

A selection of methods used in deliberative and inclusionary processes

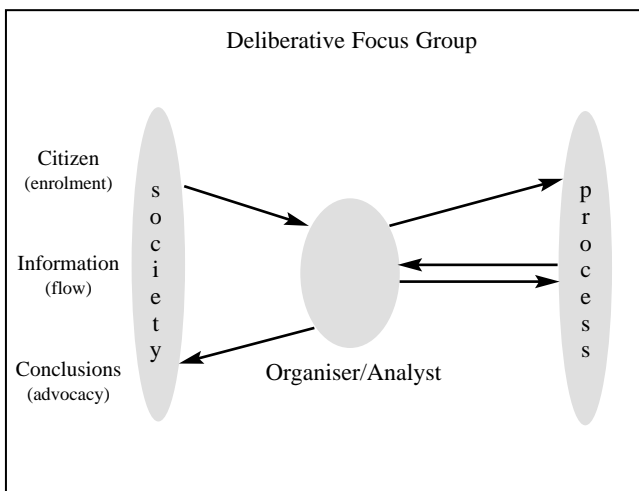
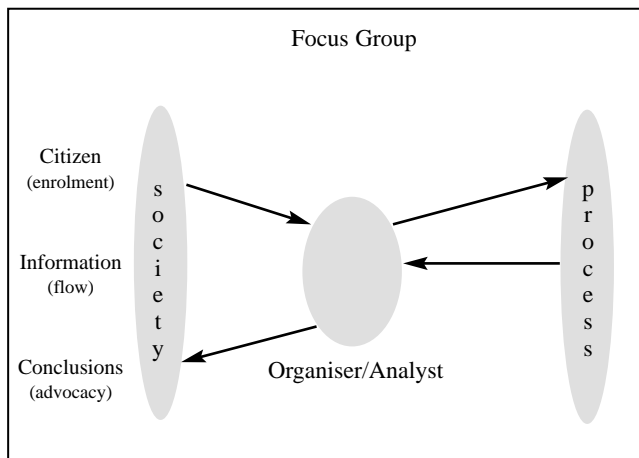
Tom Wakeford

Introduction

This section is intended to be a quick survey of some different deliberative and inclusionary processes (DIPs) that have been used to discuss issues involving a policy, scientific or technical component. It is by no means exclusive, and its Northern bias is an inevitable consequence of these processes having been undertaken almost exclusively in the North to date.

Many projects have focused on areas relating to science policy where there has been crisis of public confidence and a perceived gulf between scientists and citizens

Diagrams representing the balance of control between citizens, organisers and oversight panels in different participatory processes



whose views are typically dismissed as being based on misunderstandings or ignorance. There is, however, a good deal of overlap with other participatory techniques developed for other purposes such as Rapid Rural Appraisal (RRA) and Participatory Rural Appraisal (PRA) (see Holmes and Scoones, this issue).

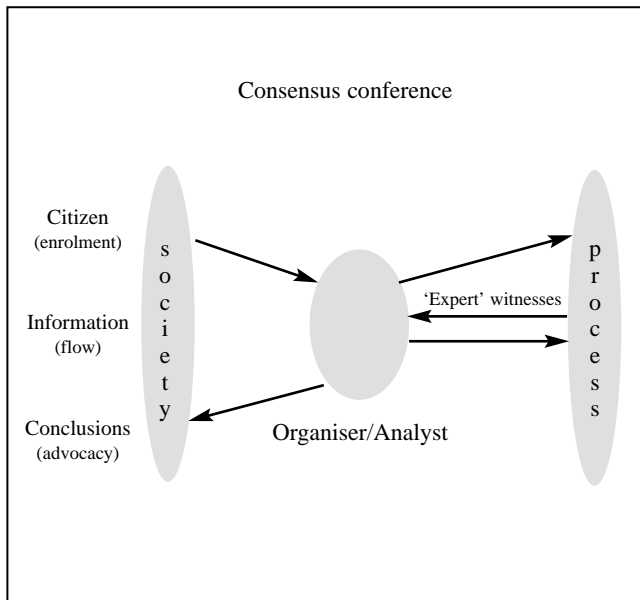
A typology

There is a large diversity within each of the four categories listed below (see Table 1). Some of the aspects of the diversity are explored in this section, while others are teased out in the more analytical section that follows.

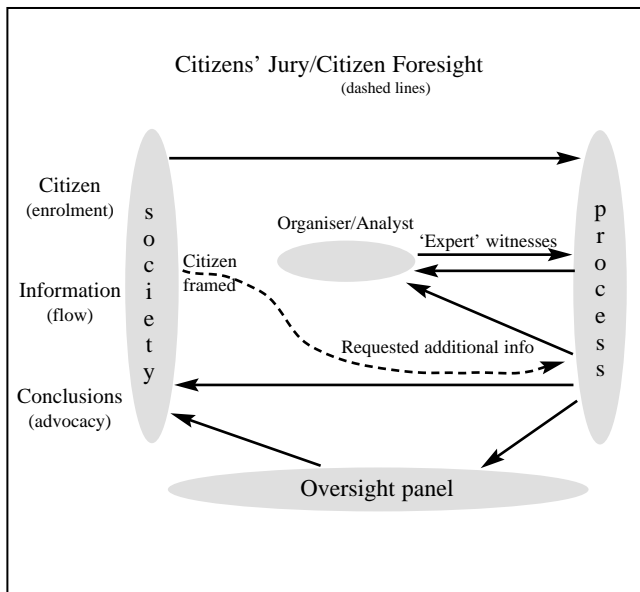
Table 1 Types of Deliberative and Inclusionary Processes (DIPs)

Category	Focus Groups
In brief	An extractive moderator-led discussion, in which views are subsequently analysed for the commissioning body.
Examples from PLA 40	Edinburgh Human Genetics (see Cunningham-Burley)
Description	A small citizens' discussion group in which people are allowed to express and explore their views in a supportive environment. Most widely used as an instrument of market research, but also as part of some participatory processes. Good at quickly teasing out citizen perspectives and concerns, but leaves all the power to moderate the discussion, analyse results and disseminate the conclusions to the organisers.

Category	Deliberative Focus Groups
In brief	As focus group, but may provide detailed briefing on topic and/or allow prompted discussion and limited debate.
Examples from PLA 40	Public Consultation on the Biosciences (see Irwin), UK Department of Health (see Lenaghan)
Description	Rather than allow citizens to reach conclusions purely on the basis of discussions between themselves, this method introduces certain amounts of oral and/or written information both during the meeting and sometimes before it. The content and potential bias of this information often becomes a matter of controversy. A trade-off emerges between the amount of time spent presenting information, and that citizens are given in which to discuss it.



Category	Consensus Conference/Panel
In brief	Citizens hear from pre-selected witnesses, and are allowed to form conclusions by consensus within a tightly pre-determined remit.
Examples from PLA 40	e.g. French Citizens Conference on Genetics (see Mirenowitz), UK Consensus Conference on Radioactive Waste (see Wallace), US Citizens' Panel on Telecommunications (see Sclove)
Description	Technique first developed by Danish Board of Technology, but has been transformed by governments and official bodies in different countries to serve different interests. Witnesses from a range of stakeholder groups present evidence and are open to cross questioning by citizens. Normally tied to particular government-driven agenda and timeframe. Aim for consensus and therefore disagreement among members of the panel or the recommendation of a diversity of options not encouraged.



Category	Citizens' Jury/Panel
In brief	As focus group, but may provide detailed briefing on topic and/or allow prompted discussion and limited debate.
Examples from PLA 40	IPPR-led jury initiative (see Delap), Welsh Jury on Genetic Testing (see Glasner), Indian Farmer Foresight (see Satya Murty & Wakeford)
Description	Similar to consensus conference, but dissent and controversy acknowledged and allowed means of expression. Panel of stakeholders agree on most aspects of methodology, such as witnesses to be called, rules of engagement. Involvement of commissioning body and/or stakeholders in implementing or advocating citizens' verdict. Jury drawn from a random sample of the electoral roll that is profiled to ensure appropriate socio-economic, ethnic and gender representation.

Category	Scenario Workshop/Citizen Foresight
In brief	Focus on future options and scenarios for the future development of technology. Specific issues to be discussed framed by citizens.
Examples from PLA 40	Swiss PubForum (see Mirenowitz), Danish Scenario Workshop (see Andersen & Jæger), UK Citizen Foresight (see Satya Murty & Wakeford).
Description	A participatory planning process to choose between different trajectories for technology. Varying different approaches including a workshop of different stakeholder groups (Denmark) and an adaptation of the citizens' jury (UK) in which witnesses are approved by stakeholder panel and open to interrogation by citizens.

Inclusivity and expertise

Though not themselves a method of citizen participation, multi-criteria mapping techniques, including the case study described by Stirling (this issue), can form an important part of DIPs, especially in the way that they increase the diversity of expertise used in deliberation processes, and the transparency about the assumptions on which experts base their analysis (see Box 1).

Box 1 Multi-criteria mapping

Example from PLA 40: Stirling

Imagine you are a witness to what at first seems a family squabble – but is really a serious long-standing disagreement about how life should be lived. The viewpoints and expectations of the participants obviously diverge: consensus seems impossible. While heading for the door, you might advise them to seek the services of a solicitor or family therapy.

Controversies in society can also be dominated by different viewpoints and expectations, but these are often unstated. Among the more popular methods to provide a 'fix' to these disputes are cost-benefit analyses, environmental impact assessment and risk assessment. Most of these techniques take the point of view of society at large and seek to derive the single best optimal solution. They purport to offer definitive answers for policy-makers in search of justifications for political decisions. Yet each number-crunched answer is underlain with unacknowledged subjective assumptions, which make these approaches inflexible and narrow in scope. The analysts' fix takes society back to square one by being just as open to disputation as the original controversy.

Multi-criteria mapping is not in itself a method of participation, but rather a device that allows researchers to create a 'map' of a controversy involving highly polarised disputants, with a view to improving the quality and transparency of debate.

The technique was developed as a systematic and transparent way of comparing policy options. It has the ability to tap into a wide range of perspectives and expertise and produce an overview that characterises, and potentially enriches, the debate. It does not attempt to foreclose deliberations by coming up with a single solution, but seeks rather to foster the exploration of alternative outcomes. It carves a middle way between highly technical, purely quantitative analysis, and qualitative, discursive approaches such as consensus conferences.

Ideologies of participation

As both Cornwall and Gaventa (this issue) and Archer (see Box 2 in Satya Murty & Wakeford) imply, underlying attempts at DIPs are always ideological assumptions about the role of participatory (or 'direct') democracy in decision-making. In Denmark, as described by Andersen & Jæger (this issue) direct citizen involvement has at least rhetorically become part of every decision-making process. By contrast, the UK culture of public consultation has become widely regarded as a means of legitimisation of pre-formed policies (Stirling, this issue) or even market research (Irwin, this issue). As the contrasting philosophies of, for example, Stirling and Glasner demonstrate, there is even a difference of emphasis among DIPs commentators as to the extent to which participatory democracy should replace expert-led decision-making. In their application, however, different contexts of application will demand different kinds of DIPs, but hopefully with the same over-riding principles (Pimbert and Wakeford, this issue).

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