

# Deliberative Processes

## to inform healthy public policies

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“The two things one should never watch being made are **sausages** and **public policy**.”

- Jonathan Lomas (1997)

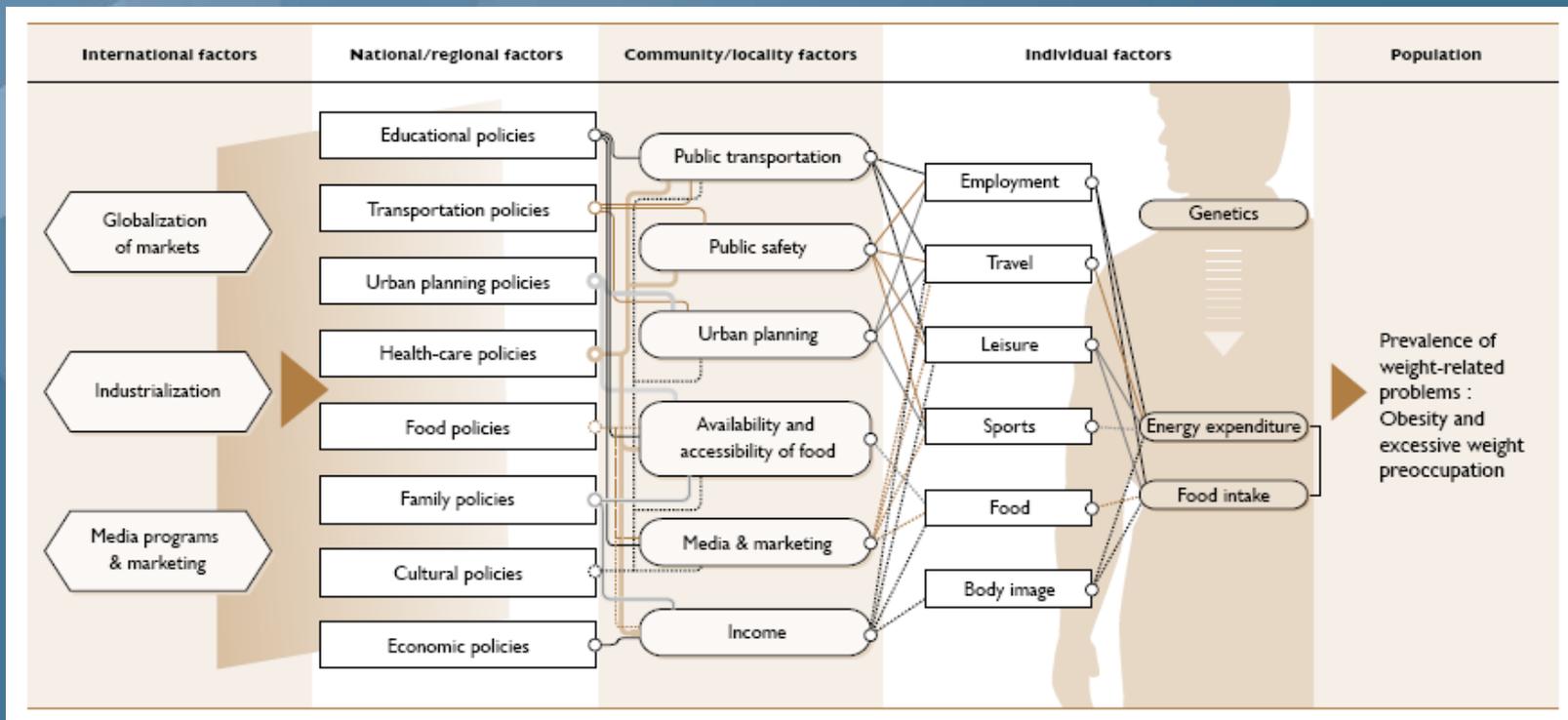


# Adopting public policies

Not a simple process of **matching well-defined problems to well-defined solutions** that have clear implications



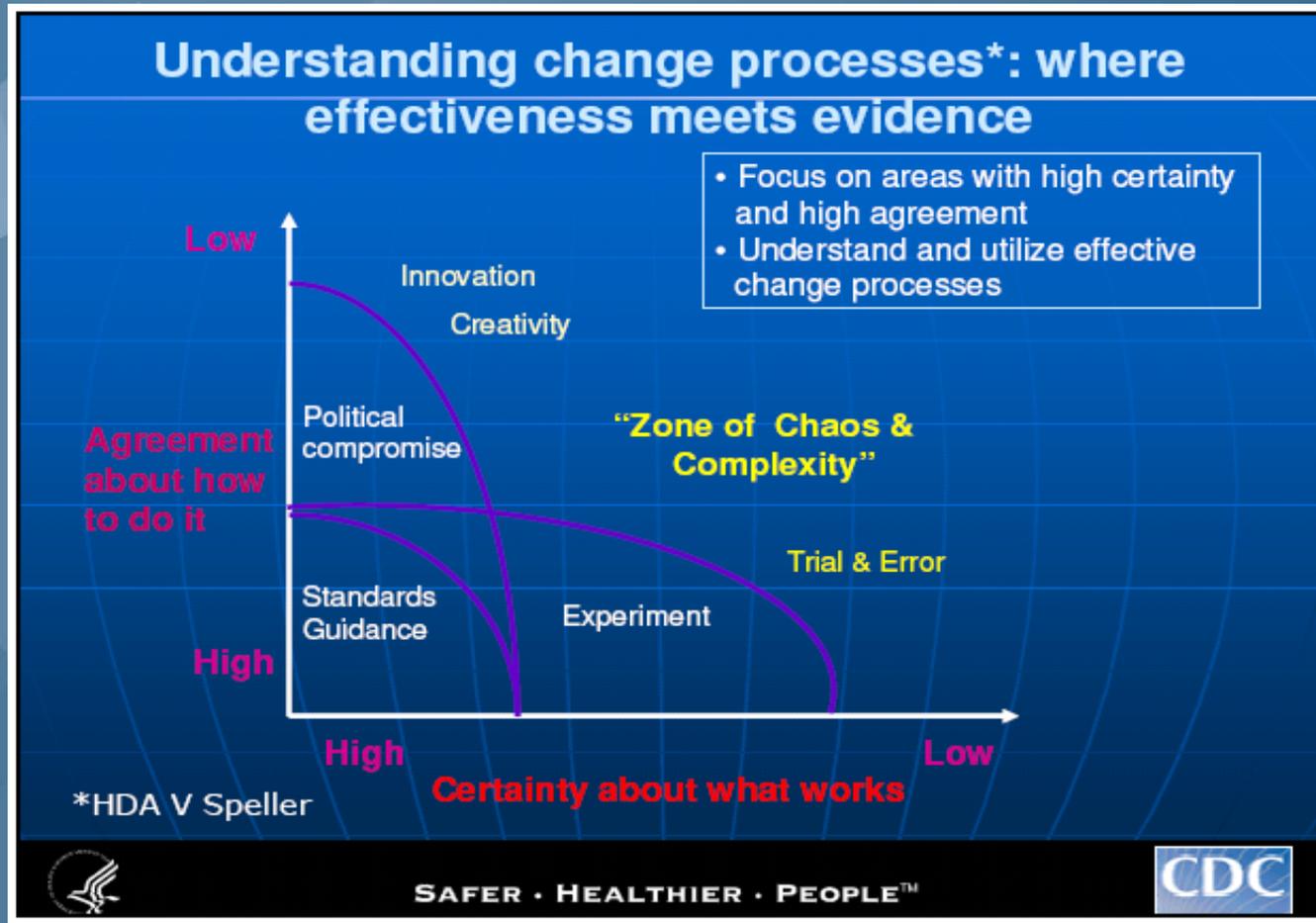
# e.g. Obesity



Source : Groupe de travail provincial sur la problématique du poids (2004). *Les problèmes liés au poids au Québec: Appel à la mobilisation*, ASPQ Éditions, p. 12.



# “Zones of chaos and complexity”



Source: McQueen DV. (2006) based on the work of Ralph D. Stacey



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# Deliberative processes

One approach to inform policy-making in context of chaos and complexity



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# Workshop objective

Explore the implications of using deliberative processes to inform healthy public policies



# Workshop

Part 1. Deliberative processes: Definition and goals	FPG (en)
Part 2. <i>“Deliberation leads to better decisions.”</i>	Debate
Part 3. Key attributes of deliberative processes	FPG (fr)
<b>Break (3:00pm – 3:30pm)</b>	
Part 4. Examples – CSBE’s Consultation Forum	EM (fr)
Part 5. Designing a deliberative process	Small group activity
Part 6. Success factors	EM (en)
<b>End - 5:00pm</b>	



# PART 1. (en)

## Definition and goals



# Deliberation

1. The act or process of deliberating.
2. Discussion and consideration of all sides of an issue.
3. Thoughtfulness in decision or action.
4. Leisureliness in motion or manner

Source: American Heritage Dictionary of the English Language, Online



# Deliberative process

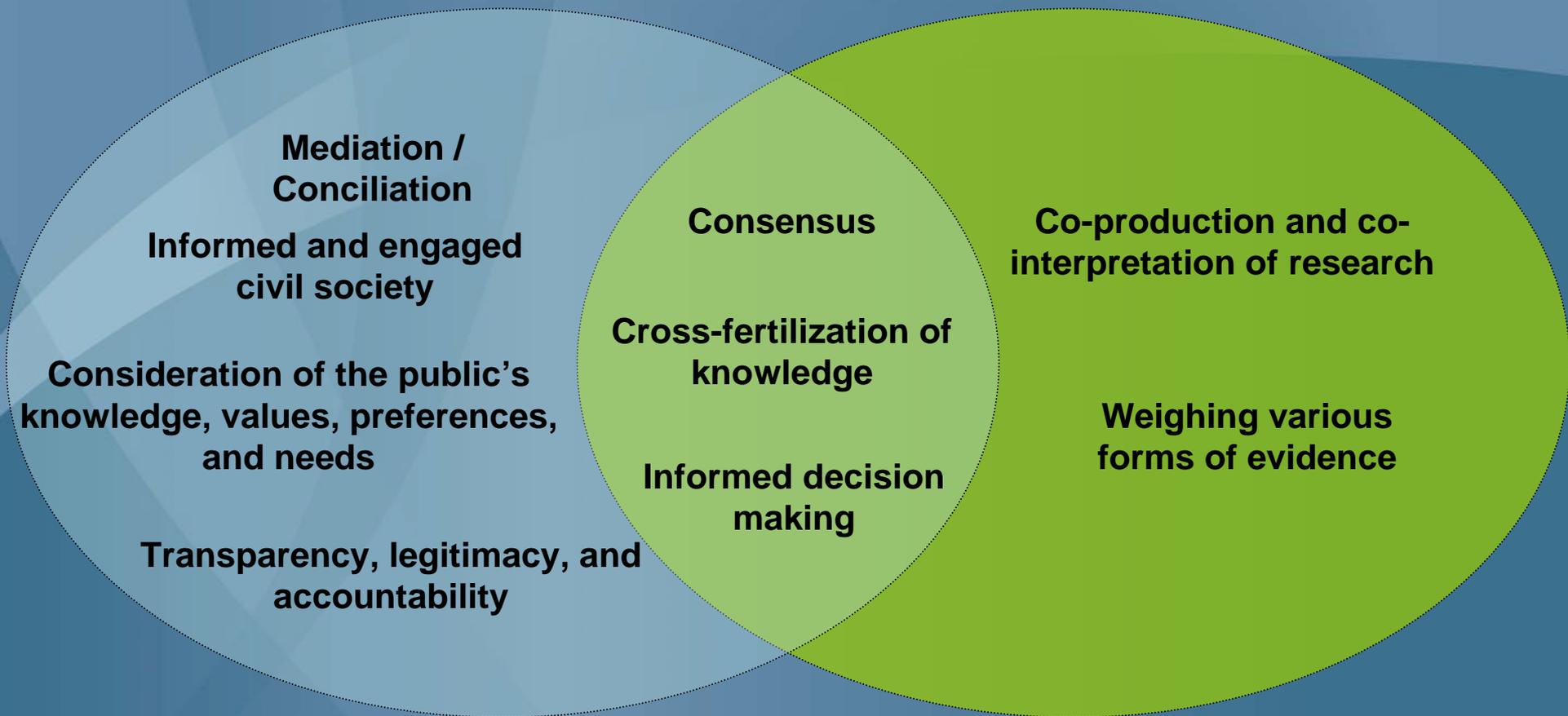
Process allowing a **group** of actors to **receive and exchange information**, **critically examine an issue**, and achieve a **rationally motivated agreement** that will inform decision-making



# Two deliberative trends

1. Democratic governance
2. Application of research-based knowledge





**Democratic governance**

**Application of research-based knowledge**



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# A growing interest, but...

Not everybody is jumping in...



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# PART 2.

Let's debate!



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# Debate

*“Deliberation leads to better decisions.”*

Each table has 10 minutes to identify up to 3 arguments



# Debate

*“Deliberation leads  
to better decisions.”*

**5 minutes left...**



# Debate

*“Deliberation leads  
to better decisions.”*

**1 minute left...**



# Debate

*“Deliberation leads  
to better decisions.”*



**“Is there any scientific evidence that deliberative processes actually work? The short answer is ‘not much’. A lot of the literature on deliberative processes in healthcare has been and continues to be **advocacy** rather than reports of the effectiveness of well-defined processes.”**

- Culyer and Lomas, 2006





Deliberation is **no guarantee** that it will be a good decision



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**“A camel is a horse  
designed by committee.”**

- Sir Alec Issigonis (1958)





# Groupthink



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# PART 3. (fr)

## Key attributes of deliberative processes



NIH-style  
consensus  
conferences  
Citizens' panels  
CPRN  
dialogue  
McMaster Health  
processes  
Forums  
dialogue  
Deliberative  
polling  
cells  
consensus  
conferences

Citizens' juries  
Rendez-vous  
Scenario  
stratégiques  
INM  
There are a multitude  
of deliberative  
processes out there...



# Deliberative processes vary

1. *What is the goal?*
2. *When to initiate?*
3. *Who participates?*
4. *What is the role of each participant in the deliberative process?*

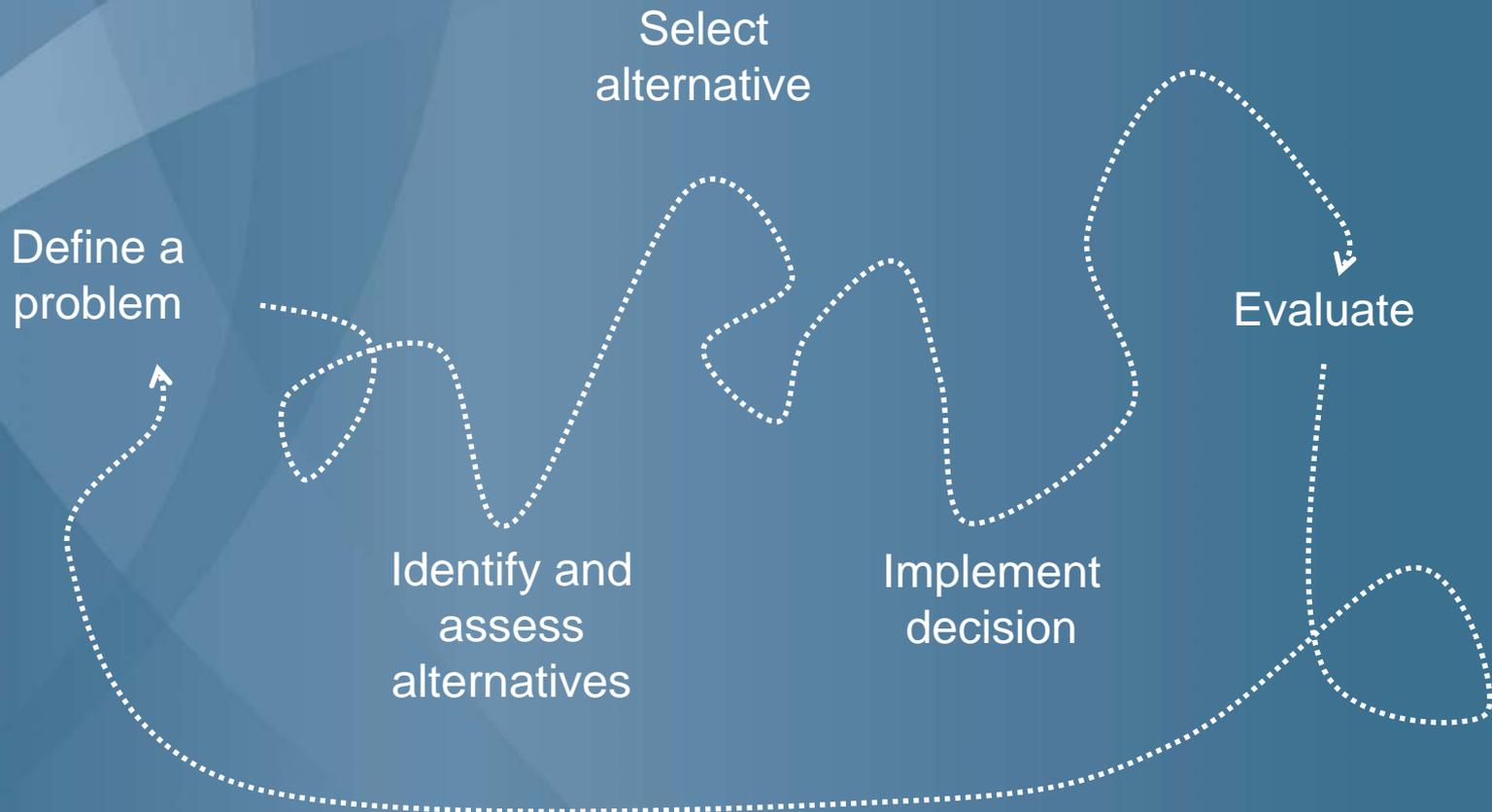


# 1. What is the goal?

Form should  
follow function



## 2. When to initiate?



# 3. Who should participate?

## A diversity of actors

Decision-makers

Experts

Citizens and citizens' representatives

Other stakeholders



# 4. What role in the deliberation?

## Five possible roles...

No involvement

Non-participant observer

Participant observer

Consultee

Deliberator



# Variations on a same theme

Different participants can play different roles at different moments in the policy cycle



STAGES/ROLES	No involvement					Non-participant observer					Participant observer					Consultee					Deliberator									
Define problem																														
Identify and assess alternatives																														
Select alternatives																														
Implement decision																														
Evaluate																														

PARTICIPANTS			
Decision-makers		Citizens	
Experts		Citizens' representatives	
Other stakeholders			



# HEALTH BREAK

3:00pm – 3:30pm



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# PART 4. (fr)

## Examples of deliberative processes



# Three examples

Expert-driven

Citizen-driven

Hybrid



# Example 1

Expert-driven



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# NIH Consensus Development Program



<http://consensus.nih.gov>

## Goal

Evaluate the available scientific information on a biomedical issue and develop a statement that advances understanding of the issue under consideration

## Format

Independent and broad-based panel composed of 12-15 experts from non-advocacy group

Panel listens to the scientific data presented by invited experts and comments from the general public

Panel weighs the information and prepare a statement that addresses a set of predetermined questions



# NIH consensus conferences

STAGES/ROLES	No involvement					Non-participant observer					Participant observer					Consultee					Deliberator				
Define problem																									
Identify and assess alternatives																									
Select alternatives																									
Implement decision																									
Evaluate																									

PARTICIPANTS			
Decision-makers		Citizens	
Experts		Citizens' representatives	
Other stakeholders			



# Example 2

## Citizen-driven



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# Community Health Impact Assessment

Antigonish Town & County Community Health Board

## Goal

Bring the health concerns of the community forward in discussions about the effect that a policy, program, project or service will have on the health of the community

## Format

Group deliberations are structured around key questions about the impacts of the policy on the determinants of health



# Community Health Impact Assessment

STAGES/ROLES	No involvement				Non-participant observer				Participant observer				Consultee				Deliberator			
Define problem																				
Identify and assess alternatives																				
Select alternatives																				
Implement decision																				
Evaluate																				

PARTICIPANTS			
Decision-makers		Citizens	
Experts		Citizens' representatives	
Other stakeholders			



# Example 3

Hybrid



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# Québec's Commissaire à la santé et au bien-être

[www.csbe.gouv.qc.ca](http://www.csbe.gouv.qc.ca)

## Mission

Inform public debate and decision making on health and wellness issues

## Functions

Assess, consult, inform, and recommend



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# The Forum's mandate

Offers the Commissaire its point of view by deliberating on different social and ethical issues

Mandate remains consultative

# Commissaire's obligation

Consult with and include the Forum's conclusions in its reports



# The Forum at a glance

27 members: 18 citizens + 9 experts

Meets 4 times/year for two-days meetings

## Selection process

Guided by governmental regulation

Differentiated procedure for citizens and experts members



# Forum's functioning

Information material & on site oral presentations

Small and large group discussions

President & co-president

Professional facilitator

Extranet



# Issues under discussion

Prenatal screening program for Down syndrome

Primary care services

Chronic diseases

Citizenship and responsibilities towards health & well-being

Section 54 of the Quebec's public health law



STAGES/ROLES	No involvement				Non-participant observer				Participant observer				Consultee				Deliberator			
Define problem	█	█							█				█				█	█		
Identify and assess alternatives	█	█							█				█				█	█		
Select alternatives																				
Implement decision																				
Evaluate																				

PARTICIPANTS			
Commissioner's office	█		Citizens
Experts	█		Citizens' representatives
Other stakeholders	█		



# PART 5.

## Designing a deliberative process



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# Scenario

Homelessness is a major problem in your community. The death of a homeless woman during the last snow storm put the issue on the governmental agenda. Since then, the media blame the local decision-makers' inaction.

After a few days during which they were highly criticized in the media, the local decision-makers acknowledged the need to allocate funds to support community-based programs addressing homelessness. However, there is a lot of uncertainty about the most effective interventions to address the issue. In addition, local decision-makers have come to a stalemate in discussions with community stakeholders about how to move forward.

Based on this scenario, is a deliberative process likely be useful?

If so, what is the goal?

When should it be initiated?

Who should participate?

What should be the role of each participant?



# Scenario

*A deliberative process to  
address the issue of  
homelessness*

Each table has 30 minutes to discuss



# Scenario

*A deliberative process to address the issue of homelessness*

**10 minutes left...**



# Scenario

*A deliberative process to address the issue of homelessness*

**5 minutes left...**



# Scenario

*A deliberative process to address the issue of homelessness*

**1 minute left...**



# Scenario

*A deliberative process to address the issue of homelessness*

1. Is a deliberative process likely be useful?
  2. If so, what is the goal?
  3. When should it be initiated?
  4. Who should participate?
5. What should be the role of each participant?



# PART 6. (en)

## Success factors



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“ There is a striking imbalance between the amount of time, money and energy that governments in OECD countries invest in engaging citizens and civil society in public decision making and the amount of attention they pay to evaluating the effectiveness and impact of such efforts.”  
(OCDE, 2005)



# Evaluating deliberation: a challenge

Value-laden concept

No consensus on criteria to judge effectiveness

Few evaluative tools available

## But recent efforts to...

Develop evaluative frameworks (ex: Rowe & Frewer 2004)

Evaluate deliberative processes (ex: NICE, CSBE)



# Evaluation mandate objectives (2007-2011)

Assess Forum's implementation, functioning & impacts

Offer the Commissaire an external view on its way of working with the Forum

Bridge knowledge gaps regarding public participation evaluation



# Four data collection strategies

Semi-structured interviews with Forum members, Commissaire staff, and other stakeholders

Self-administered questionnaires of Forum participants

Non-participant observations of Forum deliberations

Document review



# Evaluative framework

Based on a conceptual and theoretical review of the public participation evaluation literature (Rowe & Frewer, 2004)

To evolve to reflect the Forum members' perspectives



# Six evaluation criteria

- Diversity
- Independence
- Access to information
- Access to resources
- Structured decision-making process
- Influence



# Success factors

Reflect diversity through recruitment & during deliberations

Ensure an impartial process (facilitator)

Establish a common understanding of key concepts prior to deliberations



# Success factors

Dedicate sufficient resources

Clarify roles and mandates of participants

Find an effective methods for synthesizing deliberations



# Other success factors

Concrete issue

Well-established objectives

Relevant information material

Follow-up on outcomes

Leadership and commitment

Evaluation



# Lessons learned on deliberative processes

Promising practices to develop healthy public policies

Not a panacea

Need for evaluation



# In conclusion

Lessons learned

Others needs

**Comments and suggestions are welcome!**



# Deliberating to guide decision-making

Montréal, November 26, 2009

- **Julia Abelson**, McMaster University
- **Mark Dobrow**, University of Toronto
- **Hubert Doucet**, Université de Montréal
- **John Lavis**, McMaster University
- **Pierre Ongolo-Zogo**, Yaoundé Central Hospital
- **Michael Orsini**, Ottawa University
- **Michel Venne**, Institut du Nouveau Monde
- And more!

13<sup>es</sup> journées  
annuelles  
de **santé**  
**publique**



More info: [www.inspq.qc.ca/jasp](http://www.inspq.qc.ca/jasp)



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