



# Colorado State Extension Community Collaboration Training Program

January 2013 Session:  
To Deliberate or not to Deliberate?

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CSU Center for Public Deliberation



CENTER FOR PUBLIC DELIBERATION



# Overview of Session

- I. Review of key deliberation concepts
- II. Considering “deliberativeness”: Initial analysis of potential projects
- III. The Intervention Spectrum: Your options
- IV. Summary: Keys to Ripeness



# I. Review of key deliberation concepts

- A. Wicked problems
- B. Adversarial/Expert/Deliberative politics
- C. The cycle of deliberative inquiry
- D. Key products of deliberative inquiry

# A. Wicked problems

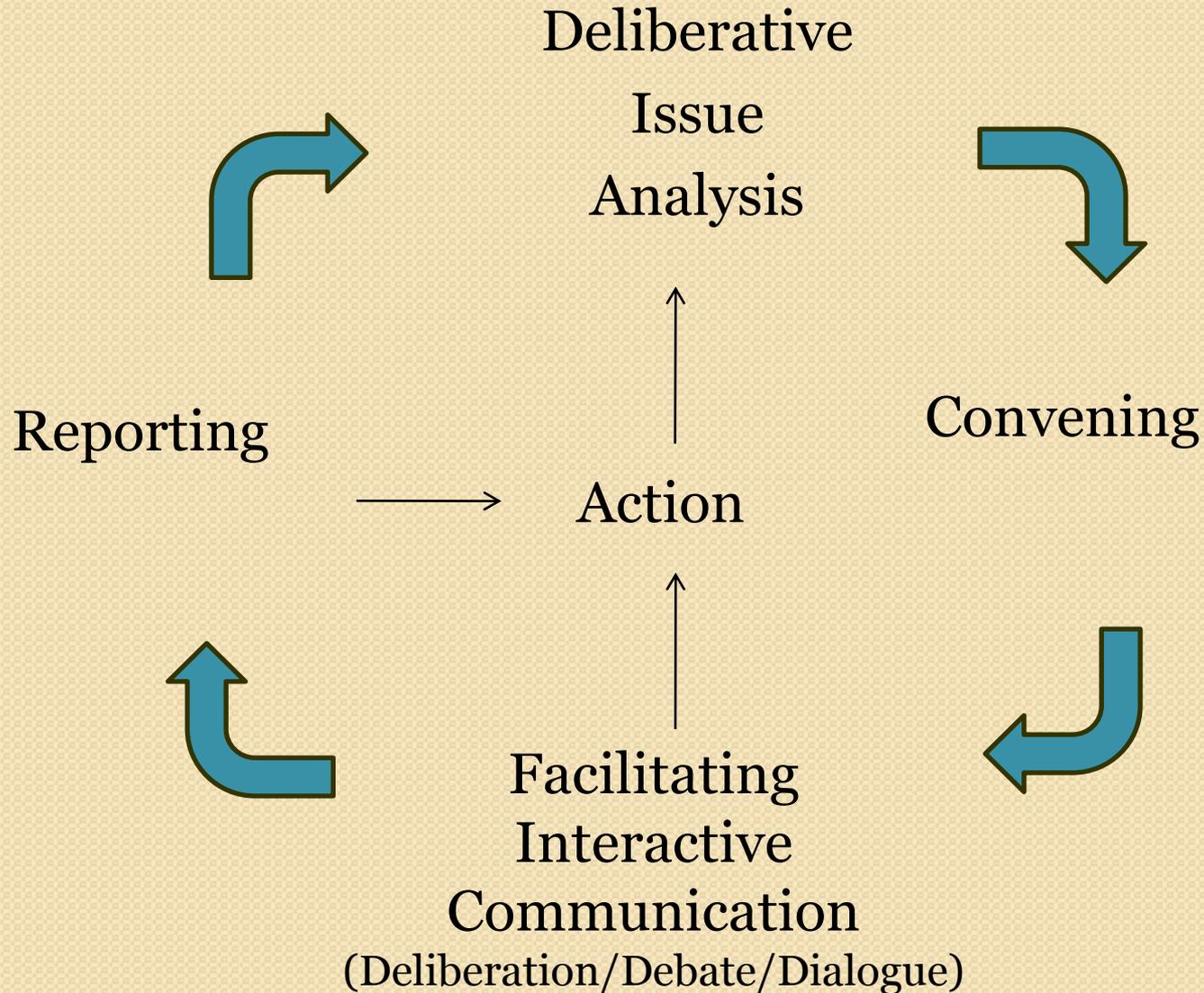
- Wicked problems inherently **involve competing underlying values**, paradoxes, and tradeoffs that can be *informed*, but cannot be *resolved* by science.
- Any proposed solution to a wicked problem tends to **create new problems**.
- Optimal solutions to wicked problems often **require adaptive changes** rather than simply technical ones. The public must be a part of any solution.
- Addressing wicked problems thus **necessitates effective collaboration and communication** across multiple perspectives.
- Wicked problems often require creativity, innovation, and imagination. They can't be adequately addressed through the accumulation and application of knowledge, but call for the cultivation of collective wisdom and application of sound judgment.

I. Review of key deliberation concepts

## B. Three Primary Forms of “Politics” as Public Problem Solving

1. **Adversarial politics** (competitive, pro/con, activists, campaigns, interests groups, mobilizations, elections, votes, coalitions, etc.)
2. **Administrative/Expert politics** (experts, data focused, research, facts, technical solutions, bureaucracy, etc.)
3. **Deliberative politics** (cooperative, participatory, collaborative, public participation, conflict resolution and transformation, mediation, community focused, civic participation, etc.)

## C. The Cycle of Deliberative Inquiry



## D. Key Products of Deliberative Inquiry

1. the identification and attempted resolution of key obstacles to collaborative problem-solving,
2. the identification and building upon of common ground,
3. the identification and working through of tough choices or tradeoffs,
4. the identification and development of support for complementary and creative action from a broad and inclusive range of stakeholders.

## D. Key Products of Deliberative Inquiry

- I. the identification and attempted resolution of key obstacles to collaborative problem-solving,

Such as:

Misinformation

False assumptions concerning motives and interests

Factual differences

Simplistic framing

- A key aspect of deliberative practice is undoing the communicative harm caused by overly adversarial politics. Resolving these obstacles is often the first step in any deliberative process. These obstacles are both reasons for starting a deliberative project (to undo them) and a cause of concern (because a project may just exacerbate them)



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Initial analysis of potential projects**
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## **II. Considering “deliberativeness”: Initial analysis of potential projects**

“Deliberativeness” or “deliberative ripeness” is a measure of whether an issue has characteristics that make it more or less likely for deliberative interventions to have a net positive impact on the issue

## II. Considering “deliberativeness”: Initial analysis of potential projects

### Key Questions to Consider to Measure the Deliberative Potential of a Project

- A. What are the goals of the intervention/event/process?
- B. What resources are available to support the process?
- C. What is the current “issue culture”?
- D. What is the potential for positive (and negative) influence?

## II. Considering “deliberativeness”: Initial analysis of potential projects

### **A. What are the goals of the intervention/event/process?**

Three useful tools to help with this question:

1. Carcasson’s 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> order goals

[http://www.publicagenda.org/files/pdf/PA\\_CAPE\\_Paper2\\_Beginning\\_SinglePgs\\_Rev.pdf](http://www.publicagenda.org/files/pdf/PA_CAPE_Paper2_Beginning_SinglePgs_Rev.pdf)

2. Kaner’s Diamond of Participatory Decision-making

3. NCDD’s Engagement Streams

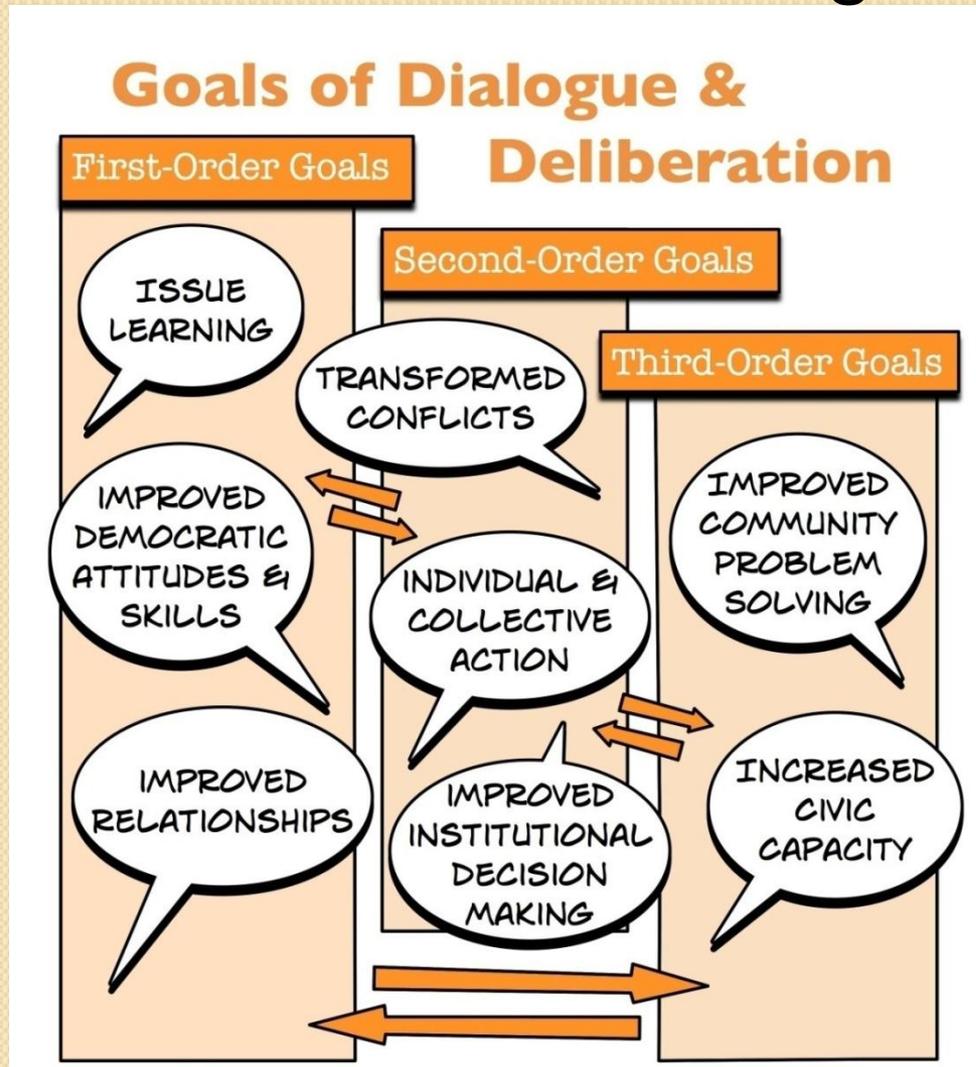
[www.ncdd.org/files/NCDD2010\\_Engagement\\_Streams.pdf](http://www.ncdd.org/files/NCDD2010_Engagement_Streams.pdf)

4. Inappropriate goals for deliberative practice

## II. Considering “deliberativeness”: Initial analysis of potential projects

### A. What are the goals of the intervention/event/process?

# I. Carcasson’s 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> order goals



Developed from Carcasson, “**Beginning with the End in Mind: A Call for Purpose-Driven Deliberative Practice,**” 2009

# Using Carcasson's 1<sup>st</sup>, 2<sup>nd</sup>, and 3<sup>rd</sup> order framework

- At what level is the primary goal for the project?
- 1<sup>st</sup> order “educational” goals require significantly less resources and bring forth fewer concerns about “impartiality”
- 2<sup>nd</sup> order goals require a plan for moving to action as well as higher expectations concerning equality and inclusion
- 3<sup>rd</sup> order goals are more long-term and indirect. Projects with unclear 1<sup>st</sup> or 2<sup>nd</sup> order goals still may be useful to build capacity for future projects

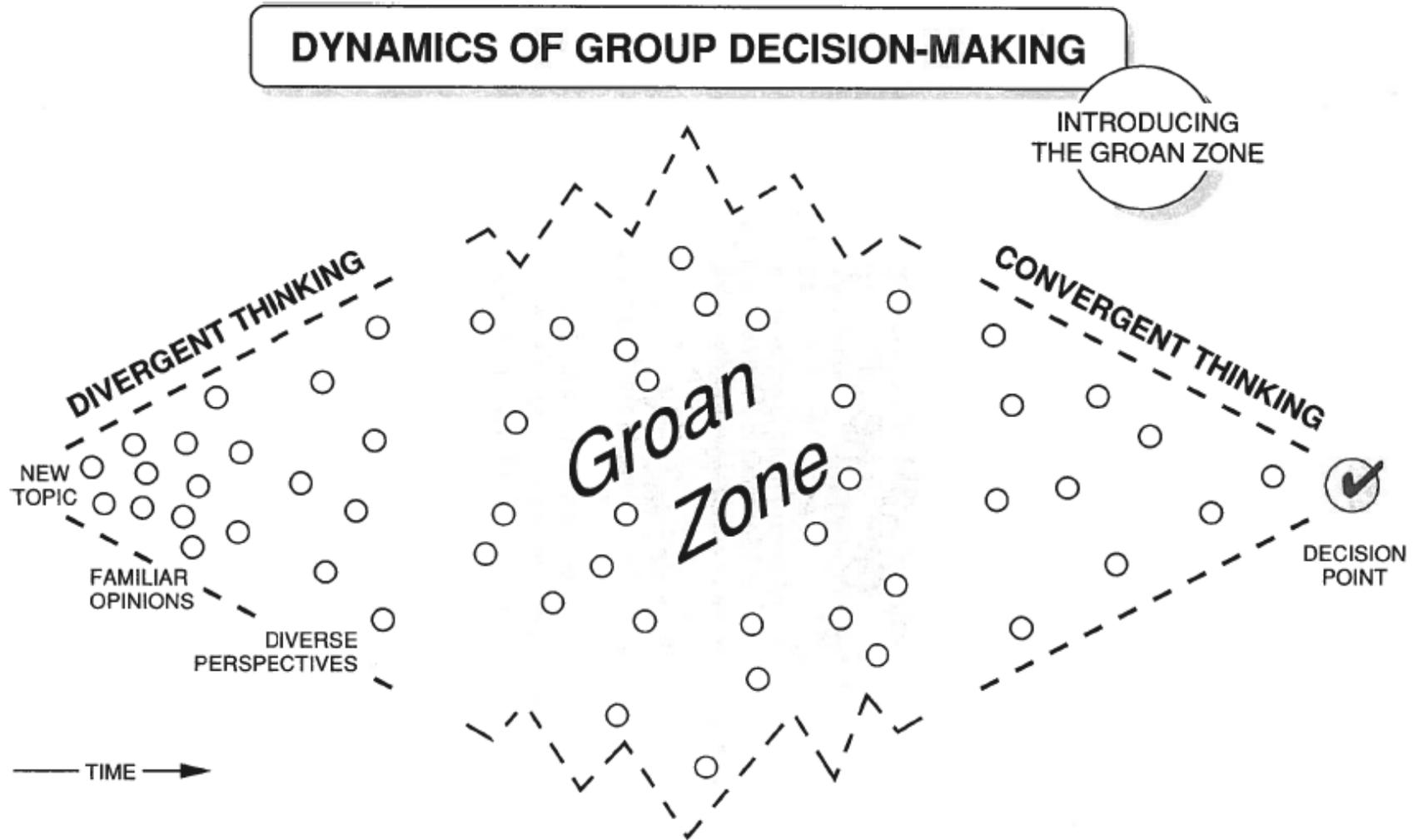
# Examples from CPD

- 1<sup>st</sup> order projects:
  - Food project, Aging project (initially), Library project
- 2<sup>nd</sup> order project:
  - Community action: Pathways past poverty, early childhood education
  - Institutional decision-making: Grade configuration, School closing, CSU stadium
- 3<sup>rd</sup> order project:
  - CPD itself, CSU stadium

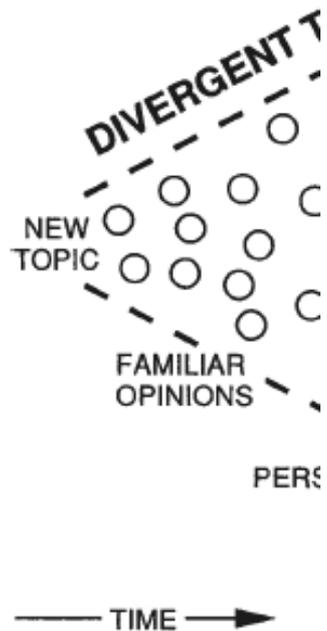
## II. Considering “deliberativeness”: Initial analysis of potential projects

### A. What are the goals of the intervention/event/process?

# 2. Kaner’s Diamond of Participatory Decision-making



Sam Kaner, *Facilitator's Guide to Participatory Decision-Making*

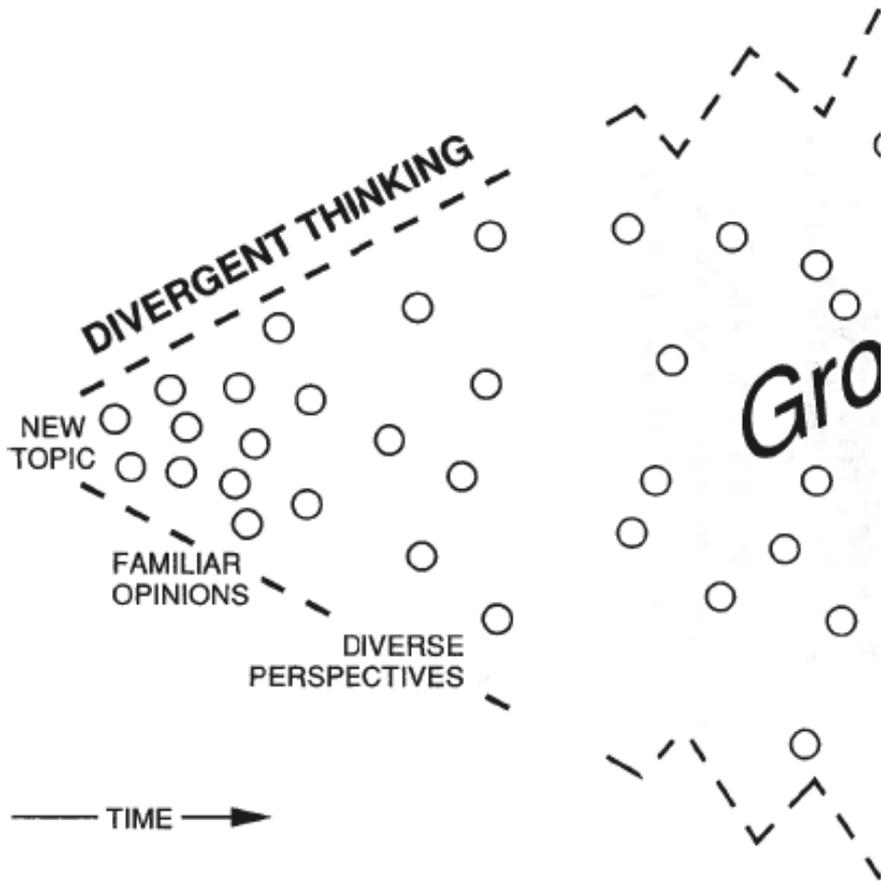


Not allowing enough divergent opinion



False consensus  
(dissent not heard,  
decisions likely either faulty or  
unsustainable)

## DYNAMICS OF GROU

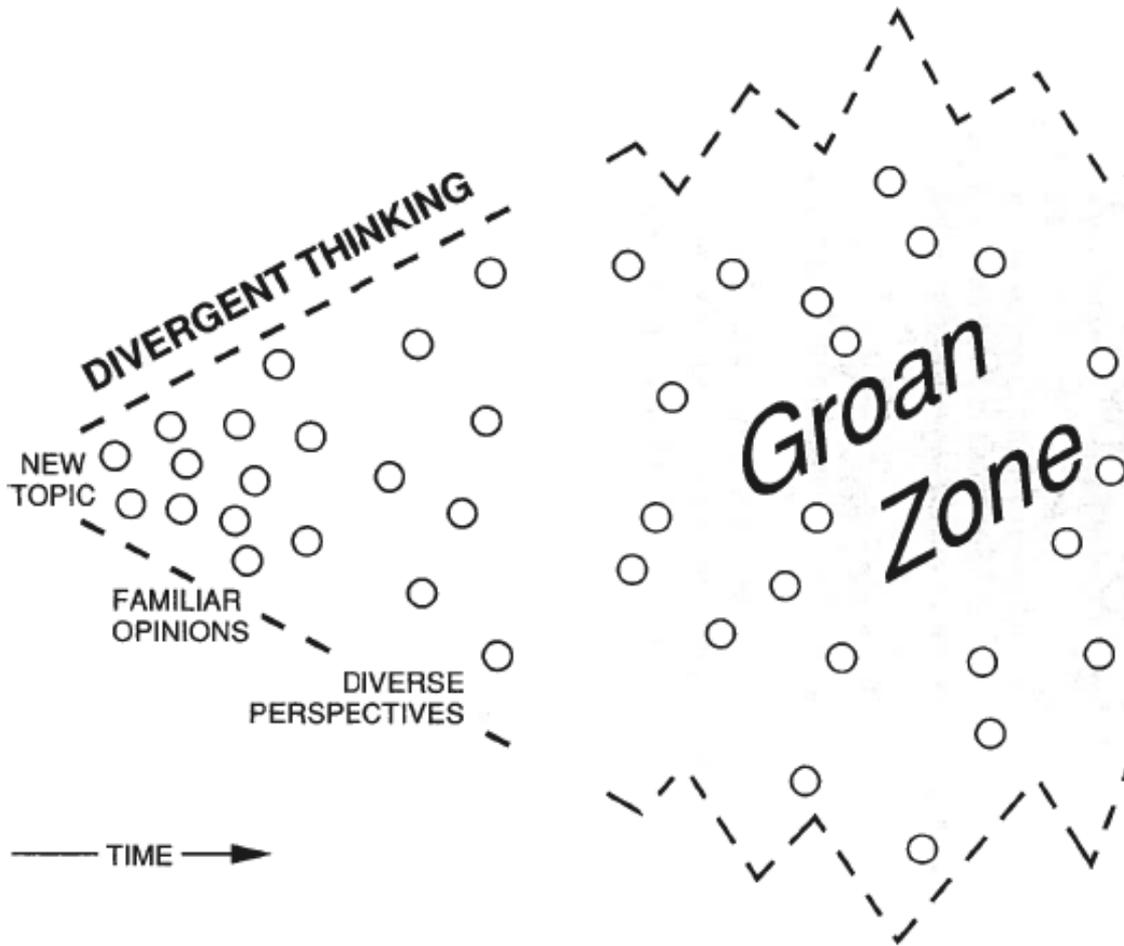


Exiting groan zone too early



False polarization  
(sparks misunderstanding, distrust,  
unsustainable one-sided solutions,  
fact wars develop, spirals of conflict)

## DYNAMICS OF GROUP DECISION



Getting stuck  
in groan zone



Paralysis by  
Analysis  
(no decisions,  
frustrations with process,  
chilling effect for  
future engagement)

# Using Kaner's model to consider potential projects

- At what point in the process is the current discussion?
- Which of the three barriers is currently the most problematic?
  - *False consensus*: Has there been sufficient divergent thinking already? Are relevant voices not being heard, or certain voices dominating?
  - *False polarization*: Do opposing sides understand and respect each other, or is there a need for “working through” the groan zone together?
  - *Paralysis by analysis*: Are relevant stakeholders ready for collaborative decision making/convergent thinking?

# Using Kaner's model to consider potential projects

- *False consensus* → Need for more input
- *False polarization* → Need for issue framing and dialogue/working through process
- *Paralysis by analysis* → Need for collaborative decision-making and action planning

# Examples from CPD

- Many projects move across all three
- Focused on divergent thinking:
  - Food project, aging project
- Focused on working through:
  - Water project, First Presbyterian, Higher ed
- Focused on convergent thinking (i.e. action planning or decision making)
  - School finance/closing, Arts Engagement Summit, UniverCity Connections, Pathways Past Poverty

II. Considering “deliberativeness”: Initial analysis of potential projects  
A. What are the goals of the intervention/event/process?

Three useful tools to help with this question:

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- Kaner’s Diamond of Participatory Decision-making

- **NCDD’s Engagement Streams**

[www.ncdd.org/files/NCDD2010\\_Engagement\\_Streams.pdf](http://www.ncdd.org/files/NCDD2010_Engagement_Streams.pdf)

# Engagement Streams

*A Matrix of Proven Practices.*

<b>Name of Engagement Stream</b>	<b>Primary Purpose</b>
<b>Exploration</b>	To encourage people and groups to learn more about themselves, their community, or an issue, and possibly discover innovative solutions
<b>Conflict Transformation</b>	To resolve conflicts, to foster personal healing and growth, and to improve relations among groups

<b>Name of Engagement Stream</b>	<b>Key Features</b>
<b>Decision Making</b>	To influence public decisions and public policy and improve public knowledge
<b>Collaborative Action</b>	To empower people and groups to solve complicated problems and take responsibility for the solution

# Using NCDD engagement streams to consider potential projects

- Which of the four streams is most relevant?
- Exploration, like 1<sup>st</sup> order goals, requires fewer resources and is more open-ended
- Conflict transformation will likely be focused on a more specific set of stakeholders
- Decision-making requires a connection to people with the authority to make decisions
- Collaborative action requires the most capacity and longest term commitment

# Examples from CPD

- Focused on exploration:
  - Food project, aging project
- Focused on conflict transformation
  - Water project, higher ed project
- Focused on decision-making
  - Grade configuration, school closing, stadium
- Focused on collaborative action
  - Pathways Past Poverty, Arts Engagement Summit, Bicycle Safety Summit

## 4. Typically inappropriate goals for deliberative practice

- Marketing/PR/ “buy in”
- Making a decision on a “yes/no” question (including a specific policy proposal)
- Resolving a conflict in favor of one side
- Addressing issues with severely unbalanced power relationships
- Mobilizing or changing the behavior of a narrow group of stakeholders
- Fundraising
- Supporting status quo/squelching dissent or activism

## II. Considering “deliberativeness”: Initial analysis of potential projects

### Key Questions to Consider to Measure the Deliberative Potential of a Project

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II. Considering “deliberativeness”: Initial analysis of potential projects

## **B. What resources are available to support the process?**

- 1. Funds**
2. People & organizations
3. Time (before and after)
4. Facilities/venue/technology
5. Your capacity and positioning

**II. Considering “deliberativeness”: Initial analysis of potential projects**  
**B. What resources are available to support the process?**

# **I. Funds**

- **Primary expenses are related to:**
  - **Publicity**
  - **Facilitation**
  - **Facilities**
  - **Food**
  - **Copying**
- **Most of these expenses can be provided in-kind or minimized in many situations**

II. Considering “deliberativeness”: Initial analysis of potential projects  
B. What resources are available to support the process?

## 2. People and organizations

Need involvement of 2 types of audiences:

- a. Potential partners and co-sponsors  
and
- b. Relevant stakeholders/potential actors/  
decision-makers

## II. Considering “deliberativeness”: Initial analysis of potential projects

### B. What resources are available to support the process?

#### 2. People and organizations

## a. Potential partners and co-sponsors

- Critical for attracting broad, inclusive audiences
- Can be important for symbolizing a different sort of conversation (especially when opposing sponsors are connected)
- Avoid single sponsorship from organizations perceived as partisan
- Can help spread costs and provide in-kind services (such as facilitators, notetakers, and facilities)
- Can connect to 3<sup>rd</sup> order goals (developing capacity for later projects)

II. Considering “deliberativeness”: Initial analysis of potential projects

B. What resources are available to support the process?

2. People and organizations

## **b. Relevant stakeholders/potential actors/ decision-makers**

- Tied to the key product of “the identifying and developing support for complementary and creative action from a broad and inclusive range of stakeholders”
- Consideration of relevant stakeholders, their interests, and their willingness to participate must happen early
- Diversity/inclusion should be defined in multiple ways



# Utilizing the Stakeholder / Interest Analysis Chart

- Start with relevant stakeholders (1<sup>st</sup> column)
- Works well as a group activity (or several groups whose work is then combined)
- Using the stakeholder list, consider the primary interests and values of those stakeholders related to the issue. Frame the interests positively (“Profits” v. “a quick buck”)
- Each list should spark additional stakeholders and values/interests
- Process should help identify stakeholders to work to include/invite, as well as provide a preliminary sense of the key values and tensions
- Extended analysis: Complete the middle of the chart by identifying which interests are important to each group to further clarify points of common ground and key potential tensions. (comparing how different groups complete this analysis can also be very telling)

# Water in Northern Colorado as a Wicked Problem

Some things we care about:

**Healthy river with  
healthy ecosystems**

**Recreational  
opportunities**

**Economic vitality**

**Water for homes &  
lawns**

**Open space and  
wildlife habitat**

**Low cost of living**

**Water for local  
farms**

**Local food  
economy**

**Freedom of choice  
of where to live**

# Poudre River Stakeholders and Interests

	<b>INTERESTS</b>														
<b>STAKEHOLDER</b>	Local, affordable water supply	High quality water	Supporting Desired Growth	Maintaining/Improving Local Food Shed	Local Agricultural Identity	Open Spaces	Natural/Wild Ecosystems	Strong flows through Fort Collins	Aesthetic Beauty of the River	Biological Health of the River/ Riparian Zone	Honoring current water rights	Economic benefits	Relationships with other municipalities	Limiting Growth	Recreation
NISP recipients (Growing communities who need water) mostly outside Fort Collins															
Agriculture															
Recreation: Kayakers															
Recreation: Reservoir users															
Recreation: Poudre trail users															
Recreation: Bird watchers															
Recreation: River fishermen/women															
Rural communities who will lose economic viability if ag water is used in lieu of water from NISP															
West Slope communities															

Sample available RamCT (in the folder for this training)

# Questions to consider concerning people and organizations

- Are the main players willing to support a deliberative process?
  - Will decision-makers give up control?
  - Will advocates support deliberative reframing and forego mobilizing to take over the process?
- Will other relevant stakeholders participate?
  - How difficult will it be to get a broad audience, to get the “middle” in the room?

# What role could decision-makers and advocates play?

- Best not to play the “I hope they won’t come” game.
- Work directly with them to explain the goals and purpose of the process (“making it about the best argument” framing often helps)
- If you can have balance, consider including them as co-sponsors
- Have them assist with process and document development
- Give them a role/place at the event, or coach them as participants (lawmakers in particular can dominate small group discussions if not prepped properly)

# CPD Examples

- Bicycle summit co-sponsored by CPD, FC Bikes, Bike Fort Collins, and the Bicycle Coop
- Water forums co-sponsored by CPD and CSU Water Institute, but we worked with NISP and Save the Poudre in designing the background material and report
- Student housing forums co-sponsored by City of Fort Collins, CSU, with early assistance from landlord associations, developers and realtors

# Process Types

Based on audience strategy

- Two key dimensions
- 

Invited

v.

Open/public

Narrow range

v.

Broad range

(generally  
like-minded)

(all relevant  
stakeholders)

## **B. What resources are available to support the process?**

1. Funds
2. People & organizations
3. **Time (before and after)**
4. Facilities/venue/technology
5. Your capacity and positioning

II. Considering “deliberativeness”: Initial analysis of potential projects  
B. What resources are available to support the process?

### **3. Time (before and after)**

Perhaps deliberation’s most important drawback is the need for significant time. You need time before to study the issue and work with relevant stakeholders in order to design a productive process, and time afterwards to either analyze the collected data or continue the process by digging deeper (i.e. going through the cycle multiple times)

Deliberation is thus not a good option for projects that need a quick decision, or that are too far down the road that a deliberative reframing would be impractical.

II. Considering “deliberativeness”: Initial analysis of potential projects

## **B. What resources are available to support the process?**

1. Funds
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4. **Facilities/venue/technology**
5. Your capacity and positioning

II. Considering “deliberativeness”: Initial analysis of potential projects  
B. What resources are available to support the process?

## **4. Facilities/venue/technology**

The proper facility can be critical, both pragmatically and symbolically, and the cost of the facility can be significant.

Technological needs (audio-visual, keypads, translation, etc.) can be significant costs if not available in-kind.

II. Considering “deliberativeness”: Initial analysis of potential projects  
B. What resources are available to support the process?

## **5. Your capacity and positioning**

How much time and interest do you have?

How much background knowledge do you have on the issue?

Will you be perceived as impartial?

What connections to relevant stakeholders do you already have?

Do you have the skill set to support the most appropriate interventions for this issue?

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- D. What is the potential for positive (and negative) influence?

II. Considering “deliberativeness”: Initial analysis of potential projects

## **C. What is the current “issue culture”?**

1. Nature of relationships between relevant stakeholders
2. State of understanding/knowledge of the issue
3. Stage in process
4. Institutional connection

II. Considering “deliberativeness”: Initial analysis of potential projects

C. What is the current “issue culture”?

# **I. The nature of relationships between relevant stakeholders**

- a. What is the degree of engagement/  
trust/conflict/understanding between key  
stakeholders?
- b. What is the nature of power  
relationships?

II. Considering “deliberativeness”: Initial analysis of potential projects  
C. What is the current “issue culture”?

## **I. The nature of relationships between relevant stakeholders**

a. What is the degree of engagement/  
trust/conflict/understanding between key  
stakeholders?

Too much distrust may derail a process, but good processes can help develop or rebuild trust (i.e. undo the damage that adversarial processes can cause), and the existence of gaps in part justify a process (i.e. provide room for progress).

II. Considering “deliberativeness”: Initial analysis of potential projects

C. What is the current “issue culture”?

# **I. Nature of relationships between relevant stakeholders**

b. What is the nature of power relationships?

Deliberation requires a sense of equality across perspectives during the process, therefore significant imbalances can be problematic unless those with power truly buy in to the process (i.e. are willing to give up control)

II. Considering “deliberativeness”: Initial analysis of potential projects

## **C. What is the current “issue culture”?**

1. Nature of relationships between relevant stakeholders

**2. State of understanding/knowledge of the issue**

3. Stage in process

4. Institutional connection

II. Considering “deliberativeness”: Initial analysis of potential projects

C. What is the current “issue culture”?

## **2. State of understanding/knowledge of the issue**

Does the public understand the issue?

Are they informed, ignorant, or misinformed?

Do experts agree on the issue?

Do significant gaps exist between:

- the public and experts?
- between different groups?

How invested are groups in their views of the issue?

II. Considering “deliberativeness”: Initial analysis of potential projects

C. What is the current “issue culture”?

## **2. State of understanding/knowledge of the issue**

Once again, moderate gaps and moderate levels of ignorance or misinformation are fit for deliberative processes. A good process can help close such gaps.

Gaps that are too wide or that groups are motivated to maintain may require other processes before being ripe for deliberation

II. Considering “deliberativeness”: Initial analysis of potential projects

## **C. What is the current “issue culture”?**

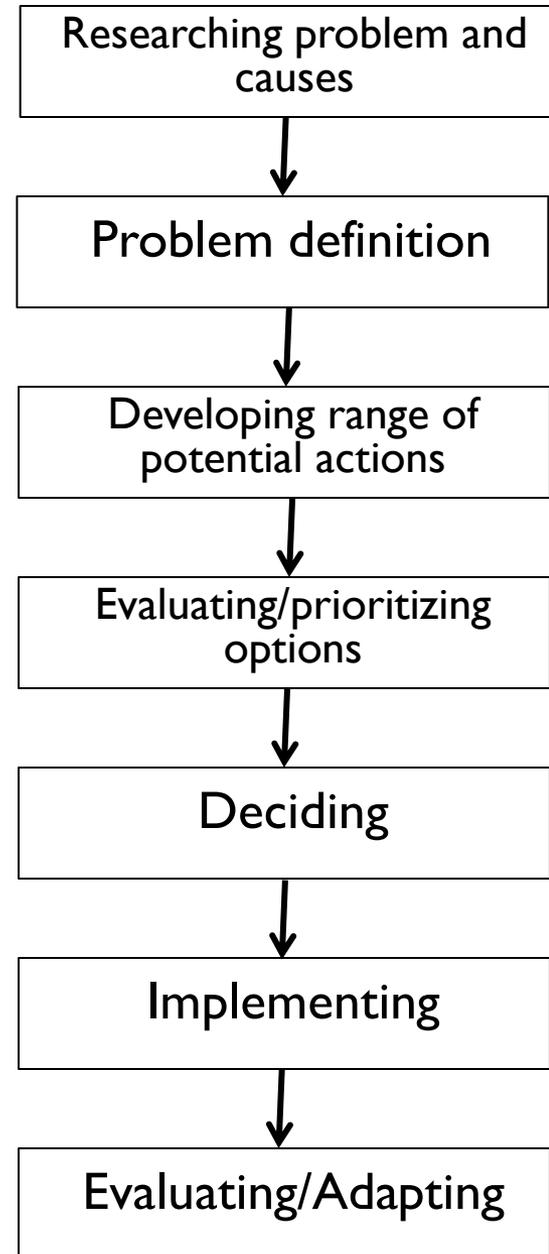
1. Nature of relationships between relevant stakeholders
2. State of understanding/knowledge of the issue
- 3. Stage in process**
4. Institutional connection

## II. Considering “deliberativeness”: Initial analysis of potential projects

### C. What is the current “issue culture”?

# 3. Stage in process

- Typically, the earlier in the process, the more effective deliberation can be. Broader perspectives are considered, tensions are recognized and potentially worked through, and more ownership develops.
- Too often, experts dominate the first few stages, and then the public is brought in, which is far too late.
- When deliberative processes begin, they often represent a shift backwards in process. Therefore the flexibility of the current process can be an important factor to consider



II. Considering “deliberativeness”: Initial analysis of potential projects

## **C. What is the current “issue culture”?**

1. Nature of relationships between relevant stakeholders
2. State of understanding/knowledge of the issue
3. Stage in process
- 4. Institutional connection**

To what degree are institutional decision-makers involved and supportive of the process? What level of authority from the IAP2 Spectrum are they comfortable providing the process?

# IAP2 Public Participation Spectrum

Developed by the International Association for Public Participation

**INCREASING LEVEL OF PUBLIC IMPACT**

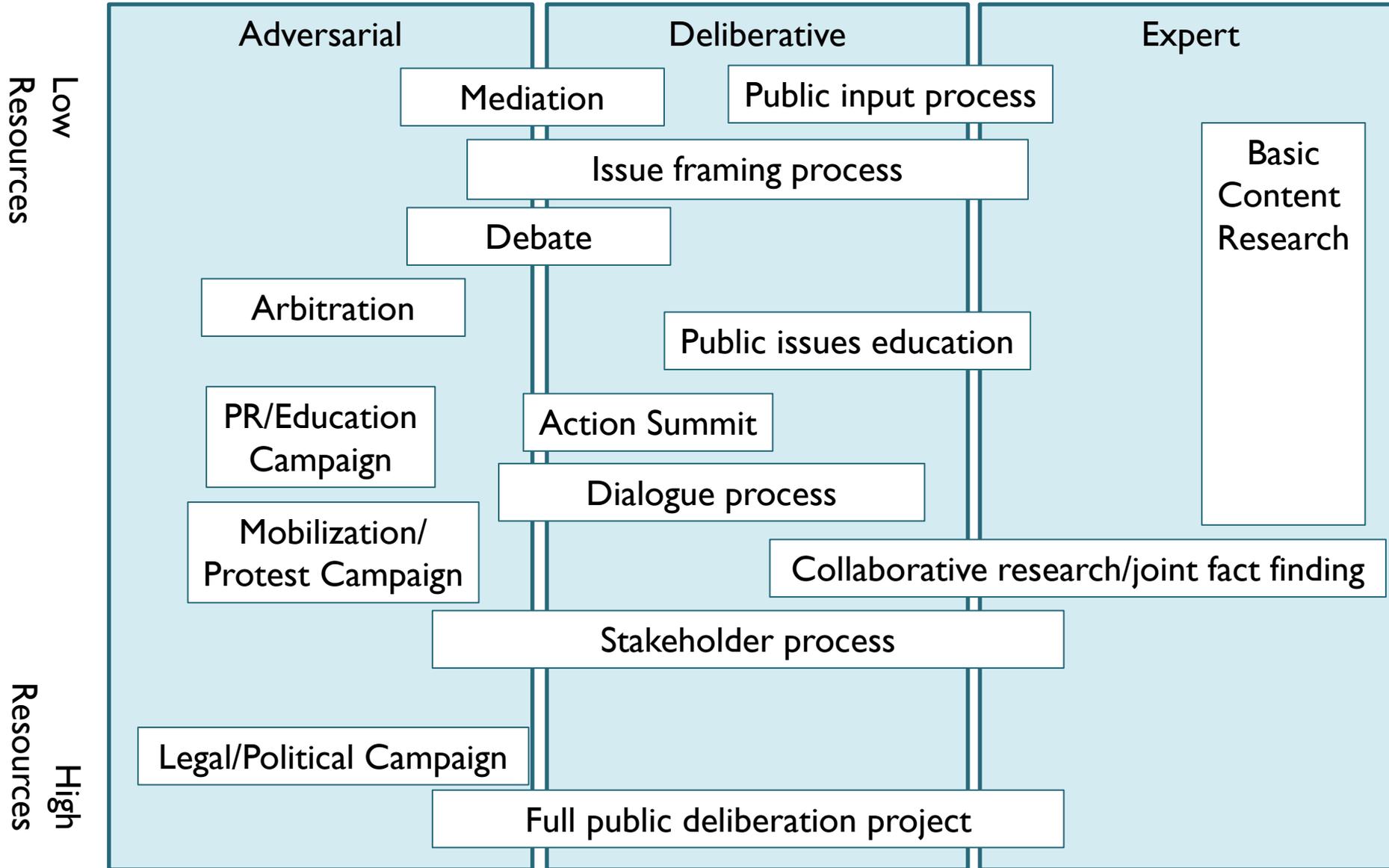
<b>INFORM</b>	<b>CONSULT</b>	<b>INVOLVE</b>	<b>COLLABORATE</b>	<b>EMPOWER</b>
<b>Public Participation Goal:</b>	<b>Public Participation Goal:</b>	<b>Public Participation Goal:</b>	<b>Public Participation Goal:</b>	<b>Public Participation Goal:</b>
To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.



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# Intervention Spectrum



### III. The Intervention Spectrum: Your options

- The analysis of the deliberative situation should lead to clarity on the best potential intervention.
- The intervention spectrum structures many potential interventions organized by type (deliberative, expert, adversarial) and amount of necessary resources.
- Our team will obviously focus on the deliberative interventions, but understanding the alternatives is useful (especially when having to say “no”)

# III. The Intervention Spectrum: Your options

- Lower level deliberative interventions
  - **Public input process** – gathering and/or creating new data concerning opinions and interests
  - **Issue framing** – need not involve convening, generally serves as a first step of a larger project, but can work on its own to improve the conversation and identify the potential for a broader process
  - **Debate** – interactive process highlighted by presentations from key stakeholders in front of an audience. Requires good question development and facilitation, but convening process is much simpler and less involved.

# III. The Intervention Spectrum: Your options

- Medium level deliberative interventions
  - **Public issues education** – process tied to first order goals without a direct link to action. Focused on increasing understanding of the issue.
  - **Dialogue process** – process tied to improving the relationships of relevant stakeholders by having them listen to each other and develop more trust and understanding. Necessitates high level facilitation skills and willing participants. Disconnect from “action” lowers the bar.

# III. The Intervention Spectrum: Your options

- High impact deliberative interventions
  - **Stakeholder process** – Convening a set-group of representatives from key stakeholders to move the conversation forward, may involve multiple steps including earlier interventions such as issue framing and collaborative fact finding.
  - **Full public deliberation project** – Similar to stakeholder process, but expanded to involve the general public. Audience development issues significantly increase complexity.



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# Considering Deliberative Ripeness

Signs of Ripeness/Green flags	Problems/Red Flags
Primarily involves tensions between positive values (i.e. wicked problems), even if not currently framed as such	Primarily involves a zero-sum conflict (one side can't make a gain without it being at the expense of the other side)
All major stakeholder groups realize the need for action and the ineffectiveness of current processes (desperation can actually be an asset)	Major stakeholder groups prefer the status quo or conflict over any potential solutions
Need for broad action by many stakeholders and/or broad behavioral change	Necessary actions/costs fall primarily on one group or issue is primarily is a specific policy decision
A broad "middle" exists and is accessible, even though potentially silent.	Issue dominated by interest groups who have their identity tied into the issues (i.e. may rely on a good v. evil, or win-lose frame). Any compromise seen as giving up, and reaching the "middle" would be difficult.
Misunderstanding across perspectives, but adequate trust to build upon	Significant distrust between sides (communications will not be taken at face value)
Significant resources exist to support the project	Resources supporting the adversarial frame significantly outweigh deliberative resources