

Citizens' Jury
on
Community Engagement
and
Deliberative Democracy

27th – 31st May 2005
Perth, Western Australia

Supported by cooperative agreement between

The Jefferson Center

and



Department for Planning and Infrastructure
Government of Western Australia

Report produced by
Department for Planning and Infrastructure
Government of Western Australia
June 2005

Table of Contents

Project Overview.....	1
Staff Introduction to Report.....	3
Detailed Description of Project.....	4
Jury Recommendations.....	12
Evaluation Form for Jurors.....	20
Juror List.....	25
Jury Composition.....	26
Project Personnel.....	27
Agenda.....	28
Witness List.....	31
Reflections on the Project.....	32
Appendix A: Witness and Advisor Biographical Sketches.....	38
Appendix B: Paladia - A Values Review on Water Usage.....	40
Appendix C: Evaluations by Conferees of Deliberative Methods.....	46
Appendix D: Charts.....	52
Appendix E: Juror's Major Concerns About Water Issues in Western Australia	58

Project Overview

This Citizens' Jury was run in conjunction with the Innovations in Community Engagement Conference, in order to:

- see how a microcosm of the people of Perth think we could practice community engagement in Western Australia, providing an in-depth public review;
- enable government officials to see if this process and the jury outcomes could be useful to government;
- enable participants at the Conference to understand how a microcosm of the population thinks about these issues;
- introduce the Jefferson Center Citizens' Jury process to Australia.

16 community members were chosen from a randomly identified jury pool to serve as a representative microcosm of the public. During 5 consecutive days from May 27th 2005, the jury heard expert witness presentations on a range of issues relating to community engagement in Western Australia, with special reference to water supply and demand as a case study.

The Citizens' Jury is a unique process that generates input from citizens who are both informed and representative. Sufficient time is allowed for discussion and deliberation by the jurors to develop thoughtful and useful recommendations.

The Jefferson Center for New Democratic Processes, USA

The Jefferson Center is a non-profit, non-partisan organisation based in Minneapolis, Minnesota. Established in 1974, the Center is committed to generating thoughtful citizen input on issues of public significance. The central focus of the Center is the Citizens' Jury process, through which randomly selected and demographically representative panels of citizens meet for several days to examine public policy issues and present their findings to decision-makers and the public. The Jefferson Center has conducted over 30 Citizens' Jury projects on a wide range of issues. Information on the Jefferson Center can be found at www.jefferson-center.org.

Department for Planning and Infrastructure, Western Australia

This project was conducted with support from a cooperative agreement with the Department for Planning and Infrastructure (DPI), Government of Western Australia. *For information on the Department for Planning and Infrastructure, visit their website at <http://www.dpi.wa.gov.au/index.html>. For specific information on participatory democracy and community engagement visit Alannah MacTiernan's website at <http://www.ministers.wa.gov.au/mactiernan/>. Alannah MacTiernan is the Minister for Planning and Infrastructure.*

The Citizens' Jury Process

Advisory Committee

The advisory committee consisted of experts in community engagement/deliberative democracy processes. The DPI worked with the Jefferson Centre and the Advisory Committee in such areas as the charge (key questions posed for the jury), agenda development, and witness selection. The Advisory Committee concerned itself with the integrity and fairness of the project.

Juror Selection

The jurors were recruited by random intercept recruiting in two locations - the Perth central business district and Fremantle. Potential jurors were given a brief synopsis of the project, and asked if they would like to hear more information about the project. After hearing a more detailed explanation, those who expressed an interest were given a confirmation pack, which included more detailed information and also a nomination form to complete and return. All people who were given a confirmation pack were phoned by the recruiters 24 hours later to confirm their interest, and were required to complete and return the nomination form if they wished to participate.

Soft quotas were used for age, gender, education and political inclination to ensure a representative and balanced final group. These quotas were used in the actual recruiting, but more specifically applied when determining the final composition of the selected jurors and alternates from the total pool of nominees. A selected group of 16 jurors and 4 alternates was selected to match the specified quotas. The final jury comprised 13 of the originally selected jurors and 3 of the alternates.

Witness Selection

Expert witnesses were selected to present information about issues relevant to community engagement/deliberative democracy as well as the water situation in Western Australia. Witnesses with a variety of perspectives were chosen in order to present a balanced picture of the issues and options. There was an unplanned panel session when several experts attending the Innovations in Community Engagement Conference volunteered to participate as witnesses in the Citizens' Jury. *A complete list of witnesses can be found on page 31, and brief biographic details for all the witnesses can be found in Appendix A.*

Charge

The charge to the jury outlined the jury's focus and provided direction for the deliberations. It informed the jury of their overall goals and objectives. The charge to the jury was as follows:

- to determine if any of the methods of uses of community engagement reviewed might be useful in Western Australia.
 - If so, to make two to four suggestions for how these methods might be used – a practical suggestion that might be used soon and a more visionary suggestion of how community engagement might be used in the future, rating the suggestions and explaining the ratings.
 - Report on any conclusions about ways to engage citizens in water management.

Staff Introduction to Report

This report differs from the usual format used by the Jefferson Center, given the unusual way the project was conducted. One of the primary guidelines for Jefferson Center staff is that all of the recommendations in the report from a Citizens' Jury project are done before the project is over, to enable the jurors to discuss the wording as a group and be sure that the staff has written down everything correctly.

In the case of this project, some of the recommendations were written by staff after the jurors had departed. This is noted in the report whenever it happens. The "executive summary" contains the heart of their views. They spent all of Day 4 crafting it very carefully to produce a consensus document that was concise. They reviewed this upon completion to insure that it reflected their views.

Some of the other recommendations, however, were written by staff because of the unusual nature of the project. The jurors had the charge of reporting their views to the conference on Community Engagement, doing this on the morning of Day 5 of their work. They faced a formidable task. Instead of the normal press conference that is held at the end of Day 5, where two spokespeople, chosen from among the jurors, make their report, the jurors in this project sat on a stage in front of 300 people and gave their report to the Minister for Planning and Infrastructure and the Minister for Consumer and Employment Protection, Indigenous Affairs, Assisting in Water Resources, who were sitting on the stage with them. Like many modern conferences, there were two huge screens behind the stage, where the face of the person speaking was projected for the audience to see. Never have jurors in a Citizens' Jury project conducted by the Jefferson Center faced such a formidable task in making their report.

Their report to the conference was a great success, according to all the comments we received. Indeed, when the participants of the conference voted on which method of community engagement they preferred for a range of tasks, the Citizens' Jury process was in first place, or equal first place, in seven of the eleven uses considered.

But after this exciting experience, the jurors had to come back and finish their report with less time than normally is available. Also, they were very ambitious in their recommendations. They worked in three separate groups. Two of these groups invented new deliberative methods specifically to deal with water issues in Western Australia. The third group actually created a new structure of government to insure that the recommendations of a deliberative group would be properly conducted and carried out by government. Staff had no idea the jurors would be so bold in what they chose to recommend. This third group was unable to finish their report until near the end of Day 5. Therefore, their report could not be reviewed by the jurors as a whole. It also meant that considerable editing by staff was needed after the Citizens' Jury project was over.

Ned Crosby
Project Director

Detailed Description of Project

This was an ambitious project, combining a consideration of deliberative democracy methods from around the world and an introduction to the challenges of water in Western Australia. So far as the staff of this project knows, this is the most elaborate attempt ever conducted in the English speaking world to present to a group of average citizens a variety of deliberative democracy methods (the term “community engagement” is preferred by many Australians).

This description of the project concentrates on the deliberative democracy side of the project, since this is the most novel thing that was done. The information on water and the discussions the jurors held were very much in line with the typical substantive projects that the Jefferson Center conducted over the years. Readers of this report who want to know more about the discussions of water should feel free to contact the Jefferson Center and ask for more information.

The jurors were given a very large amount of information on various deliberative methods that have been used, and some significant proposals for new and larger projects. The information in poster form was placed around the room and fell into three categories:

Posters

- A. *Large posters:* There were nine large posters displayed around the room for the jurors to examine. Eight of these outlined specific deliberative methods now in use: Canadian Policy Research Networks, Citizens' Assembly of British Columbia, Citizens' Jury, Deliberative Polling, 21st Century Town Meeting, Sustainable Development/Network City Strategy, Wisdom Council, and World Café. The ninth was a chart outlining the differences between traditional community consultation and citizen engagement of the deliberative variety. These posters were large enough so that they are not included in this report (they will be available on-line in a PDF format, see <http://www.jefferson-center.org>).
- B. *Smaller posters:* There were five posters displayed in one section of the room entitled, “Big Methods”. This presented several deliberative methods proposed as ways of empowering citizens in a major way, none of which have yet been tried. Four of these are expansions of methods already in use. The “Expanded Citizens' Assembly” is based upon the Citizens' Assembly conducted in 2004 in British Columbia, Canada. The Citizens Election Forum, to inform voters at election time, is based upon the Citizens' Jury process, as conducted by the Jefferson Center. Deliberation Day is based upon the Deliberative Poll. Millions of Voices is based upon the 21st Century Town Meeting. Finally, there was an overview of a recent book by Ethan Leib, proposing a Fourth Branch of Government. These are found in Appendix D.
- C. *Summary poster:* This poster was displayed prominently and also presented to the jurors on the afternoon of Day 1 in a discussion lasting close to an hour, where they were able to answer questions. This poster listed six methods: Citizens' Jury, 21st Century Town Meeting, Deliberative Poll, Citizens' Assembly, World Café, and the Danish Consensus Conference and compared them in terms of their size, time spent, who participates, how often used, how information is presented and their cost. This chart, entitled “Characteristics of a few deliberative methods” is found in Appendix D.

This constitutes a large amount of information on deliberative methods. The goal was to mention the most significant methods now in use. Even so, some were not covered (for example, the Study Circle method, used widely in the US). At the same time, the goal was to conduct the sessions so that the jurors did not end up being terribly confused. It was felt that by putting the information on posters and allowing jurors to walk around to examine them, this would allow jurors to absorb what they wanted without becoming overloaded.

DAY 1

The day started with the usual (for the Jefferson Center) introduction to the project. Staff were introduced, then the jurors introduced themselves to each other, the charge was reviewed with them and every effort was made to insure that the jurors felt comfortable in the room and understood what their role and tasks would be over the five days of hearings. These discussions took over an hour, at which point the jurors turned to their first major exercise, the values review.

Values Review

Given the complexity of this information and of the issue of water in Western Australia the designers of the project thought it wise to introduce the jurors to it gently. One of the worst things that can happen in a Citizens' Jury project is for jurors to start a project feeling overwhelmed with information and doubting of their ability to deal with it. For this reason, the jurors were asked to participate in a "values review" lasting about two hours on the morning of Day 1. This is an artificial situation in which the jurors can become used to discussing a complex public policy question without having to worry about whether they are doing it the right way. This method has been used by the Jefferson Center in a number of previous Citizens' Jury projects to get jurors talking to each other in a non-threatening environment.

This particular values review was called "Paladia", the name of the imaginary island where the jurors are asked to pretend that they live. It was presented to them as a lovely place where most residents are content with their lives and proud of their country. But there is a major problem: a very significant and unexpected shortage of water has occurred because of a major bore (well to an underground water supply) turning brackish (salty). In a values review all facts are stipulated, thereby forcing the participants to face up to value choices.

Paladia's water problems could be solved fairly easily and at relatively low cost by taking it out of the Nature Preserve, the major national park on the island and a major resource for tourism. But there is a risk of environmental damage. They could increase supply in a more sustainable way through desalination powered by large wind generators, but these are quite costly. They could simply cut back on demand by taxing water use heavily. But if imposed on the residents, this would be very burdensome to a majority of the residents; if imposed on the tourist industry, it risked damaging the industry and leading to economic decline and unemployment.

This game was designed in an elaborate way with charts showing future projections of water use, the cost of different options, and a summary sheet where participants could work out exactly how to balance the demand (currently projected at 127 megalitres of water per year) with supply (suddenly reduced to 123 megalitres per year due to failure of a bore drawing underground water). These charts were fairly complex.

The goal was to get the jurors to see that they could do their work at two levels. It would be quite enough for them to make general recommendations about their feelings about where to cut back demand and how to add to supply. Or they could actually go through the worksheets and make specific recommendations about exactly how the problem should be dealt with.

Jurors were broken up into three small groups to go over the complex worksheets and either make the specific recommendations or say that this was too difficult for them and they found it more meaningful to simply make general recommendations. All three groups were able to deal with the charts and numbers and make specific recommendations.

In the discussion at the end of the morning, Ned Crosby then pointed out to the jurors that they faced the same kind of choices with their work on deliberative methods. They could either make specific recommendations for the use of deliberative methods and how and where they should be used. Or, if they found all the methods too complex and confusing, they could make general comments about the methods and list a few things that they liked or disliked about them.

Introduction to Deliberative Methods

The afternoon of Day 1 started with a discussion of who makes the major decisions in Western Australia. This session started with a panel discussion by three MPs: the Hon. Alannah MacTiernan, the Hon. Giz Watson, and Mr Gary Snook. They each spoke for five to ten minutes and then took questions from the jurors.

This was followed by an introduction to deliberative methods through the use of the "Summary Poster" noted under "C" above (page 4). They were taken through this rather slowly. The goal was familiarise the jurors with a few methods and to point out that each of the six methods had something special about it that might incline a policy maker to want to use it. For example, the 21st Century Town Meeting is very good for getting media coverage, the Citizens' Jury process gives the jurors the most time with a variety of witnesses in a relatively short time (three to five days), the Citizens' Assembly engages the citizen participants in the longest exercise.

After the chart was discussed, the jurors were given three options:

1. Continue discussing the options with Mr Crosby, who was serving as moderator at that time.
2. Go off on their own to examine the charts around the room, if they found that a useful way to learn.
3. Join a small group to create their own new democratic process to deal with some problem they cared about.

None of the jurors were ready at that point to try to create their own method. Instead, they preferred to discuss the methods in large group. They also chose to watch a short video on *Dialogue with the City*, a major event conducted in Perth in 2003.

DAY 2

Day 2 was devoted primarily to a discussion of water. In the morning they were given an overview of the water situation in Western Australia by Margaret Gollagher. The discussion lasted an hour and she presented many charts. They then put together a list of their primary concerns about water and made up a list of questions for the afternoon. In the afternoon, two eminent experts on water, Prof. Jörg Imberger and Dr Don McFarlane, presented their views and spent the rest of the afternoon discussing water issues with the jurors.

DAY 3

Discussion of Deliberative Methods

On Day 3, the jurors returned to the task of discussing deliberative methods. When the agenda was planned before the event, the intention was to have Janette Hartz-Karp review how effective deliberative methods have been in Australia and Mr Crosby reviewed effectiveness in other places, mainly the US, the UK, and Germany.

But this was changed in light of two things. On one hand, Ms Hartz-Karp felt that the jurors had not had enough time in small groups, but had had too much lecturing from the front of the room. On the other hand, Pat Benn proposed that it might be useful for the jurors to have a framework of the major characteristics of deliberative methods. Ms Hartz-Karp agreed with this, as did Tom Atlee, one of the six experts invited to speak to the conference, who had been observing the Citizens' Jury since Day 1. Jurors had been able to examine posters in the room listing nine "questions" and five "considerations" that would be important for the jurors to take into account. Mr Atlee reduced this to a list of seven "characteristics". He presented an overview of these to the jurors: attendees, time, process, information sources and selection, power of participants to shape their own process, sponsorship and funding, and impact. He also reminded the jurors that on previous days they had frequently mentioned two things they wanted from any deliberative method: high quality and credible results.

The agenda was therefore changed as follows:

- Ms Benn spent about ten minutes getting the jurors to talk with each other to warm them up for the day's discussion.
- Mr Atlee, Mr Crosby and Ms Hartz-Karp were given each about ten minutes to cover their topics, followed by questions.
- They were divided into small groups sooner than originally planned in order to give them more time to talk among themselves. When Ms Benn introduced the small group discussions, she intentionally left the directions general to allow them to pursue what would be most meaningful to them. She said something to the effect that the jurors might want to look at the characteristics presented by Mr Atlee and decide what is important to them, possibly applying these to some of the deliberative methods discussed so far. They might, instead, want to discuss deliberative methods in general and how they might apply to water. Or they might want to invent something of their own. At the beginning of the small group work, jurors asked for individual copies of the information from the posters.

The work of the three groups during the next hour or so unexpectedly set the course for much of the rest of the project. All three groups were ambitious. When they reported back to each other about their work, Group 1 surprised staff by recommending a new democratic process. They were designing a method to deal with the issue of water in a way that was sensitive to the large land area that constitutes Western Australia. Their concern was that the area was so large that those living in Perth would not have any direct acquaintance with the problems faced in the vast majority of the state. Therefore, they recommended a process that would start with regional Citizens' Juries, but which would then come together to discuss the question, forming essentially a Deliberative Poll. This proposal is found under the Recommendations section of this report.

Group 2 had a wide-ranging discussion that included consideration of how indigenous people deal with water issues and how they discuss issues in general among themselves. Could they participate effectively in a deliberative method where randomly selected people sit around a table discussing issues without reference to their elders? Group 2 requested more time to formulate their ideas.

Group 3 reported that they had been reviewing the Citizens' Jury process and the Citizens' Assembly of British Columbia in light of the seven criteria presented by Mr Atlee. They had not finished their task and requested more time to do so.

After lunch, the jurors were addressed by Graeme Hughes, Principal Engineer, Water Source Planning in the Water Corporation, and Rob Giles, Chief of Staff to Minister Alannah MacTiernan, Department for Planning and Infrastructure. Each witness gave a presentation of about 10 to 15 minutes and then took questions from the jurors. During this time, there was quite a bit of discussion of the proposal that was being developed by Group 1, although the concerns of the other groups were addressed as well.

After afternoon tea, the jurors reconvened for an unusual session. The jurors were given the option of hearing from several of the experts on deliberative democracy who would be addressing the conference the following day. They decided to invite all those present to speak with the: Prof. John Gastil, Tom Atlee and Jim Rough of the United States and Mary Pat MacKinnon of Canada. They also requested that Graeme Hughes and Rob Giles stay as well, and were pleased that these two were willing to continue to work with the jurors.

The jurors spent the rest of the afternoon posing questions to the six-member panel. Staff facilitated the questions and answers for about an hour. Then, with about 25 minutes left in the afternoon, Ms Benn asked the jurors if they were ready to vote on the first question of the charge given them on Day 1. It was clear to her that the jurors were deeply involved in deciding *how* deliberative methods should be used in Western Australia, especially on water issues. The question of *whether* deliberative methods should be used was one on which they seemed implicitly to have made up their minds by the middle of Day 3, if not sooner.

With very little discussion, the jurors agreed to take a vote. They agreed unanimously that deliberative methods of community engagement should continue to be used in Western Australia. No one seemed interested in seeing the role of these methods reduced, and clearly all the suggestions from the committees were along the lines of a considerable expansion.

Then Ms Benn asked if she might raise a question while the expert panel was present. They concurred and she then asked the panelists, especially the two Australians, to comment on what could be done to make sure that deliberative methods would continue to be used as an on-going method of decision making, as opposed to simply coming and going according to who happened to be holding office. This was a point the jurors had mentioned several times during their discussions, but had not raised with the panel. Rob Giles, as the panelist most familiar with Parliament and governmental matters gave an initial answer and then answered several follow-up questions from the jurors.

DAY 4

Preparing the Report and Continuing Committee Work

The morning opened with the jurors reviewing their work of the previous day and continuing to meet in the same committees they had been in during Day 3. Normally committees are rotated to give the jurors an opportunity to experience all of their colleagues in a small group setting. In this case, however, it was clear that all of the groups wanted to continue the work they had started the previous day.

By mid-morning, Group 3 had concluded its work on their main proposal. This is a modification of the Citizens' Assembly process so that it can deal effectively with the problems of water in Western Australia. Group 2 continued its work, coming closer to its recommendations about what to do with an "Indigenous Bush Assembly" and making it clear that there was a larger structural proposal that they were struggling with. The modified Citizens' Assembly and the Indigenous Bush Assembly are both found in the Recommendations section of this report.

By late morning, Mr Crosby returned from the presentations he was making to the conference and the jurors turned their attention to coming up with a one-page report for the conference the next morning. Mr Crosby proposed a framework for their work on the one-page report and the jurors concurred with it. It contained seven headings that would distill the essence of what they were concluding about water and about deliberative methods. The headings were:

- Brief introduction
- Given that... (some brief reasons for their positions)
- We recommend these methods.....
- Characteristics
- Costs
- Consistent long-term use/impact
- Comments on the issue of water

The jurors discussed the framework and agreed that it was an outline they felt comfortable working with. They then worked intensely to complete the task, occasionally breaking up into small groups. The original intention had been to finish their work by 3:30 so that they could spend an hour preparing for their presentation to the conference the next morning. But they completed their work only five minutes before the scheduled end of the day.

This was the statement that the jurors presented to the conference the following morning and which is contained in this report as the executive summary of the jurors' recommendations. (There was an additional paragraph added to their one-page report, in light of a comment by Janette Hartz-Karp when she read the report. She felt that the statement on water was too short and asked if the jurors would be willing to expand it. This request was presented to them on the morning of Day 5 and they agreed upon what is now the final paragraph of the executive summary.)

DAY 5

Presentation to the Conference and Writing the Report

The jurors were asked to arrive fifteen minutes earlier than the scheduled 9:00 AM starting time in order to prepare for their presentation. The normal way in which a Citizens' Jury in the United States reports its findings and recommendations is at a press conference on the afternoon of Day 5, after the whole Recommendations section of the report has been written and approved by the jurors. In this project, the scheduled presentation to the conference meant that the jurors would have to finish their report after they presented their main findings and recommendations to the conference in the form of their one page report.

At the last minute, Mr Crosby realised that having two jurors, one man and one woman, read the one-page report would be much less interesting than having different jurors each read a paragraph. Mr Crosby asked the jurors what they would feel comfortable in saying and they indicated they would introduce themselves with their names and place of residence, but did not feel comfortable in saying much more than that. But with a little coaxing, they agreed that some of them would read the different paragraphs.

The jurors then entered the conference hall and filed up on stage, where they were seated so they were facing the audience of 300 attendees, but also able to see Minister Alannah MacTiernan and Minister John Kobelke. When Mr Crosby joined them on stage and stood at the podium to start the Citizens' Jury part of the program, he realised how intimidating it must seem to the jurors (there were very large screens behind them on which the face of anyone speaking was projected). Therefore, he scrapped his 10-minute description of the Citizens' Jury process and went immediately into the introductions. To the delight of the staff, the jurors immediately warmed to the situation and went beyond simply giving their name and where they lived. They started describing what the process was like and what it meant to them. Then they alternated in reading the paragraphs of their one-pager, with occasional comments by Mr Crosby to explain some of their thinking behind the brief points they were making.

This was followed by questions to the jurors from the two ministers. Then there was a short break while the attendees prepared questions for the jurors. These questions took up the last half hour the jurors spent reporting on the Citizens' Jury process.

By every indication, their presentation was a very large success. Many attendees at the conference came up to staff and jurors after the presentation to say it was the highlight of the conference. Several people said they were almost moved to tears, something that surprised both staff and jurors alike. The fact that the attendees rated the Citizens' Jury first in seven out of eleven possible arenas where deliberative methods could be used is likely an indication of how well the jurors impressed those attending the conference. Certainly the staff was as excited as the jurors at the very large round of applause the jurors were given at the end.

After this high point, the jurors returned to the difficult work of finishing their report. This ran into some difficulties. Group 2 found it very challenging to wrap up their structural suggestions properly. In retrospect, staff probably should have been facilitating their work even before lunch. But they insisted they were doing well and staff was still floating along on the success of the morning.

It was not until the middle of the afternoon that staff realised that things were slipping badly in terms of finishing the report. Groups 1 and 3 were able to come up with wording that satisfied them with regard to their recommendations. Also, Group 2 finished the wording for the Indigenous Bush Assembly. The jurors agreed by consensus that these should go in the report as work of the Citizens' Jury as a whole.*

But Group 2 continued to wrestle with their structural recommendation, by now receiving help from staff. Nevertheless, the jurors as a group felt they were quite far from completing their work. Finally, the jurors voted to include Group 2's recommendation in the report, with a note that there was agreement on the importance of what they were doing, but not enough time to go over it carefully to make it something the jurors as a whole were comfortable with.

Also, the jurors were able only to start on the Key Recommendations section of the report. They voted on what their top ten points were and started on the wording of the first two, but had to leave this section as a whole to be completed by staff.

The day ended with the jurors filling out the evaluation forms. The two key ratings were quite positive. On the other hand, the staff and many of the jurors were disappointed with the rushed way in which the project had ended up. Fourteen said they were "very satisfied" with the project as a whole and two were "satisfied". The Jefferson Center believes that the most important evaluation by jurors relates to possible staff biases. Here are their ratings and a comparison to the ratings of past projects.

One of our aims is to have the staff conduct the project in an unbiased way. How satisfied are you with their performance in this regard?

<u>13</u>	Very satisfied
<u>3</u>	Satisfied
<u>0</u>	Neutral
<u>0</u>	Dissatisfied
<u>0</u>	Very Dissatisfied

The Jefferson Center has been keeping track of the ratings on staff bias since its third Citizens' Jury project in 1981. Here is how the current project compared with the average ratings for past Citizens' Jury projects:

	Average project	Current project
Very satisfied	70%	81%
Satisfied	23.6%	19%
Neutral	4.4%	0%
Dissatisfied	2%	0%
Very Dissatisfied	<u>0%</u>	<u>0%</u>
	100%	100%

* A vote was needed regarding cost estimates that Group 1 proposed, and one juror reported in the evaluation form not voting on the Indigenous Bush Assembly.

Jury Recommendations

Executive Summary

We sixteen jurors spent four days reviewing a variety of deliberative methods and learned from a number of prominent experts regarding these methods. We also examined the issue of water in Western Australia for two days. In light of this we have come up with the following findings and recommendations.

Given that various methods of community engagement have been trialed within Western Australia, Australia, and around the world, we concur that community engagement (deliberative democracy) is an effective vehicle for decision-making on public policy.

We unanimously recommend that methods of community engagement continue to be used and expanded in Western Australia on a routine basis, monitored by an independent body, and integrated with the workings of government.

Drawing on the various reviewed methods, we created two proposals specifically designed for the unique demographic and geographic diversity of Western Australia. In both cases we are seeking clear and credible outcomes for our state.

1. A collaborative approach combining the existing Deliberative Poll and Citizen Jury methods. It involves six Citizens' Juries, brought together for 5 days to a central location. This system provides the opportunity for the whole assembly to focus effectively on large, complex issues.
2. The Citizens' Assembly was streamlined to handle broad-based issues. Up to a hundred jurors are randomly selected to deliberate over six periods in three months. A debate with special interest groups is provided for, with a formal questionnaire distributed to jurors at prescribed intervals. A key concern is control over lobbying.

In addition:

- We are open to different deliberative methods such as Citizens' Jury but realise different processes may be better suited depending on the issue at hand.
- We admire the method of the Indigenous Bush Assembly, which is a circled meeting, and believe this should be incorporated into other deliberative methods.

These processes are fully described in the following pages.

Cost: These community engagement methods are cost effective in relation to determining a credible, acceptable outcome. Recent community engagement projects have demonstrated savings in the public policy arena. We believe these deliberative processes should be included in the annual governmental budget, at a level to ensure quality community engagement.

Water: The long term future of water in Western Australia is a matter of pressing concern to the community at large. Therefore, we recommend, as a matter of urgency, an expanded community engagement process to consider this issue. Immediate action should be taken that ensures long-term sustainability. We need an educational effort to create increased awareness, leading to the establishment of water wise communities.

We passionately believe the water crisis will not be solved without the combined efforts of the people and government of Western Australia. In spite of the hard work done to date by our government to engage the public in a discussion of water issues, not nearly enough has been done. The two deliberative methods we created were done with water in mind. We strongly urge our government to use them. If what we created in two days is not equal to the task, we urge you to do your best to choose a deliberative method that can bring a cynical public into a place where we all work together to solve the water crisis. Effective ideas need to be implemented immediately.

Key Recommendations*

1. We strongly recommend that the use of community engagement methods be expanded in Western Australia. They should be integrated with the workings of government at the highest level. It is essential that we go beyond standard methods of community consultation and use the methods of deliberative democracy such as the Citizens' Jury process, the Deliberative Poll or the Citizens' Assembly, as pioneered in 2004 in British Columbia, Canada. We believe they should be used on a routine basis to deal with the significant issues facing our state.
2. An independent body should be established to monitor the community engagement projects to insure their quality and integrity. For community engagement projects to be effective they must have wide credibility with the public. The best way of insuring this is to have a committee or commission that is separated from the normal functions of government and the political parties.
3. The conclusions of major deliberative projects should be acted upon with expediency. We understand that our elected officials are responsible to the public that has elected them. They cannot be expected to follow the recommendations of every deliberative project conducted. But government officials should act rapidly either to move ahead on the recommendations or to explain in a clear and public way why they are choosing not to act upon the recommendations.
4. We recommend, as a matter of urgency, an expanded community engagement process to consider the long-term future of water in Western Australia. Immediate action should be taken that ensures long-term sustainability. We believe the water crisis will not be solved without the combined efforts of the people and government of Western Australia. In spite of the hard work done to date by our government to engage the public in a discussion of water issues, not nearly enough has been done. The two deliberative methods we created were done with water in mind. We strongly urge our government to use them. If what we created in two days is not equal to the task, we urge you to do your best to choose a deliberative method that can bring a cynical public into a place where we all work together to solve the water crisis. Effective ideas need to be implemented immediately.

* These Key Recommendations were written up by staff after the close of the five days of hearings. The jurors were only able to spend about half an hour on this part of the report before running out of time at the end of the fifth day. The priority of the recommendations was established by the jurors, but the text has been provided by staff, drawing upon the executive summary and other parts of the report where the jurors did have the opportunity to review the wording of their recommendations.

5. We recommend two deliberative processes, which we designed especially to deal with the water issue. These are presented below as “Citizens’ Jury/Deliberative Poll Process” and the “Streamlined Citizens’ Assembly”. The former method is proposed as a way to engage people properly from the large land area that constitutes Western Australia. The Streamlined Citizens’ Assembly was created because we felt that the impressive Citizens’ Assembly conducted in 2004 in British Columbia should be used in Western Australia to deal with our water challenges, but would work best if adapted to the needs of our state.
6. In order to insure that effective community engagement methods are run on a routine basis in Western Australia, we believe these should be made part of the governmental budget in an on-going way.
7. We were impressed by the quality of the event in which we participated and believe that steps should be taken to insure that the community engagement methods conducted under government auspices should be of equal quality. In particular, we feel it is important that the citizen participants be paid for their participation.
8. We were impressed by what we learnt about how Indigenous people make decisions on matters of significance, such as water. We found it difficult, however, to be precise about how the views of these bush assemblies should be integrated into the decisions of Western Australia as a whole. We understand the difficulty that many Indigenous people have in participating in current political discussions. We want their voice to be heard and hope the government will find innovative ways to integrate their views into the views of the citizenry as a whole.
9. We feel it is important for steps to be taken to educate the public on the importance of community engagement and on the variety of new methods that have been developed to accomplish this. During our hearings, we learned about many successful community engagement projects that have been conducted in Western Australia over the past decade. Most of us had heard little or nothing about these. If community engagement project are to play their proper role, the public must become much more aware of them and the value they can add to our community.
10. Similarly, there must be a major effort to educate the public on water. Western Australia faces significant challenges and tough choices over the next decade. The public must be made aware of this. We need an educational effort to create increased awareness, leading to the establishment of water wise communities.

Specific Recommendations

(Staff Comment: The following four proposals were created over the last three days of the Citizens’ Jury project. All were created by jurors working in small groups. The first three were reviewed and approved of by all jurors by consensus, except with regard to a cost estimate in one of the proposals. The wording of the proposals is that of the jurors themselves. The fourth proposal was finished late enough on Day 5 so that it was not approved by all jurors and the final text was prepared by staff after the event.)

Citizens' Jury/Deliberative Poll Process

Within our adaptation we provide the opportunity to access and utilise varied perspectives and values present within all regions of Western Australia. We have created a flow chart that illustrates our community engagement process.

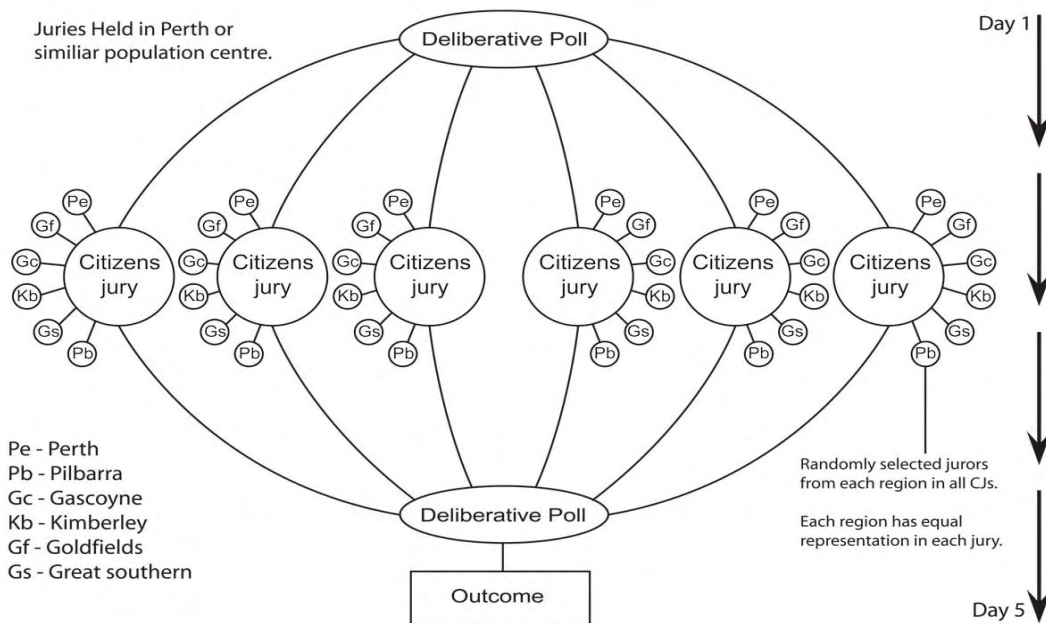


Figure 1: Group One Flow Diagram

Source: Adam Trozzo (Juror)

Preparation

Divide Western Australia into 6 regions – Gascoyne, Pilbarra, Great Southern, Perth, Goldfields and Kimberley.

Randomly select 16-24 jurors of a balanced demography from these regions.

They will be brought together into one place e.g. Perth.

Days One to Three

All jurors will be given a balanced comprehensive briefing followed by a Baseline Survey.

The participants are then regrouped into six demographically/geographically balanced Citizen's Juries.

Citizen's Juries convened for four days, to be addressed by expert witnesses, including Indigenous witnesses. Witnesses in turn are cross-examined.

Day Four

Citizen's Juries compile findings in report format.

Day Five

The six groups amalgamate, with conveners presenting respective reports to the assembly.

Question and answer time occurs and is followed by a repeat of the Baseline Survey and then a discussion takes place regarding individuals changing points of view.

Deliberative Poll finalises the process.

Costing: estimated at \$210 000 - \$250 000. This includes payment of jurors.

Outcomes

- Six summaries from the Citizen's Juries.
- One combined report taken from the Citizen's Juries summaries presented by conveners.
- A comparison can be made between pre-poll and post-poll Baseline Surveys to illustrate the effects of the five-day process.
- Deliberative Poll findings/outcome.

Streamlined Citizens' Assembly

(Staff Comment: This is an adaptation of the Citizens' Assembly method, introduced in British Columbia, Canada in 2004.)

Context and Purpose

The proposed model modifies the Citizens' Assembly process to meet the following criteria:

- Uniqueness of Western Australia: geography and demography, e.g. water:
 - Most users in SW corner
 - Sources outside SW corner
 - Climate
 - Most exports from least populous area
- Most useful for large issues and projects where the issue is quite vague or poorly defined
- High impact because it is highly credible due to the duration of the process
- Enables well informed recommendations because of the level of access to information, experts and key stakeholders

Process

- Less than 3 month time frame
- 6 sessions of between 10-12 hours each which could be one and a half days on a weekend
- 60-100 people depending on the scale and nature of the issue

- Meetings:
 1. Introduction, scene setting – decide specific issues and set agenda
 2. Receive expert advice
 3. Well defined debate with special interest groups with both positive and negative views
 4. Deliberate
 5. Decision weekend 70% consensus required
 6. Report writing

Between these sessions further information can be gathered and formal question and answer questionnaires distributed to the jury to ensure that all jurors have a fair say, can ask further questions or put their view forward.

Information/Selection of Resources

The following matters should be considered in selecting resources and information:

- Value in the facilitators choosing experts beforehand
- Departmental staff liable to demonstrate bias
- Internet for research in between sessions
- Jurors should not be lobbied

Sponsorship and Funding

The government should fund these processes, however the process is open to other open and transparent sources of funding provided there is a clear disclosure of conflict of interests.

Impact

The process has a high impact because it has high credibility due to

- Stakeholders can be involved every step of the way and all their points considered
- Time for research to keep all jurors fully informed for decision making
- The special interest groups' concerns would be fully understood and addressed
- Opportunity to broadly canvas and educate the community
- Possible media involvement

Indigenous Bush Assembly

To empower the elders and Indigenous people in remote communities to have their issues recognised and have a voice independent of any other deliberation method used.

1. Bush Assembly – outcomes come from the voice of the people and elders oversee the assembly to ensure that cultural rights and practices are respected.
2. Then as an outcome from their process of the Bush Assembly, a conclusive report is given to each person who has participated. The records are presented by a representative of the Bush Assembly at subsequent deliberative processes of the broader population.
3. Cultural practices of Indigenous people are still in practice. Events like the Bush Assembly and circled meetings are a time honoured tradition.

Loie Olney (Juror): "As an Indigenous person I draw from an example that happens from where I come from."

Roebourne: Indigenous people form a Bush Assembly or Circled Meeting to discuss relevant issues in their community, the elders being the ultimate judges of fairness and cultural practices of respect for the elders. Issues are resolved through Bush Assemblies or Circle Meetings, then reports are recorded and passed to relevant people for the next process.

Recommendation to Implement an Independent Committee/Office of Public Dialogue (Recommendation made by Group 2)

Expert witnesses testified to us that a common flaw with deliberative methods is that their recommendations are not acted upon by the governmental sponsors of the projects. We believe it is paramount that the recommendations of deliberative methods be acted on in a timely fashion.

Steps must be taken to insure government accountability. Communication or feedback from decision makers is essential in maintaining this accountability. If the issue is complex and fraught with variables, on-going feedback is necessary to insure that the needs of all groups are met in a fair and democratic way until project completion. In the case of complex issues there should be a time frame. Regular consultation with the jurors might be helpful to counteract changes along the way, with at least a final reconvening of the jurors in order to review the completion of the issue.

We believe this need is great enough so that a significant new structure of government is needed. We were inspired by a proposal by Ethan Leib for a fourth branch of government, but this was presented only on a poster displayed at our hearings. There were not any witnesses on this, nor was it discussed by the jurors as a whole.

We recommend the creation of an independent office of community engagement as a way to ensure that the voice of the public is heard. This Independent Committee would oversee the running of community engagement processes; would be accountable to the public for maintaining credible, high quality processes including evaluation that is made public; and for informing the public about all follow-up actions related to the recommendations generated by the community engagements processes.

The structure we suggest was difficult to name. It should operate with public funds and be independent of government and interest groups. It should be accountable to the public. (*Staff decided to call this the Independent Committee for Public Dialogue, or Independent Committee for short.*) The accompanying chart shows the central role we believe the Independent Committee should play.

The Independent Committee should be headed by someone who is knowledgeable about community engagement processes, but not affiliated with interest groups or political parties. Issues may be presented to the Independent Committee by the Premier, the Parliament or the public. The issues to be addressed by a community engagement process should be validated, prioritised and chosen for deliberation by credible methods, such as public opinion polls, Wisdom Councils, etc.

This new structure is intended to insure ongoing consultations as deliberation and then action are undertaken on the issue. It hopefully can speed up the time needed to make decisions. It should amplify the power of deliberative methods and insure that their intentions are fulfilled as the recommendations are put into practice. A final reconvening of the participants in a deliberative project should be done a project completion. Adequate funding is needed to insure the effectiveness and longevity of the Independent Committee. Given the large concentration of Western Australian population in the Perth area, it may be necessary for the population of the whole state to subsidise local projects in rural areas. We feel that communities outside metropolitan Perth should not have to spend any more than 1% of their budget on community engagement. We believe \$150 per day per person is fair compensation for someone in a deliberative project.

This explanation and the accompanying chart contain some of the key proposals and rationale for an Independent Committee. We hope that knowledgeable people will design details for the all functions of an Independent Committee and that these details be finalised by a community engagement process before adoption through legislation.

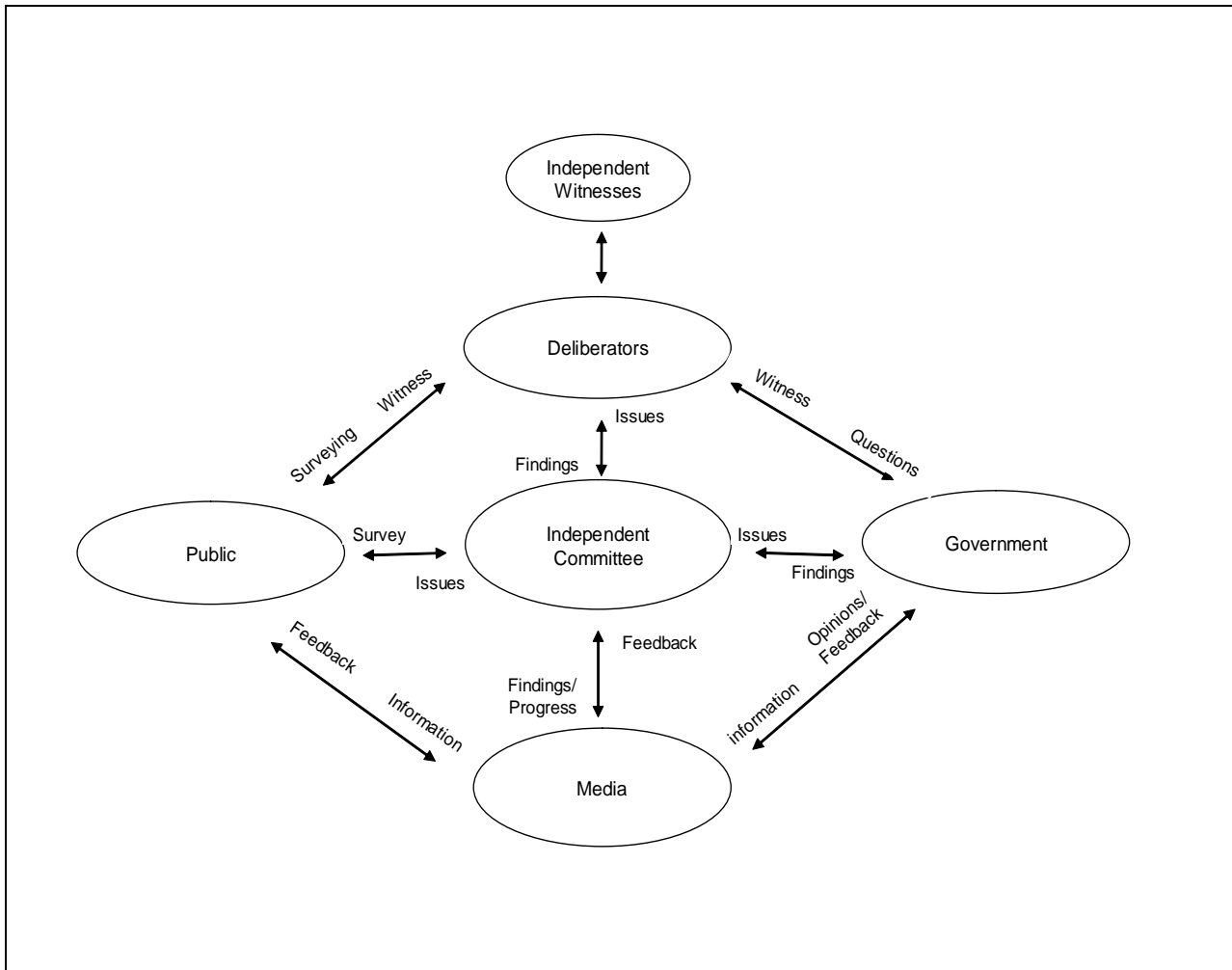


Figure Two: Group Two Flow Diagram

Evaluation Form For Jurors

1. In general, how do you feel about the Citizens' Jury now that you have completed the project?

<u>14</u>	Very satisfied
<u>2</u>	Satisfied
<u>0</u>	Neutral
<u>0</u>	Dissatisfied
<u>0</u>	Very Dissatisfied

Explain your answer:

I feel empowered with knowledge and assured that we, as citizens, can come together and make good respectful decisions regarding our community and our environment.

The quality of information supplied was good; it was well facilitated and informative discussions were held that led to high quality decisions.

Great, in that it is very democratic and transparent.

I feel privileged to have experienced these deliberative methods and to have the opportunity to apply one of them to a complex subject.

The process was very informative on all levels and I feel confident in our outcome and findings.

I walked in very doubtful but walk away impressed with the democratic way they are held.

I believe that very important issues were discussed and that there is enormous potential for having them implemented.

I felt that the whole process worked brilliantly and it is my hope that this method and any others discussed can be implemented in Western Australia.

I was very satisfied with the entire process but in some areas we were rushed which meant some things (day 5, in the report stage) weren't understood, explained or explored to the full extent.

It was a very complex Citizens' Jury and the level of detail and the outcome very satisfying.

Not as satisfied as 'very satisfied' only because of minor frictional personality problems with one facilitator.

We could have benefited from one more half day to complete our report.

Thought the whole process was very well done, organised, informative and impressive.

I now know more about the water problems we have in Western Australia.

Good process, excellent outcomes.

2. How do you feel about the different parts of the project?

	Very Satisfied	Satisfied	Neutral	Dissatisfied	Very Dissatisfied
Introductory Session	9	7			
Day 1: Background & Overview	11	5			
Days 2 & 3: Water and Deliberative Methods	8	8			
Day 4: Deliberations	7	7	1 (1 n/a)		

Additional comments:

Time was a major constraint as we had two separate issues on hand in five days.

More time on question and answer with experts.

I enjoyed using water as a case study on days 2 and 3, which helped my understanding of the deliberative process.

I enjoyed and learned so much. I feel privileged to have learned so much while getting paid.

First Citizens' Jury I have ever participated in, very good.

Very well set out.

The small group work was steered mainly by 2 members. What is needed is more splitting of the groups. Or at least one more time. (*names and some language edited out*)

3. One of our aims is to have the staff conduct the project in an unbiased way. How satisfied are you with their performance in this regard?

<u>13</u>	Very satisfied
<u>3</u>	Satisfied
<u>0</u>	Neutral
<u>0</u>	Dissatisfied
<u>0</u>	Very Dissatisfied

4. How do you feel about the performance of the following personnel. (These comments are gathered for internal evaluation purposes and are not placed in the final report. The ratings, however, were higher than the average ratings given in past Citizens' Jury projects.)

Any comments that you would like to make concerning the staff?

It is really important that future facilitators of methods of deliberative democracy be as committed, focused, knowledgeable and passionate about deliberative democracy as these facilitators were.

5. Was there any information or witness that was particularly helpful or useful to your understanding of the issues? (These comments are for internal use to help the staff and advisory groups with witness selection in the future. Witnesses may have access to them if they request. The majority of the comments were positive)

The following two comments were included because they were made without reference to any specific witness.

All were extremely fascinating to hear and ask questions of and were very knowledgeable about their subject.

All.....no good or bad...I still felt in control to determine my own views

6. Was there any information or witness that you felt was not useful or was unnecessary to your understanding of the issues? (see comment for 5)
7. Was there any part of the project, which was particularly satisfying or well done?

The information from some key witnesses and being educated on deliberative democracy was fantastic and to be so well received by the conference.

Using water as a case study to see how we could use deliberative methods.

Finishing the summarised (executive) report, the conference and the Paladia exercise.

Getting into the meat of it and attempting to put together a community involvement process that could deal with the water issue.

All, hard to choose.

Ability to facilitate the executive summary. Wow, what a job.

Having access to people like Janette and Tom. Having witnesses. Having the experience of Ned and Pat.

Presentation at conference.

The whole process.

All.

All well done.

Meeting people from the government.

Yes, lots.

I really enjoyed listening to the witnesses and receiving their knowledge and wisdom. The educational side of the process was fantastic.

Facilitation and interaction with the politicians.

8. Was there any part of the project, which was particularly dissatisfying or poorly done? *Some of these comments were taken from another part of the evaluation because they seemed to belong here.*

The last two days were difficult and tiring as we attempted to gain consensus on the report and key issues and recommendations. Perhaps this part could be reworked.

Day 5 was a little rushed and a few people were obviously dissatisfied. Group 2 did not have time to fully explain their plan, which was unfortunate.

In regards to day 5 and Group 2 not being able to explain their process effectively and engage in discussion regarding it, perhaps a more adequate time frame with group work would be good. My group spent time talking about other things because we weren't called back. That could have been used for other things.

The process in general felt very loosely structured, however I appreciate its nature so as to foster unbiasedness (*lack of bias*).

The end, writing the report was a bit rushed and tiring.

Scenario setting was a bit confusing to me, but we worked through it.

No, it all went as smoothly as I could have hoped.

Could have kept a tighter grip on people over talking or not listening (self included) this is only to my personal taste because I love to be super efficient, not waste time.

There was nothing I was dissatisfied with.

None. Only bad comment was the time factor in the end.

Rushed final report.

No.

None come to mind.

Troubled roads slowly crossed.

9. Are there any suggestions in the proceedings, which you would recommend? Any additional comments?

See executive report.

The process developed using Citizens' Juries and the Deliberative Poll.

An extra day, for a complex Citizens' Jury as this, is the only suggestion I have to make.

(Include) minorities of the community even though it is random selection, if indigenous issue, please consider.

To get participants to exercise, stretch and meditate to balance the strong cerebral emphasis.

It has been a fantastic and very valuable experience for me to be part of the process. My knowledge and commitment to public issues have increased dramatically and I shall take that away with me and try to spread the word.

Thank you, all, for this amazing, informative and challenging experience.

Congratulations on an extremely well conducted C J. It was a most enjoyable experience and I applaud you both on your conduct under extremely difficult circumstances.

Thank you, staff.

More time when developing ideas and concepts when working in smaller groups.

Unfortunately we were pressed for time and I felt that when we broke away into sub-groups, it was difficult to keep the process in focus.

At times our small group was a little dysfunctional and needed to maintain focus

Thank you so very much for this truly amazing and challenging experience.

No, it's bloody perfect for real and I liked everyone.

Keep up the good work.

It was great. Thank you for having me.

Juror List

Citizens' Jury staff members were unaware until after the event that permission to publish jurors' names in this report would be required. This is not the usual procedure – jurors' names are normally included as a matter of course. Jurors were therefore contacted after the event to ask their permission.

Name

1. Mr Neil Burrows
2. Mr Darren Cork
3. Ms Jessica Dale
4. Mr Stefan Easton
5. Ms Marwah Eid
6. Mr Richard Huckson
7. Mr Richard James
8. Ms Linda Lynch
9. Ms Catherine Machell
10. Ms Amy McGear
11. Ms Robyn Newman
12. Ms Loie Olney
13. Mr Adam Trozzo
14. Mr Kim Varvell
15. Mr Tony Weeks
16. Ms Franya Lummas

Jury Composition

Occupations (listed in alphabetical order)

1. Bar/wait staff
2. Courier driver
3. Covert security officer
4. Employment consultant for people with injuries and disabilities
5. English as a second language teacher
6. Entertainer/jazz singer
7. Horticulturalist and engineer
8. Instrument technician, gardener, gym instructor, lifeguard
9. Jewellery designer/manufacturer
10. Process engineer
11. Project manager – process improvement
12. Psychometric analyst
13. Sales representative
14. Student
15. Student: criminal psychology (previously waitress/office admin)
16. Student (previously clerk/admin assistant)

Demographic Category	Final Jury Make-up
Gender – Male	8
Gender - Female	8
Age	
18-29	2
30-39	6
40-54	5
55+	3
Education	
High school	4
Beyond high school	3
TAFE	2
University	7
Political Affiliation	
Labour	6
Liberal	3
Other	4
Swinger	3

Project Personnel

Project Staff

- Ned Crosby, Project Director and lead moderator
- Pat Benn Crosby, Assistant Project Director and assistant moderator
- Margaret Gollagher, Information Specialist and assistant moderator
- Natalie Vandeness, Project Coordinator

Project Design

This project was designed by:

- Ned Crosby, president of the Jefferson Center, and
- Dr Janette Hartz-Karp, Consultant to the Department for Planning and Infrastructure

with assistance from

- Pat Benn, a board member of the Jefferson Center
- John Gastil, Associate Professor, University of Washington, and
- Dr Lyn Carson, Lecturer, University of Sydney

Project Support

- Mary Del Casale, Community Engagement Coordinator, Department for Planning and Infrastructure
- Doug Nethercut, Consultant, Minneapolis, Minnesota

Agenda

This is the agenda, as originally planned. Many of the modifications of the project as it was actually conducted are not included here.

Day 1: Friday 27th May 2005

- 9:00 Introductions and description of the jury charge
- 10:30 *Morning tea*
- 10:45 Values review on water to examine value choices in public policy (a method frequently used in Citizens' Juries)
- 12:00 *Lunch*
- 1:00 Discussion: Who makes major decisions in Western Australia now?
- 1:30 Introduction to 3 Witnesses: Hon. Alannah MacTiernan MLA (Labor), Mr Gary Snook MLA (Liberal) and Hon. Giz Watson MLC (Greens) - each makes opening statements for 10 minutes then jurors ask questions.
- 2:30 Introduction to community engagement - citizen deliberative democracy: Discussion of deliberative methods and questions. Witnesses: Dr Janette Hartz-Karp and Mr Ned Crosby.
- 3:00 *Afternoon tea*
- 3:30 Continuation of discussion on deliberative methods
- 3:45 Opportunity to do one of the following:
1. Small group discussions on which method is most appealing
 2. Make up a new method
 3. Ask more questions to clarify the methods discussed
- 4:15 Discussion on what was achieved during the day
- 4:20 Review of day one and introduction to next two days
- 4:30 Close

Day 2: Saturday 28th May 2005

Day 2 and Day 3 will be devoted to the challenges of water usage in Western Australia, and how the public could become engaged on this issue.

- 9:00 Introduction to problem and discussion
- 10:15 Discussion of major values and goals involved in the problem
- 10:30 *Morning Tea*
- 10:45 Small group discussions

- 11:30 Small groups report back on their three highest values/goals
- 11:50 Jurors vote as individuals on their top three values/goals
- 12:00 *Lunch*
- 1:00 Introduction to two expert witnesses on water management – each makes opening statements of 10 minutes, then jurors ask questions. Witnesses: Prof. Jörg Imberger and Dr Don McFarlane
- 1:55 Presentation of jury ratings of values/goals
- 2:15 Witnesses comment on the ratings
- 2:30 *Afternoon Tea*
- 2:45 Discussion by witnesses and jurors about how best to achieve these goals/values
- 4:00 Witnesses comment on how the public can best make its values/goals known. Jurors can ask questions about various methods of community engagement.
- 4:30 Close

Day 3: Sunday 29th May 2005

- 9:00 Review of yesterday's work
- 9:20 Presentation on how well different community engagement methods have worked. Concentration is on Australia, but successes and failures in other countries may be discussed as well.
- 10:30 *Morning Tea*
- 10:45 Small groups discuss various community engagement methods to see if any would do well in dealing with the challenges of water in Western Australia.
- 11:15 Small groups report back, followed by a general discussion of the methods suggested.
- 12:00 *Lunch*
- 1:00 Introduction to two witnesses, one knowledgeable about the status of the water situation and one knowledgeable about parliamentary process – each makes opening statements of 10 minutes, then jurors ask questions. Witnesses: Graeme Hughes (water); Rob Giles (parliamentary process).
- 1:40 Staff summarises juror views on values/goals and any initial views on community engagement methods. Witnesses comment and there is a general discussion between jurors and witnesses.
- 2:30 *Afternoon Tea*

2:45 Panel discussion with expert witnesses on water and deliberative democracy. Witnesses were: Tom Atlee; Mary Pat McKinnon; Jim Rough; John Gastil; Janette Hartz-Karp; Rob Giles; Graeme Hughes.

4:30 Close

Day 4: Monday 30th May 2005

9:00 Discussion: Should deliberative democracy be used in Western Australia? If so, where or on what issues? Jurors suggest the uses of deliberative democracy they like best by rating the options on a 10-point scale (New methods can be included as can disagreement with deliberative democracy).

10:30 *Morning tea*

10:45 Discussion: suggestions from jurors about what deliberative methods, or other approaches, they would like to build and include in their final report.

12:00 *Lunch*

1:00 The charge: Determine 2 to 4 suggestions, one that could be used soon, and the other that represents a dream for the future. (This aspect of the charge was set aside in light of the work done by small groups.)

3:00 *Afternoon tea*

3:30 Discussion: How to make their presentation to the conference the next morning

4:30 Finish

Day 5: Tuesday 31st May 2005

9:00 Presentation to the Conference: *Innovations in Community Engagement*

10:30 Morning Tea with the Conference

10:45 Discussion of presentation and preparation of final report

12:00 *Lunch*

1:00 Preparation of final report

2:30 Evaluations and personal statements

3:30 *Afternoon tea*

3:45 Discussion with officials

4:30 Close and thank you

Witness List

Deliberative Democracy

The Hon Alannah MacTiernan MLA
Minister for Planning and Infrastructure

The Hon Giz Watson MLC
Member for the North Metropolitan Region

Mr Gary Snook MLA
Member for Moore

Tom Atlee
Founder and co-director of the
Co-Intelligence Institute

Mary Pat McKinnon
Senior manager with Canadian Policy Research Networks

Jim Rough
Consultant, author, speaker and social innovator. Developed
Dynamic Facilitation and the Wisdom Council

John Gastil
Associate Professor in the Department of Communication at
the University of Washington

Dr Janette Hartz-Karp
Community engagement consultant with the Western
Australian Minister and Department for Planning and
Infrastructure

Water

Professor Jörg Imberger
Professor of Environmental Engineering at the Centre for
Water Research

Dr Don McFarlane
Head of the Water Program for the State, with the CSIRO

Graeme Hughes
Principal Engineer Water Source Planning in the Water
Corporation

Parliamentary Processes

Rob Giles
Chief of Staff to the Hon Alannah MacTiernan MLA

Advisory

Dr Lyn Carson
Senior lecturer in applied politics in the School of Economics
and Political Science, University of Sydney

Reflections on the Project

By Pat Benn and Ned Crosby

Given the unusual nature of this project, we feel it important to offer some extended staff comments. The order of the following list is not intended to reflect the importance of the points. Government officials in Western Australia and researchers on democratic processes are surely going to have different views as to the significance of these items.

Design Limitations

The following were design limitations of the project that appeared to us unavoidable, given the limited time and money available for the project. These limits were pointed out to the jurors during the introduction to the project on the morning of Day 1.

1. Since one of the goals of this project was to demonstrate the five-day Citizens' Jury process, the jurors obviously did not achieve the same familiarity with other deliberative methods. This means that future projects will be needed to do a definitive job of comparing the virtues of Citizens' Juries to other deliberative methods.
2. Because this is a demonstration project, most of the facilitation was done by Ned Crosby and Pat Benn of the Jefferson Center. Again, this is likely to create a bias in favor of the Citizens' Jury process.
3. Because of tight funding for the project, only people from the Perth area were included. Future Citizens' Jury projects should draw the jurors from the whole of Western Australia.

Design Strong Points

1. This was a novel combination of a Citizens' Jury project with a conference. Since the conference was intended to get a group of government officials, practitioners, and others interested in public policy making, to consider various methods of community engagement, it was felt that there should be a voice of the people speaking on this topic as well. This part of the project worked very well.
2. To the best of our knowledge, this was the most extensive consideration of various deliberative methods ever undertaken by a group of average citizens. Indeed, the posters prepared for the Citizens' Jury project were judged to be valuable enough that they were duplicated and displayed for the conference attendees as well. This consideration of deliberative methods had value beyond Western Australia. There is considerable discussion within the deliberative democracy community about how to evaluate the quality of the deliberative experience and the various methods in which citizens participate. Some theorists, ourselves included, believe that one of the key elements in evaluating deliberative methods is the preferences expressed by the public. This project tested the ability of citizens to make wise choices in this area and led to impressive results.

3. One reason for conducting this project was to model the Jefferson Center's methods for conducting a Citizens' Jury. The Jefferson Center was one of the two places where the Citizens' Jury process was introduced and developed, starting in 1974 (a virtually identical process was invented and first run in Germany in 1971 under the name Planungszelle). Of special interest was running a project for five days, the norm of the Jefferson Center. It was therefore surprising to learn that just two weeks before this project was undertaken, a five-day project was conducted in eastern Australia under the guidance of Max Hardy of Twyford Consulting. This project was held for the review of the Local Environment Plan for Kiama Council.

Overall Project Results

Citizens can make sense of different deliberative methods.

As noted in the Detailed Description of the Project and presented in the Recommendations, the jurors proved themselves quite capable of understanding deliberative methods and even creating new ones. Given that many inventors of new deliberative methods take several years to design and test their ideas, one can hardly expect a group of randomly selected people to come up with a design that has been fully considered and laid out in detail. Even in British Columbia, where the Citizens' Assembly was created in about a year, it took several months of work by Gordon Gibson, a very experienced public policy analyst, to design the process properly. Suffice it to say that the six experts invited to the conference (four from the US, one from Canada and one from Australia) were very impressed with the work done by the jurors.

Those attending the conference were impressed by the jurors and the Citizens' Jury process.

As noted in several places in this report, the conferees gave top marks to the Citizens' Jury process. They rated it first in seven out of eleven possible arenas where deliberative methods could be used (see Appendix C).

Some of the most important aspects of the project were the result of unintended consequences rather than careful planning.

Many of the best Citizens' Jury projects conducted by the Jefferson Center turned out well because of unexpected aspects of the projects. The Citizens' Jury project on the federal budget in 1993 turned out well because the jurors proved themselves capable of dealing quite effectively with an overview of the federal budget even though those setting the agenda (including Ned Crosby) believed they would not be able to do it. A number of other examples exist.

The main unplanned aspect of the project was the role that small group discussions played in leading to some of the most important recommendations. On Day 3, small groups were set up to review how deliberative methods might be used in Western Australia. In retrospect, one of the influences on their work appears to have been a suggestion made on Day 1 by Mr Crosby that the jurors consider making up their own new democratic processes.

When the groups were assigned their task on Day 3, Ms Benn gave a very general charge to the jurors as they went into their small groups. She, too, mentioned that the jurors might consider inventing their own processes. Had more modest instructions been given to the jurors, with emphasis on the risks and difficulties of deviating from the methods that have already been tested, the jurors might well have been more cautious in what they did in small group.

As a result, this project had a feeling about it similar to the 1993 Citizens Jury on the US federal budget. In both projects, the momentum for major proposals seemed to grow from Day 3 through Day 5. In both cases, it appeared to be a combination of choices made by the jurors and the staff together, as each played off the other.

The concern about bias in favor of the Citizens' Jury process appears not to have occurred.

As noted above in the comments on project limitations, staff feared that the use of a Citizens' Jury to study and consider a number of deliberative methods would lead to strong support for the Citizens' Jury process over other methods. In fact, none of the three groups recommended the Citizens' Jury process per se as a way to deal with significant problems. Faced with the challenge of deciding how best to deal with the issue of water in Western Australia, the jurors did not choose the Citizens' Jury process, but decided to invent larger methods that they thought would be equal to the task.

One likely result of using a Citizens' Jury to study other methods is that it inclined the jurors to favor methods, which convened participants for several days over those methods lasting only a single day. They drew upon the Deliberative Poll (typically a three-day event) and the Citizens' Assembly (a ten-weekend event), combining these with the Citizens' Jury process, to come up with their new methods. And in the case of Group 3, they invented a whole new structure of government in order to insure that the recommendations of deliberative methods would be acted upon properly.

Staff Performance

In general

On the main evaluations of staff performance, we did well (see the Juror Evaluation section of this report). But staff always has their own perspective on how well they did. At times this corresponds to the evaluations given by jurors. In previous Jefferson Center projects, almost every time the jurors have given a lower-than-average rating on bias, the staff is aware of some significant failure in their performance. In the case of this project, where the overall ratings were high, staff was still aware of areas of some poor performance, as well as good.

In general, the planning of the project went very well. This is the first time that a Citizens' Jury has been planned over a long distance, largely by e-mail. Although Mr Crosby and Ms Hartz-Karp had met each other at two conferences held in the US, they had not spent more than a couple of hours together. Nevertheless, they were able to construct a very interesting project that was of high quality for most of the time. We have not counted the e-mails, but there were many, starting in January and becoming intense in March and April.

Staff organisation and planning of the project

One of the things that did not work out well was that Mr Crosby had had the hope of training an Australian to be project director. But the two staff people from Australia who were paid to work on the project were not available to perform this role. This meant that Mr Crosby and Ms Hartz-Karp did virtually all of the planning for the project. Margaret Gollagher did an excellent job of preparing all the charts and assisting in several ways during the five days of the Citizens' Jury hearings. Natalie Vandeness did an equally fine job of organising the many details of space and logistics and communication with the jurors.

Because of the impossibility of face-to-face meetings in the months leading up to the project, the design was done almost entirely by Mr Crosby and Ms Hartz-Karp via e-mail. An unintended consequence of this was that the other three members who were supposed to serve on the Steering Committee (Pat Benn, Lyn Carson and John Gastil) ended up with hardly any involvement at all. In a project that involved a specific policy choice, as opposed to making broad recommendations, this could have created significant difficulties, as various interests concerned about the project would have raised objections about the planning being done by only two people, as opposed to a broad-based group.

In the course of the planning, one of the original notions was changed. Originally, it was assumed that the substantive issue explored on Days 2 and 3 would be a specific small issue. But as Mr Crosby and Ms Hartz-Karp got further into the planning, they decided to use one of the major issues facing Western Australia: water. Although this made the project more complex and challenging for the jurors, it surely made it more interesting than the study of some minor problem of low interest to most citizens.

In spite of these difficulties, the result of the planning was a project where experienced facilitators felt there was an excellent balance of two complex and difficult issues. It would have been easy to overwhelm or confuse the jurors with the water and deliberative democracy issues that were raised. It was our impression that we did a good job of tracking how well the jurors were understanding things and helping them to move forward to a consensus on the strong recommendations found in this report.

Designing Paladia

The design of Paladia ended up well, although along the way we had some difficulties. When conducted on Day 1, it worked well as an opening exercise for the jurors. They clearly were engaged in it, even though it dealt with an imaginary circumstance.

What does not appear in a standard report is how the planning actually was done. Mr Crosby had the original idea and shared it with Ms Hartz-Karp and Ms Gollagher about a month in advance of the project. Both of them liked the proposal. But due to travel Mr Crosby did not complete the final details of Paladia until three days before the start of the project, just in time for a test with about six volunteers. The test worked very poorly. Some of this may have been because the volunteers were not average citizens, but people rather sophisticated about policy analysis at the end of a long day they had spent in a training session. This still did not take away from the basic failure of the event.

The problem lay in a design that was too complex and a presentation by Mr Crosby that was not well enough prepared. But this still gave an opportunity for improvements. The changes made by Mr Crosby, and rapidly transmitted to new charts by Ms Gollagher, greatly improved the values review, turning it into a successful exercise. In the end, it showed the wisdom of testing the values review before using it with jurors. It also showed the dangers of waiting late in the game. The full design and testing should have been done at least two weeks prior to the start of the Citizens' Jury hearings.

The clearest instances of poor staff performance

The overall success of the project should not allow one to overlook poor staff performance on the fifth and last day. The presentation by the jurors to the conference was so exciting that Mr Crosby and Ms Benn relaxed and did not plan carefully for the rest of the day. There were three major lapses.

First, Mr Crosby did not consult with Ms Benn when he added a section to the final report to be done by the jurors. Knowing Citizens' Jury reports very well, he felt that the report would look odd with an executive summary (the one-pager they worked on so carefully on Day 4) that was followed by the reports from the three groups as the major body of the report. For this reason, he felt that it would be wise to have a section entitled "Key Recommendations". But he did not consult with Ms Benn, the assistant project director, about this. When it turned out that the timing for the afternoon was thrown off, it meant that the discussion of the key recommendations was done under considerable pressure. Ms Benn's understanding of this part of the report turned out to be considerably different from Mr Crosby's. This led them to do a poor job of facilitating, as they tried to draw out the jurors about different things.

Second, Mr Crosby, as the senior facilitator and project director, should have known how tired jurors usually are by the end of the fifth day of the project. By the middle of the afternoon of Day 5, not only were the two facilitators sometimes at cross-purposes, but the jurors were very tired and not paying close attention. Mr Crosby found it necessary on several occasions to speak too sharply to jurors by name, asking them to please pay attention and not talk with their neighbors. Some cross-talk is normal and allowed, but when decisions about the wording of the report are made, it is very important that the jurors pay attention. This situation increased the tension of an already rushed afternoon. The comments by one juror in the final evaluation showed that he felt quite put down by Mr Crosby, something that should never happen.

Finally, Ms Benn did not track the progress of Group 2 as closely as she should have. When they were still working on their report starting before lunch and continuing into the middle of the afternoon, Ms Benn should not have taken at face value their claims that all was going well. Indeed, by mid-afternoon three of the members of Group 2 had essentially given up and were letting two members, with occasional input from a third, do the final wording. As it turned out, the task they took on was so formidable (a special new structure of government to insure proper use of the recommendations from deliberative democracy groups) that the language they produced still needed major editing by staff.

The only silver lining in the cloud is that if Ms Benn (or Mr Crosby) had intervened in their work to help them, the members of Group 2 might well have cut back on their ambitious task and limited themselves to the Indigenous Bush Assembly. By allowing them to become embroiled with a difficult task, we may well have allowed something to emerge that otherwise could have been set aside as too challenging.

Another weak moment in the facilitating came on the fourth day when Mr Crosby misunderstood what Group 2 was doing. As they were trying to explain what they wanted to do with their structural proposals, Mr Crosby made the significant mistake of labeling their suggestion “too radical” to put in the report. Mr Crosby was concentrating on what was going to be placed in the one-page statement to be presented to the conference on Day 5, but still his comment was completely out of line. It might have caused major problems had Ms Benn and Ms Gollagher not immediately stepped forward to criticize what Mr Crosby had done. He apologised to the jurors and turned the facilitation over to Ms Benn, saying that clearly he was getting tired.

Weak tracking of project

Given the major successes of this project, it is too bad that the majority of it was not very well documented while in progress. Video taping of the project was done at some key times and this is being copied for researchers to examine. This includes the session at the end of Day 3 with the experts and the jurors. But several of the interesting interactions were not taped. Also, because of minimal staff, not very many notes were made about decisions made by the facilitators, although Ms Gollagher did take notes on the discussion itself. Some interesting adaptations of the agenda were made as the project advanced and these were not recorded at the time. This means that some of the key decisions made by staff are something about which we have only a general impression after the event.

This is not a major criticism of the project. We believe that staff did well with the time and personnel we had available. During the five-day event, Mr Crosby was up by 5am or earlier planning the coming day in detail. But the things he decided on his own and in conjunction with other staff were only intermittently recorded, so we are not sure whether we indeed remember how many significant changes we made, and why. When projects like this are done in the future, a better job of tracking staff decisions should be done.

This lack of documentation means that it is not easy for the reader to decide if some of the steps taken by staff were improvements in the project or were things, which introduced undue influence by the facilitators. For example, the seven characteristics of deliberation that were added into Day 3 at the suggestion of Ms Benn appear to have had quite an influence on the deliberations of the three groups formed that day (see the Detailed Description of the Project). Two of the groups used these to design the deliberative processes proposed, while Group 2 concentrated on the characteristic which they felt was the weakest, that of impact or implementation of the decisions. Yet the jurors acting as a whole group declined to comment on each of the characteristics other than those, which appear in the full report

In Summary

Self-evaluation is always a tricky business. When is one being too critical and when is one ignoring mistakes that have been made? Nevertheless, a careful and critical examination of staff performance is one of the key aspects in enhancing professional conduct. When outside evaluators are not present, then staff must do the best it can. We hope that the use of deliberative democracy methods will continue to grow in Australia and beyond. We seek to set a standard of staff performance that will be equal to the challenges the methods will face.

***Pat Benn and Ned Crosby
Minneapolis, June 21, 2005***

Appendix A: Witness and Advisor Biographical Sketches

Tom Atlee founder of the Co-Intelligence Institute in Eugene, Oregon USA, has been studying group and social dynamics for two decades, from a democratic activist perspective. His recent book *The Tao of Democracy: Using Co-Intelligence to Create a World that Works for All* describes dozens of approaches to public dialogue, deliberation, collective intelligence and wiser democracy. He is on the steering committee of the National Coalition for Dialogue and Deliberation, which has compiled the world's most comprehensive list of participatory practices starting with materials from the Citizen Science Toolbox of Western Australia's Coastal CRC.

Dr Lyn Carson is a senior lecturer in applied politics in the School of Economics and Political Science, University of Sydney and Australian innovator in community engagement initiatives. She is co-author of *Ideas for Community Consultation* published in 2001 by the former Department of Urban Affairs and Planning. Dr Carson has written extensively on the subject of citizen involvement in policy making.

John Gastil is an Associate Professor in the Department of Communication at the University of Washington, where he specialises in political deliberation. He is the co-editor, with Peter Levine, of *The Deliberative Democracy Handbook: Strategies for Effective Civic Engagement in the Twenty-First Century*. He is the author of *By Popular Demand: Revitalizing Representative Democracy through Deliberative Elections*, *Democracy in Small Groups* and the Election Day computer simulation game.

Rob Giles has been a public servant for over 30 years and is currently Chief of Staff to the Hon Alannah MacTiernan MLA. He is responsible for running the Ministerial office and providing advice to, and support for the Minister. A large part of his role is dealing with issues raised by the community and seeking to provide solutions to those issues. He has undertaken senior roles in information technology, corporate planning, ministerial support, budget and road programming and heavy vehicle operations.

Dr Janette Hartz-Karp is a community engagement consultant with the Western Australian Minister and Department for Planning and Infrastructure. Janette's role is to implement innovative ways to engage community and industry in joint decision making with government. These have included: citizens' juries, consensus conferences, consensus forums, multi criteria analysis conferences, deliberative surveys and '21st Century Town Meetings'. Janette has lectured in sociology and management at universities in the USA, Israel and Australia, has held policy, change agent and executive roles in the Western Australian public service, and is currently Director of JHK Quality Consultants and 21st Century Dialogue.

Graeme Hughes is a Civil Engineer with over 30 years experience in the water industry. He has been involved with planning for water distribution systems and new water source infrastructure throughout Western Australia for the past 15 years and currently holds the position of Principal Engineer Water Source Planning in the Water Corporation.

Jörg Imberger is the Professor of Environmental Engineering at the Centre for Water Research and Vice-Chancellor's Distinguished Fellow at the University of Western Australia. He was the former Scientific Advisor to Earthwatch and former member of the United Nations High Level Advisory Board on Sustainable Development. He is the recipient of numerous local, national and international awards, including the 1996 Stockholm Water Prize for his outstanding contribution to the water industry.

Dr Don McFarlane is currently working with the CSIRO in charge of the Water Program for the State. He has a Masters Science degree in Natural Resources Management and a doctorate in Hydrogeology. He worked for 16 years with the Department of Agriculture in hydrology and soil science. Subsequently, he was the Director of the Waters and Rivers Commission for five years, including three years as the State's Water Manager. He has just finished a report for the Western Australian Government on Water Resource Options that includes identifying new water supplies and demand management.

Mary Pat MacKinnon is a senior manager with Canadian Policy Research Networks, an independent non-for-profit organisation with a mission to create knowledge and lead public dialogue and debate on social and economic issues of importance to Canadians. As Director, she leads the Network's public engagement research and outreach activities, including national citizens' deliberative dialogues, spanning diverse issues ranging from health care and youth engagement in democracy to the long term management of nuclear fuel. Her work is driven by a belief that providing a welcoming and respected space for citizens to engage with issues that matter to them is vital if democracy is to be sustained.

Hon Alannah MacTiernan MLA graduated in Arts and later law at the University of Western Australia. She has been the Western Australian Minister for Planning and Infrastructure since 2001. She also served on the Perth City Council from 1988 to 1994. Alannah MacTiernan has pioneered deliberative democracy in Western Australia, including Citizens' Juries, Consensus Conferences and Forums, Multi Criteria Analysis Conferences and Deliberative Surveys.

Jim Rough is a consultant, author, speaker and social innovator with Jim Rough and Associates, Inc. He originated Dynamic Facilitation Skills and has been presenting public and private seminars on it since 1990. He is author of the book *Society's Breakthrough: Releasing the Essential Wisdom and Virtue of All the People*.

Gary Snook MLA is the Member for Moore, and has a total of 23 years service in local government. He chaired the Ministry of Planning Committee that, with 5 shires, produced the Central Coast Regional Planning Strategy. He was President of the Shire of Dandaragan from 1987 to 2004.

Hon Giz Watson MLC was elected to the Legislative Council in 1997 and re-elected in 2001 and 2005. Her interest in ecology, peace and social justice has led to her involvement in numerous community groups working on coastal and marine issues, urban bushland, community housing and opposition to the arms trade. She has been the Western Australia coordinator of the Marine & Coastal Community Network.

Appendix B: Paladia - A Values Review On Water Usage

A discussion of the purpose of this values review and an overview on how it was conducted are found in the Detailed Description of Project. This appendix provides the charts that were used and adds some details about how it was conducted.

Introduction

The following statement outlines how “Paladia” and its problems were introduced to the jurors. This page was not read, but was paraphrased by Mr Crosby, the moderator, when he started the exercise.

We live in Paladia, a lovely island located half way between Australia and North America. We are proud of Paladia because we get along well with each other and have kept our island ways in spite of a growing tourist industry. We have a population of six million that is an unusual mix of Australian, Indigenous and Asian that have intermarried since the beginning of the 19th century.

For over a century we have had a law that requires that all businesses must have a majority of the ownership in the hands of people who have lived on the island for at least 25 years. Also, regulations prevent any high rise hotels anywhere on the island. This means that there are no large chain hotels on the island and many smaller pubs, motels and B&Bs. Our tourism consists of people who like our low key life-style. Our culture determines what our guests are like, not the reverse.

As a result of the continued growth of our tourist industry we have quality schools for our children and an excellent health care system for an island our size. Indeed, some are saying that the last 25 years have been the golden years of Paladia.

But now there is a significant cloud over our future. We have a problem with our water supply that most of us never thought would happen. We have good seasonal rains on the island and traditionally reservoirs provided us with all the water we needed. With the growth of the tourist industry, we have had to drill five major bores into underground water to augment what we get from our annual precipitation. To our great dismay, the water in one of the five bores is beginning to turn brackish. The other four appear to be fine.

You are gathered here at the invitation of our governor. You are a random selection of Paladians from all walks of life. The governor wants your advice as to what to do about our water situation. At the very least, she wants to know in general whether you favor cutting back on use or increasing supply, and how, in general, this should be done. If you are able, we would like you to work with the specific data on what the water situation is, how much it will cost to increase supply, and what challenges we face if we want to cut back on use.

Conduct of the Exercise

After the introduction and answering questions about values reviews in general and the imaginary island of Paladia specifically, Charts 1 and 2 were introduced and explained. Mr Crosby emphasised that the jurors could limit their comments to the four main choices presented in Chart 2 and “the governor” would be very happy with their views. If they can go further, getting into details, that would be fine too.

After these questions were answered, then Charts 3 and 4 were presented to the jurors. Mr Crosby reviewed the information carefully and in some detail to make sure that the jurors grasped the situation. On Chart 3, Mr Crosby wrote in by hand the final estimates for 2005 (demand: 126 megalitres; reserve: 2.5 megalitres), explaining that these reflected choices already made by “the governor”.

It is not possible to gain a complete understanding of the exercise even from this more detailed presentation. Part of the reason for this is that facts were added verbally in order to flesh out the jurors’ understanding of the situation and to make it more real for them. For example, it was decided during the test of the exercise to say that all of the rainfall came in the spring of the year, which is why it was possible to say by the end of May what the total rainfall for the year in Paladia would be. Also, when one juror asked if agriculture did not use up a great deal of water, Mr Crosby made up an answer on the spot: the large majority of the agriculture is rice and this is produced in fields adjacent to the Nature Preserve, so that all the water that is used drains back into it. Such inventiveness is an important aspect of making the game work, so long as the moderator is not unlucky enough to make up something that is patently unrealistic.

Once it was clear that the jurors were understanding Charts 3 and 4, then Charts 4 and 5 were introduced and discussed. Chart 5 was not discussed very much, but Chart 4 was explained in some detail, given the questions that were asked. (At the end of the exercise during the debriefing, it was explained that the data in Chart 5 was drawn directly from data in Australia on income distribution.)

The longest part of the exercise involved Chart 6. The jurors were broken into three groups and asked to fill in the chart as best they could. They asked a number of questions and then went about their work. When they completed their work, they reported back to the full group, telling the moderator what figures they used and why they had made their decisions. Chart 7 was used to record their decisions and is filled in accordingly. A number of the jurors commented on how similar their decisions are.

The values review felt like it went well. Mr Crosby, who has conducted a number of these games over the years, felt that this was above average in how well it worked. There was no place in the evaluation form for comments on Paladia. The only comment made by any juror was under the section of the evaluation form dealing with aspects of the project that were especially satisfying, where the juror listed the preparation of the one-page summary of views, the report to the conference, and Paladia.

Paladia Charts

Chart One

Water Supply and Demand for Paladia

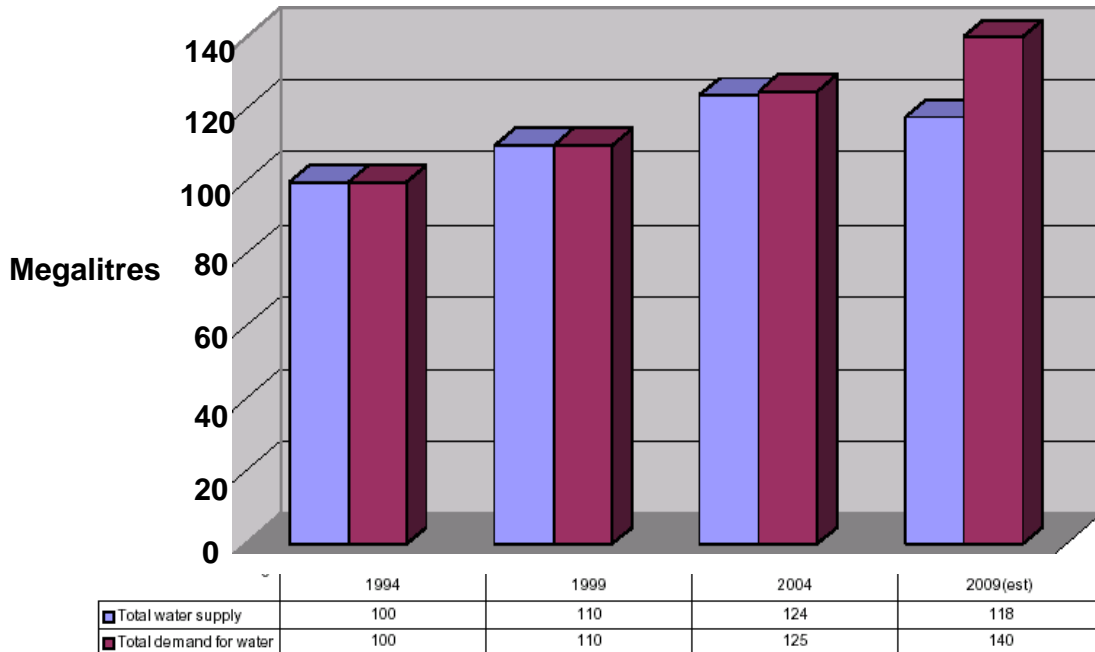


Chart Two

**Paladia
Ways to deal with water shortage**

Reduce Use

Residents

Tourist Industry

Increase Supply

**Draw from Nature
Preserve**

**Build New
Desalination
Plant**

Chart Three

Paladia Water Supply and Demand

Year	Rainfall Ave=99	Underground	Desalination (gov't)	Total Supply	Demand	Change in Demand	Reserve
1994	100	3	-	103	100		6
1995	102	3	-	105	102	2%	6
1996	98	6	-	104	104	2%	6
1997	100	9	-	109	106	2%	6
1998	97	12	1	110	108	2%	6
1999	100	12	2	114	110	2%	6
2000	95	15	3	113	112	2.2%	6
2001	94	15	4	113	115	2.4%	4
2002	98	15	5	118	118	2.6%	4
2003	102	15.5	6	123.5	121.5	2.9%	6
2004	100	17	7	124	125	3.2%	5
2005	102	13.5	8	123.5			

Chart Four

Details on How to Solve Water Shortage

Reduce Use

Residents	
1mL	Lawns
2mL) Tax excessive use
3mL	
4mL	
5mL	Laundry/Bathing

Tourist Industry		
1mL) No risk	
2mL		
3mL		Slight risk
4mL		Moderate risk
5mL		Significant risk

**Reserve Total Capacity
6mL**

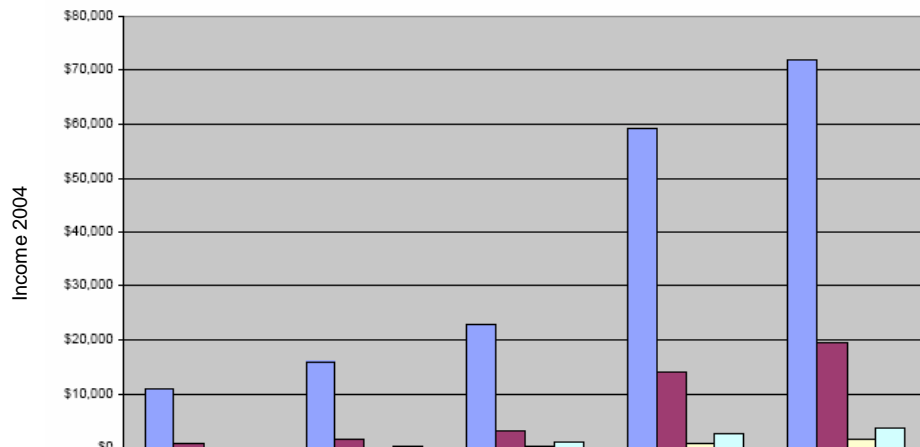
Increase Supply

Build New Desalination Plant
• 1 year to build
• 5% tax
• Low/no risk
• 2mL in 2006
• Long term full capacity supply: 20mL

Draw from Nature Preserve
• 1 year to build
• 2% tax
• Higher risk
• 2mL in 2006
• Long term full capacity supply: 12mL

Chart Five

Annual Income and Taxes for Paladia



	Lowest 20%	20-39%	40-59%	60-69%	Top 20%
Income 2004	\$11,000	\$16,000	\$23,000	\$59,000	\$72,000
Total Est. Tax	\$850	\$1,700	\$3,072	\$13,992	\$19,552
2% Tax Increase	\$100	\$200	\$400	\$948	\$1,728
5% Tax Increase	\$250	\$500	\$1,090	\$2,718	\$3,888

Chart Six

Solving the Challenges of 2006

Use in 2006

$$\begin{array}{r}
 \underline{126\text{mL}} \\
 \text{Use at the end} \\
 \text{of 2005}
 \end{array}
 \quad \text{minus} \quad
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Residents} \\
 \text{can save} \\
 \text{up to 3mL}
 \end{array}
 \quad \text{minus} \quad
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Tourist Industry} \\
 \text{can save} \\
 \text{up to 4mL}
 \end{array}
 \quad = \quad
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Total use for} \\
 \text{2006}
 \end{array}$$

Supply for 2006

$$\begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Rainfall} \\
 \text{(average} \\
 \text{= 99)}
 \end{array}
 +
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Bores}
 \end{array}
 +
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Desalination} \\
 \text{from} \\
 \text{current} \\
 \text{program}
 \end{array}
 +
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Nature} \\
 \text{Preserve} \\
 \text{(up to} \\
 \text{2mL} \\
 \text{possible)}
 \end{array}
 +
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{New} \\
 \text{Desalination} \\
 \text{(up to 2mL} \\
 \text{possible)}
 \end{array}
 +
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Draw from} \\
 \text{Reserve} \\
 \text{(2.5 mL} \\
 \text{possible)}
 \end{array}
 =
 \begin{array}{r}
 \underline{\hspace{2cm}} \\
 \text{Total supply} \\
 \text{for 2006}
 \end{array}$$

Chart Seven

Solutions for 2006

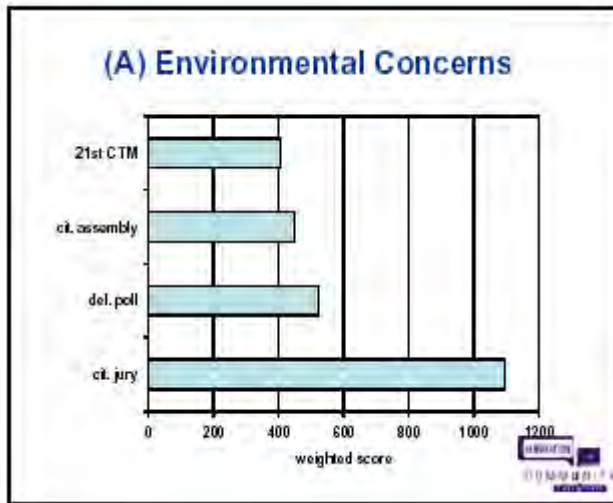
Group 1												
		<u>126</u>	-	<u>1</u>	-	<u>2.5</u>	=	<u>122.5</u>				
		Use – 2005		Residents		Tourist Industry		Use				
<u>99</u>	+	<u>12</u>	+	<u>9</u>	+	<u>0</u>	+	<u>2</u>	+	<u>0.5</u>	=	<u>122.5</u>
Rainfall		Bores		Desalination		Nature P.		New Desal.		Reserve		Supply

Group 2												
		<u>126</u>	-	<u>2</u>	-	<u>2</u>	=	<u>122</u>				
		Use – 2005		Residents		Tourist Industry		Use				
<u>99</u>	+	<u>12</u>	+	<u>9</u>	+	<u>0</u>	+	<u>2</u>	+	<u>0</u>	=	<u>122</u>
Rainfall		Bores		Desalination		Nature P.		New Desal.		Reserve		Supply

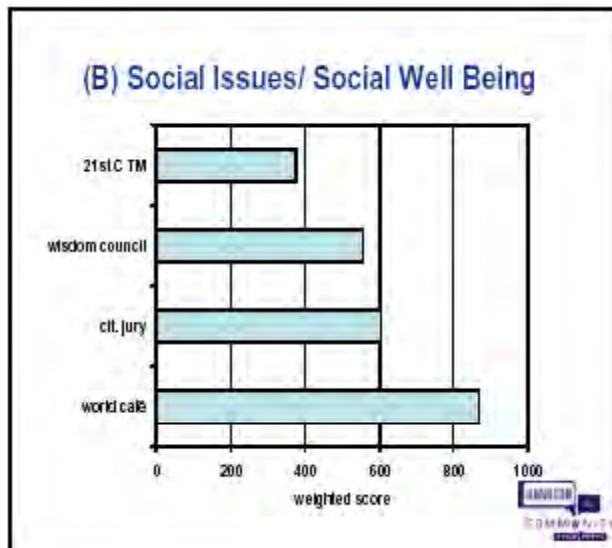
Group 3												
		<u>126</u>	-	<u>1</u>	-	<u>2</u>	=	<u>123</u>				
		Use – 2005		Residents		Tourist Industry		Use				
<u>99</u>	+	<u>12</u>	+	<u>9</u>	+	<u>0</u>	+	<u>2</u>	+	<u>2</u>	=	<u>123</u>
Rainfall		Bores		Desalination		Nature P.		New Desal.		Reserve		Supply

Appendix C: Evaluations by Conferees of Deliberative Methods

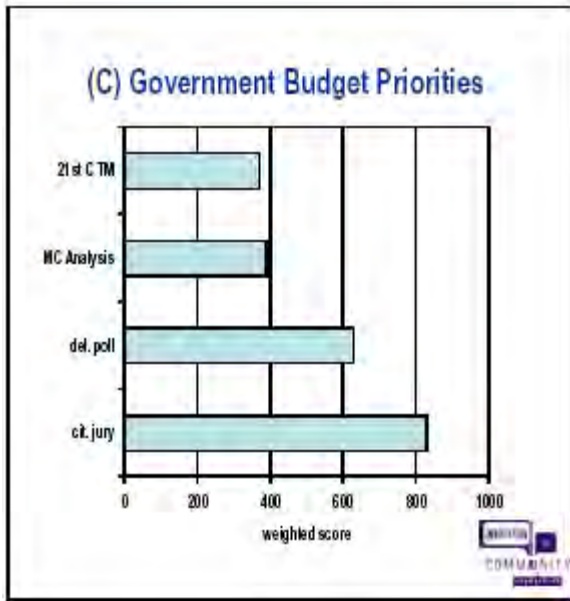
The following charts were produced by the votes of those attending the conference, “Innovation in Community Engagement”. There were by approximately 300 people in attendance. The votes were taken towards the end of the conference to indicate how the attendees believed the methods they had examined might best be used.



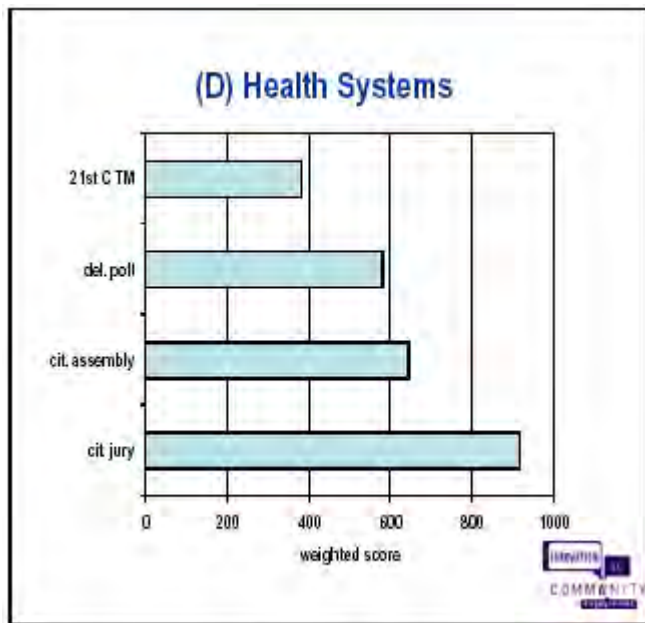
Environmental concerns e.g. water, agriculture, urban planning, fisheries, resources, built environment, heritage issues, greenhouse



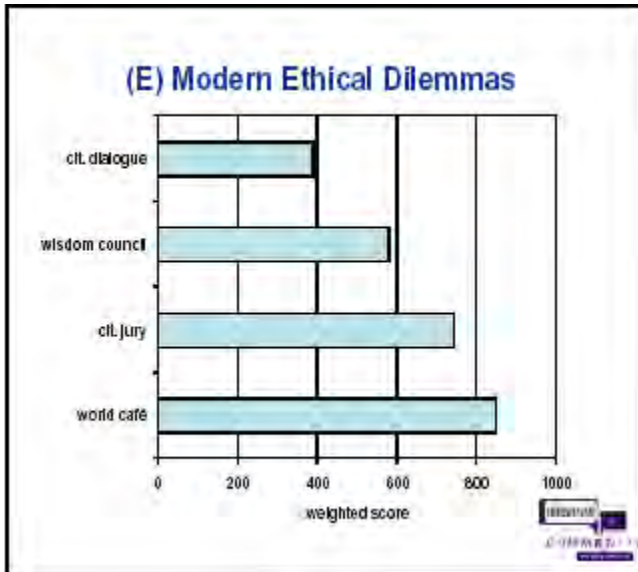
Social issues/social well being e.g. obesity, single parent employment requirements, immigration and education



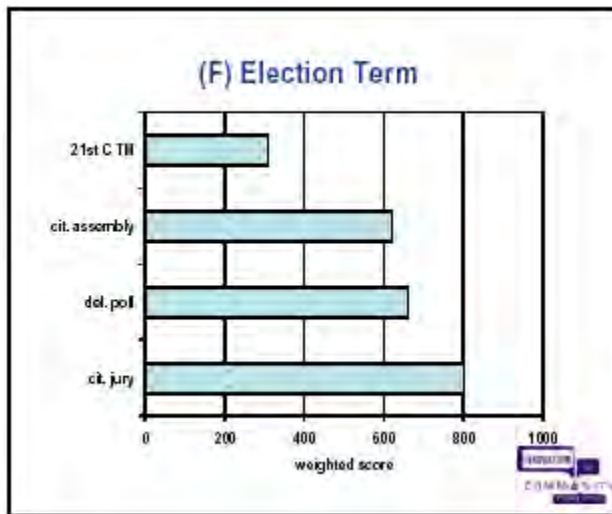
Determination of Government budget priorities and allocation by community – including true cost accounting (triple bottom line)



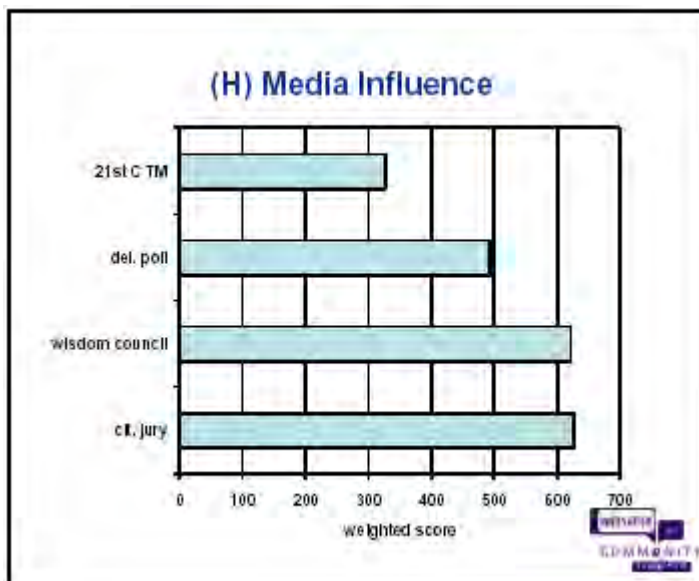
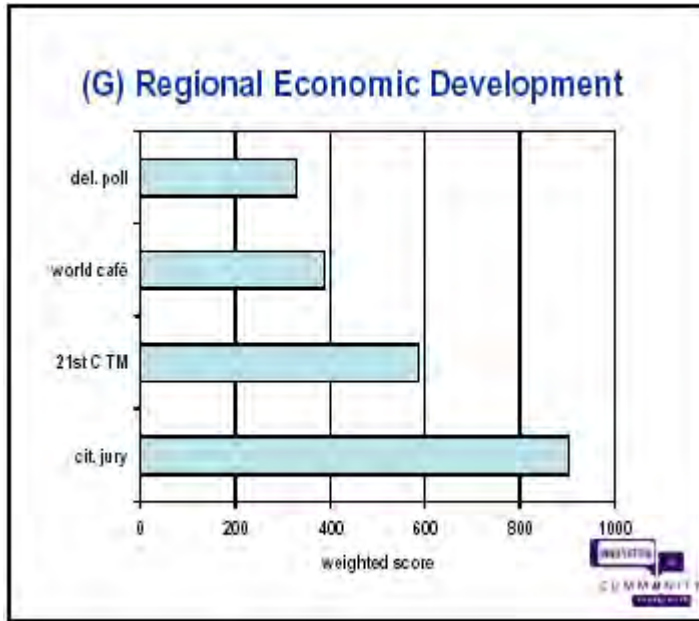
Health systems e.g. examining prevention measures, governmental collaboration



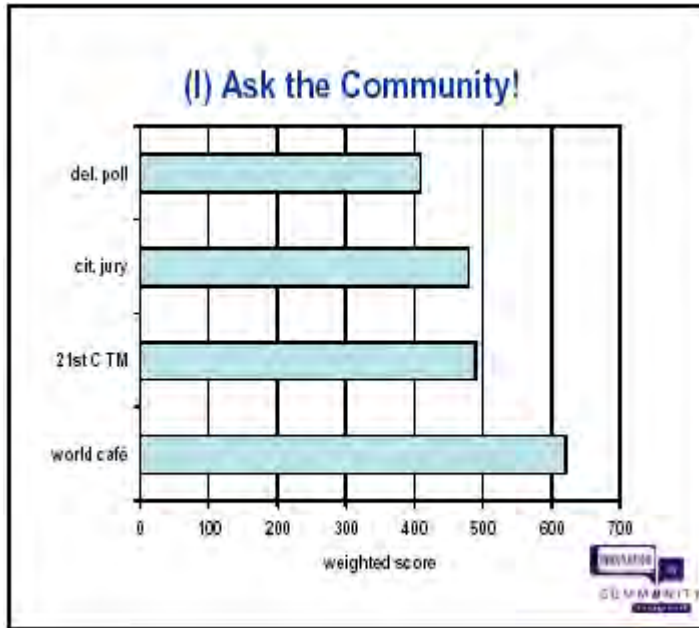
Modern ethical dilemmas e.g. euthanasia, genetic modification, mental health, crime and punishment



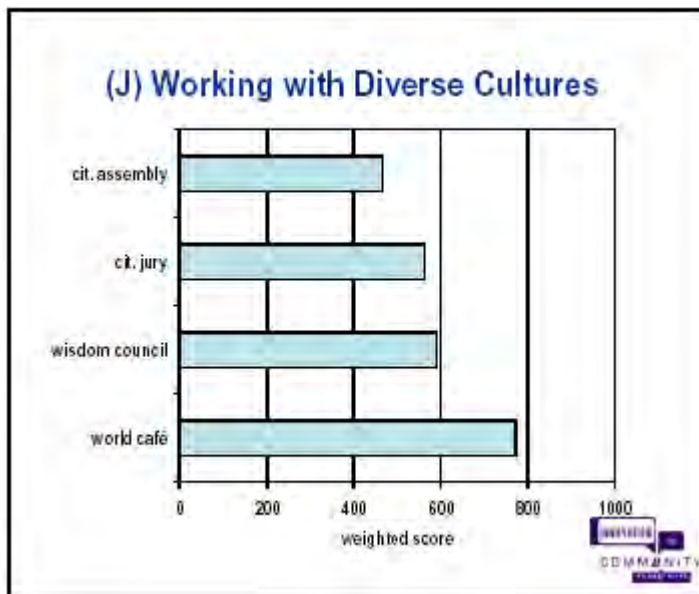
Election term: currently forces short term strategic thinking, and the adversarial rather than co-operative political system



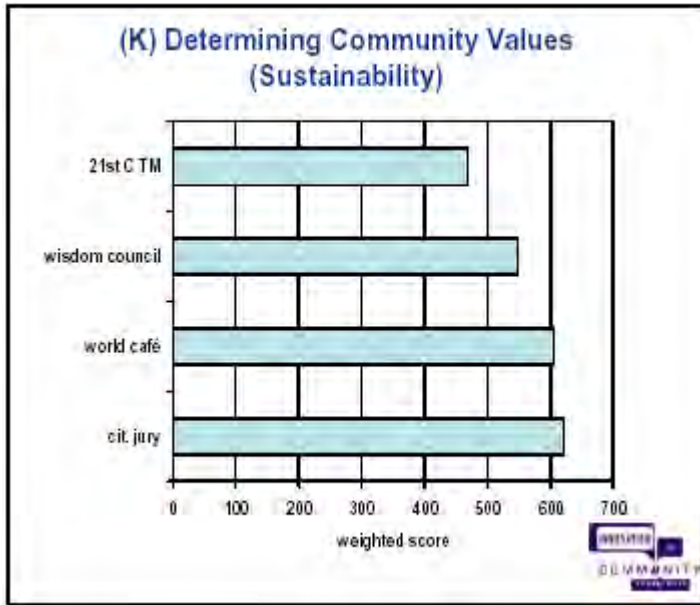
Media influence and responsibility



Ask the community what they want to be involved in, and how!



Working with diverse cultures, particularly Indigenous cultures



Appendix D: Charts

Chart: Introduction and description of the jury charge.

- Welcome and staff introductions
- Comments on the project as a whole
- Jurors introduce themselves
- Introduction to the process and review of the charge.

Chart: Discussion ground rules

Listen with care

Make an effort to understand the key points and needs of others. Limit interruptions. Make a genuine effort to understand others before seeking to get them to understand you.

Maintain focus

Focus is on issues not people. (Be tough on the issue and easy on the individual. Direct anger to issues, not people.) Understand and focus on the significant. Limit digressions; keep focused; minimise stories unless they are pertinent to the issues discussed.

Maintain a positive attitude

Assume good intent; do not look for hidden agendas. If the intent of another party is not clear, ask questions and seek to clarify their meaning.

Practice brevity and clarity

Speak clearly and concisely. Unless requested, strictly limit discussion of an issue or item to as short a statement as possible. In other words – no speeches.

Participate fully

Participate and contribute to the discussion but not to dominate through interruptions or long-windedness. Express views rather than remaining silent when in a disagreement with meeting conclusions.

Disagree positively

Disagree whenever needed but do so in a positive way. Be a problem solver by suggesting better approaches or solutions. Adopt a cooperative attitude; look for opportunities to make changes that work for all parties.

Expanded Citizens' Assembly

WHO?

Randomly selected individuals (100 - 150) such as a man and a woman from each electoral district across a state.

WHAT?

- Citizens meet over a series of weekends to learn about a key public issue.
- Once familiar with the scope of the issue, the Citizens' Assembly then considers various deliberative methods and chooses the best method or process for conducting a full exploration of the issue.
- Citizens Assembly can choose among a variety of deliberative methods, including Consensus Council, Citizens Jury, 21st Century Town Meeting, Televote and others.

HOW?

A premier, a state parliament, or citizens themselves could call for a Citizens' Assembly to examine an important and challenging public issue.

WHY?

- Citizens can choose the deliberative process they think is best to examine a key issue.
- They can choose processes involving a range of group sizes, from small to very large.
- Citizens control both the process and the outcome.

Citizens Jury – Perth, Western Australia – 27 to 31 May 2005

Deliberation Day

WHO?

Every registered voter in the nation is invited to participate.

WHAT?

- A new national holiday, to be held two weeks before national elections.
- Millions of registered voters, paid a stipend for their efforts, gather together to watch candidates debate and then deliberate themselves about the key issues facing the nation.

HOW?

- Citizens arriving at community gathering places in the morning are randomly divided into small groups of 15.
- The holiday consists of a series of small and large group sessions where citizens watch candidates and then ask prioritised questions to local political party representatives and deliberate among themselves on key issues.
- At the end of the day, deliberators summarise their personal views on the day's experience. No votes are taken.

WHY?

- Deliberation Day is designed to provide voters an opportunity to become better informed on key issues and more engaged in the political process.
- With many millions of voters sharing information and ideas on the critical issues of a campaign, candidates and parties will be forced to provide more complete and honest stands on the issues of most concern to voters.

Millions of Voices

WHO?

- 1 million citizens in a variety of town meetings and forums across the nation.
- Millions more engaged via television.

WHAT?

- A national discussion of a key issue involving millions of citizens.
- Has three steps: 1) issue framing; 2) six types of forums; and 3) bringing results to decision makers.

HOW?

- Issue is carefully identified by a Citizens Jury type forum.
- Then a series of forums are held across the nation, using a variety of approaches:
 - National and Local 21st Century Town Meetings – face to face deliberation involving thousands of citizens using keypad polling and groupware computers
 - Online Deliberations
 - Proxy Dialogues – televised dialogue programs with online access
 - Community Forums
 - Self Facilitated Discussions – in homes and work places
- Results of all forums are compiled on an online database and reported to policy-makers.

WHY?

Using various forum formats allows millions of people to participate in a focused national discussion of a key issue.

Fourth Branch of Government

WHO?

535 eligible voters randomly selected as a microcosm of the nation or state.

WHAT?

Participants serve in a 4-5 day deliberative assembly that can pass laws, subject to veto by the national or state legislature or chief executive.

HOW?

- Participants divided into 35 deliberative groups of 15 people each, work is done in large group and small group sessions.
- Bills for laws can be submitted to a deliberative assembly by popular demand via the collection of signatures or by vote of a legislature.
- Two-thirds majority vote by deliberative assembly required to pass a bill.
- Deliberative assemblies managed by public commission consisting of people appointed by political parties and people elected by the public.

WHY?

Creates a "popular branch" of government, allowing the citizens to have a distinct voice in a branch of their own.

Citizens Election Forum

WHO?

Citizens drawn from a randomly generated pool of 400 people, who are a microcosm of the public.

WHAT?

Citizens of a state conduct on-going issue discussions and then evaluate candidates for public office regarding their ability to deal with key issues.

HOW?

- Every year, six Citizens Panels (of 24 people each) examine key public issues and share their recommendations with the public.
- In election years, three Citizens Panels evaluate candidates (for premier or governor, for example) on their stands on a specific key issue.
- Results of candidate evaluation are widely distributed by the media and in public voters' guides.
- Conducted under guidance of an independent commission operating with public funds.

WHY?

- Allows citizens to regain some control over the focus of election campaigns.
- Provides voters with clear and useful information on candidates, generated by their fellow citizens.
- Creates a swing vote based on reasoned analysis of where candidates actually stand on key issues and how much they can be trusted to do what they say.

Characteristics of a few deliberative methods

Method	Size	Time	Who participates?	How often used?	How is info. presented?	Cost in \$AU
<i>Citizens Jury</i>	12-24 Multiple CJs used often in Germany	Two to five days	Randomly selected people as microcosm of public	Close to 1,000 in U.S. U.K. & Germany	Mainly through witnesses	\$35,000 to \$200,000 WA 1 day Jury \$3,500
<i>21st Century Town Meeting</i>	Hundreds to thousands	One day	Volunteers balanced demographically	Around 100 mainly in U.S.	Staff summaries of information	\$100,000 to \$1 million WA 1 day Dialogue 300 people \$35,000
<i>Deliberative Poll</i>	100 to 400 multiple DPs possible	One to three days	Randomly selected people	Over 100 in several nations	Mostly staff summaries Some witnesses	\$100,000 to \$500,000 WA 1 day Deliberative Survey 300 people incl. computer network \$45,000
<i>Citizens' Assembly</i>	160	Ten weekends during a year	Randomly selected from districts	Once in 2004, British Columbia, Canada	Staff summaries and a few witnesses	\$7 million
<i>World Café</i>	Tens to thousands	Generally one day	Participants may be invited or randomly selected	Used 100s of times in countries and organisations around the world	Participants draw on their own experience	\$0 - \$3,000 for a whole day
<i>Danish Consensus Conference</i>	Around 20	Three to five days	Balanced group of volunteers	Several dozen	Witnesses selected by participants	\$75,000

Aspects of Deliberative Methods Charts

Chart One: Community involvement in current system

- Senate or Legislative Council hearings
- Community consultation
- Media commentary
- Local, state and federal politicians elected by the public

Chart Two: Improving current system through existing methods

- Electoral reforms
- Strengthen existing party or create new one
- Better people's lobbying
- Better civic education

Chart Three: How people meet in deliberative methods

- All in one large group
- In separate groups in different places
- Electronically (television, phone, internet)

Chart Four: Participation in deliberative method – paid or not?

- No pay
- Modest pay
- Good day's wage

Chart Five: What kind of report?

- No official report (perhaps media coverage)
- Report written by staff
- Answers to specific questions
- Report written by participants

Chart Six: Who controls agenda and flow of event?

- Complete participant control
- Mixed staff and participant control
- Complete staff control

Chart Seven: Conducting a fair event

- Balanced committee sets agenda
- Different points of view are presented
- Facilitators guide discussion to ensure fairness
- Participants evaluate fairness at end
- Outside group monitors fairness of event

Chart Eight: Important questions to ask

- Is this deliberative process speaking for you? Did you trust it?
- What gives this process power? Is it likely to impact public policy?
- Is this method likely to lead to wise decisions?
- Who really controls this process? Who are the funders and what are their motives?
- What is done to ensure fairness and low staff bias?

Large Posters

In addition, ten large posters outlining Community Engagement/Deliberative Democracy processes and concepts were produced. These were:

1. Building Bridges: From Community Consultation to Community Engagement
2. Deliberative Polling/Survey
3. Citizens' Assembly
4. Canadian Policy Research Networks: Citizens' Dialogues
5. 21st Century Town Meeting/Dialogue
6. World Café
7. Citizens' Jury
8. Wisdom Council/Dynamic Facilitation
9. Big Methods:
 - a. Expanded Citizens' Assembly
 - b. Deliberation Day
 - c. Millions of Voices
 - d. Fourth Branch of Government
 - e. Citizens' Election Forum
10. Sustainable Development: Assisting Communities to Control their Destinies

These posters will be made available online as soon as possible on the following websites:

- Jefferson Center: <http://www.jefferson-center.org>
- Department for Planning and Infrastructure:
<http://www.dpi.wa.gov.au/dialogue/comengage/>

Appendix E: Juror's Major Concerns About Water Issues in Western Australia

Major Values and Goals:

1. Sustainability
2. Waterwise legislation
3. Environment
4. Innovation and research
5. Water-wise communities
6. Education
7. Conservation
8. Quality of Water
9. Public Good
10. Formal consultation with Indigenous peoples about issues
11. Usage of all water types
12. Allocation of water and cost.