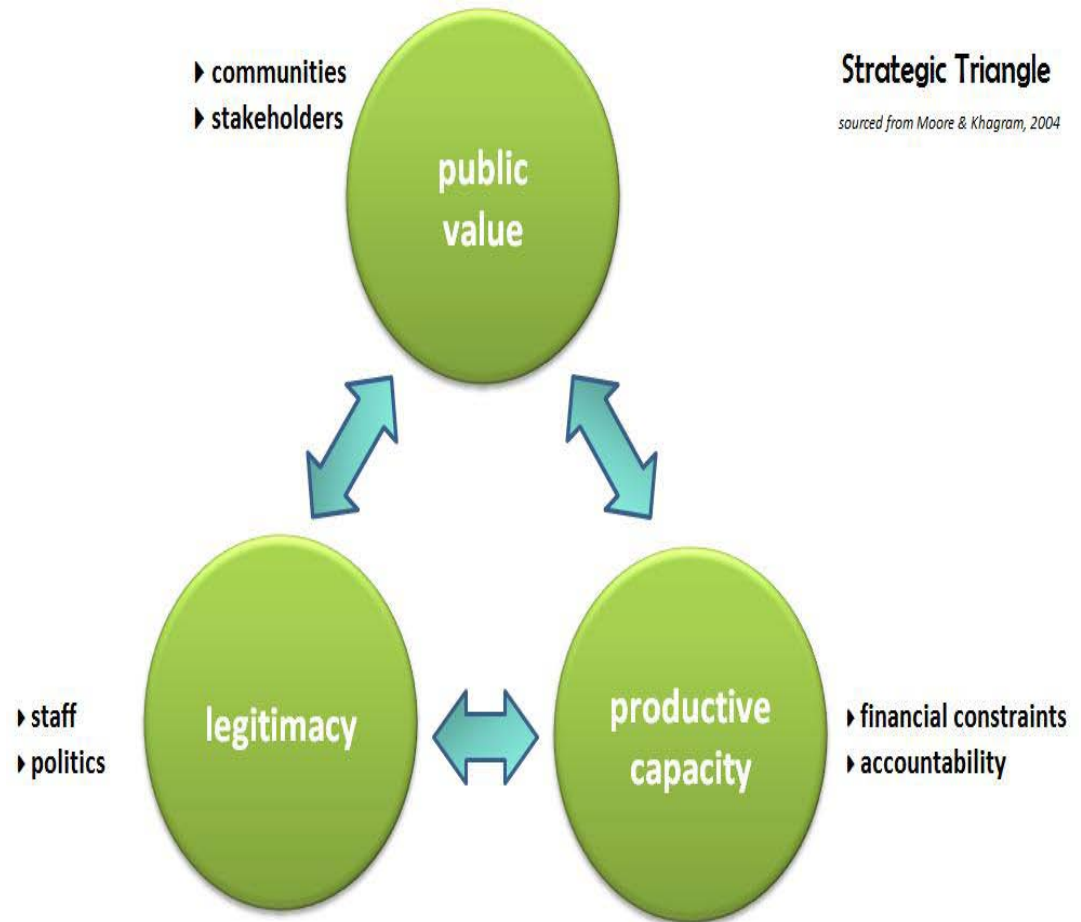
The strategic manager

- The strategic triangle – understanding and mediating the relationship between the ‘authorising environment’, the ‘task environment’ and ‘organisational capabilities’.



Operationalising the strategic triangle

- How does this service, project or program create public value for citizens?
- What do citizens value when they are well informed about the choices?



How can we be sure that you exercise your power in the public interest?

- This is the kernel of the case for Deep Democratization! For as Amartya Sen has put it – the quality of democratic life is measured as much by how a public reaches a decision as the decision it reaches.

