

Exploring Public Engagement Models for Public Health Decision Making in Ontario

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Overview

- Objectives D. Willison
- Foundational issues F.P. Gauvin
- Case example J. Arthurs & Shawna Scale
- Citizens' panels F.P. Gauvin
 - What are they? Why are we proposing them?
- Response from selected individuals
- Discussion from the floor
- Wrap-up D. Willison

Objectives

- To describe the spectrum of ways in which the public may participate in informing (public) health policy
- To consider specifically the potential value of ongoing citizens' panels for informing public health policy and programs.
- To identify health units interested in developing a demonstration model for ongoing citizens' panels to inform policies and programs.

FOUNDATIONS

Declaration of Alma-Ata (1978)

“The people have the **right** and **duty** to participate **individually** and **collectively** in the planning and implementation of their health care.”

International Conference on Primary Health Care. (1978) Declaration of Alma-Ata. Retrieved from:
http://www.paho.org/english/dd/pin/alma-ata_declaration.htm

Ottawa Charter (1986)

“Health promotion works through concrete and effective community action **in setting priorities, making decisions, planning strategies** and **implementing** them to achieve better health. At the heart of this process is the empowerment of communities - their **ownership and control** of their own endeavours and destinies.”

WHO. (1986). Ottawa Charter for Health Promotion. Retrieved from:
<http://www.who.int/healthpromotion/conferences/previous/ottawa/en/index1.html>

Bangkok Charter (2005)

“(Making the promotion of health central to the global development agenda) requires actions to **promote dialogue and cooperation** among nation states, civil society, and the private sector.”

WHO. (2005). The Bangkok Charter for Health Promotion in a Globalized World. Retrieved from:

http://www.who.int/healthpromotion/conferences/6gchp/hpr_050829_%20BCHP.pdf



A public health practitioner is able to...

“4.1 Identify and **collaborate** with partners in addressing public health issues.

4.2 Use skills such as team building, negotiation, conflict management and group facilitation to build **partnerships**.

4.3 **Mediate** between differing interests in the pursuit of health and well-being, and facilitate the allocation of resources.”

Ontario Public Health Standards 2008

The Ontario Public Health Standards are published as the guidelines for the provision of mandatory health programs and services by the Minister of Health and Long-Term Care, pursuant to Section 7 of the Health Protection and Promotion Act, R.S.O. 1990, c. H.7.



“Boards of health shall foster the creation of a supportive environment for health through **community and citizen engagement in the assessment, planning, delivery, management, and evaluation of programs and services**. This will support improved local capacity to meet the public health needs of the community.”

The imperative to engage rests on

- **Normative** arguments
- **Legal** arguments
- **Professional** arguments

DEFINING “PUBLIC ENGAGEMENT”

La confusion des langues
Gustave Doré (1865)



Challenging questions re: public engagement

1. What **decision-making domains**?
2. What **degree of influence**?
3. What **perspective** will they bring?
4. Where can we **find** them?

The public can be involved in four domains

1. Decisions regarding **policies**
2. Decisions regarding **programs and services**
3. Decisions regarding **individual treatment/care**
4. Decisions regarding **research**

IAP2 Spectrum of Public Participation



Public participation goal

Inform

To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.

Consult

To obtain public feedback on analysis, alternatives and/or decisions.

Involve

To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.

Collaborate

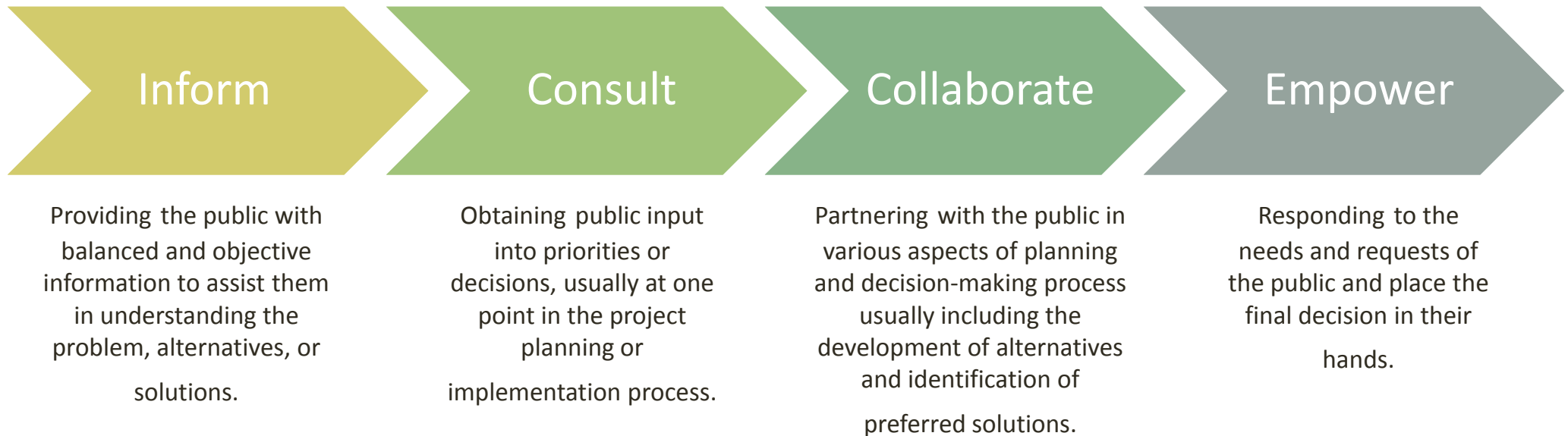
To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.

Empower

To place final decision-making in the hands of the public.

Source: http://www.iap2.org/associations/4748/files/IAP2%20Spectrum_vertical.pdf

Region of Waterloo Public Health

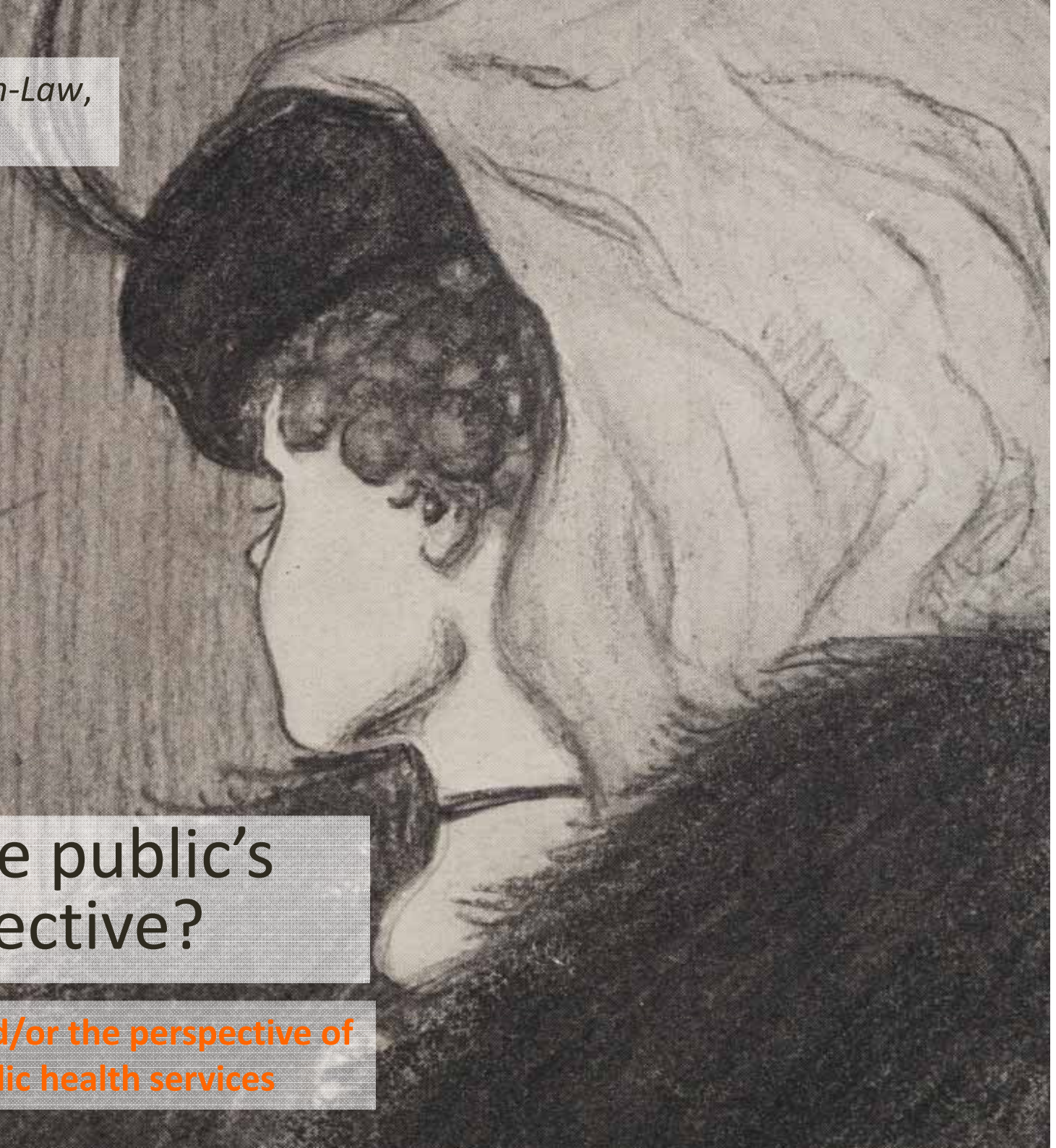


Source: <http://chd.region.waterloo.on.ca/en/researchResourcesPublications/resources/CommunityEngagement.pdf>

My Wife and My Mother-in-Law,
William Ely Hill, (1915)

What's the public's
perspective?

**Societal perspective and/or the perspective of
beneficiaries of public health services**



And where's "the public"?

The experience of the Northwestern Health Unit Jim Arthurs

The experience of the Windsor-Essex County Health Unit Shawna Scale

The citizens' panel model

FP Gauvin

Abelson (2010) on ‘deliberative processes’

“Individuals with different backgrounds, interests, and values listen, learn, and potentially persuade and ultimately come to more reasoned, informed, and public spirited judgments”

*Abelson, J. (2010) *Délibération publique et gouvernance démocratique: Théories, pratiques, et données probantes*, Journées annuelles de santé publique, Montréal, March 12 (Online):

http://www.ncchpp.ca/docs/DeliberationJASP2010_AbelsonEN.pdf

Deliberative/interactive public engagement

Methods for involving the public in decision-making that incorporates at least three key elements:

1. the **provision of information** to participants about the topic/issue being discussed;
2. the opportunity for **interactive discussion** among participants and potentially between participants and the public engagement sponsors; and
3. an explicit process for collecting **individual or collective input**

Reference: Abelson, J, Montesanti, S, Li, K, Gauvin, F-P and Martin, E. Effective Strategies for Interactive Public Engagement in the Development of Healthcare Policies and Programs. *A research synthesis commissioned by the Canadian Health Services Research Foundation and the New Brunswick Health Research Foundation*, December 2010.

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| <ul style="list-style-type: none"> • Act Create Experience (ACE) (1) • Action Planning (1, 2) • Appraisal (Community, Public), e.g., village/parish/environmental. (Also “Monitoring,” e.g., citizen monitors and scrutiny.) (1,2) • Arbitration (Mediation) (3, 4) • Broad-Based Organizing (1) • Cable Television (Not Interactive) (2) • Cable Television (Interactive) (3) • Charette (3) • Choice Methods (1,2) • Citizens’ Advisory Committee (CAC) (3, 5, 6, 7, 8, 9) • Citizen Advocacy (1) • Citizen Employment (3) • Citizen Honoraria (3) • Citizens’ Jury (1, 2, 6, 10, 11, 12, 13) • Citizens’ Panel (Research) (2) • Citizens’ Panel (Standing) e.g., Health Panel (2, 10, 14, 15) • Citizen Review Board (3) • Citizen Training (3) • Community Dinners (16) • Community Forum - of: Place (e.g., Neighborhood); Issues; | <ul style="list-style-type: none"> Service Users; Shared Interest (2, 10) • Community Indicators (1) • Community Plans/Needs Analysis (10) • Community Site Management Plans (1) • Community Strategic Planning (1) • Community Technical Assistance (3) • Complaints/Suggestion Schemes (10) • Computer-Based (IT) Techniques (2, 3) • Conference (generic term, often with qualifier e.g., “planning,” “deliberative,” “visualization”) (3, 10, 17) • Consensus Building (1, 2) • Consensus Conference (2, 6, 18, 19, 20) • Consultation Document (Consultation) (10) • Consultative Panel (2) • Coordinator or Coordinator-Catalyst (3) • Co-option (Citizen Representatives on Policy making Bodies) (3, 10) • Deliberative Opinion Poll (2, 21) • Design-In (3) | <ul style="list-style-type: none"> • Drop-In Center (also Neighborhood Office, One-Stop/First-Stop Shop) (2, 3) • Enspirited Envisioning (1) • “Finding Home” (“Visualizing our future by making maps”) (1) • Fishbowl Planning (3) • Focus Group (3, 6, 10) • From Vision to Action (1) • Future Search (1, 2) • Game Simulation (3) • Guided Visualization (1, 2) • Hotline (3) • Human Scale Development Initiative (1) • Initiatives (Citizen Initiated Petition) (2, 22) • Imagine! (1) • Interactive Web-Site (10) • “Issues, Aims, Expectations, Challenges & Dialogues in a Day” (1) • Learning Service Team (2) • Local Sustainability Model (1) • Maps/Mapping (Village, Parish) (1, 2) • Media-Based Issue Balloting (3) • Meeting–Community Sponsored (3) | <ul style="list-style-type: none"> • Meeting–Neighborhood (location-based) (3) • Meeting–Public (“Open Information,” generic) (3, 10, 23, 24) • Meeting–Town (New England Model) (2) • Meeting–Town (Electronic) (2) • Negotiated Rulemaking (6, 22, 25, 26) • Neighborhood Planning Council (3) • Ombudsman (3) • Open Door Policy (3) • Open House (2) • Open Space (1, 2) • Opinion Metres (2) • Opinion Polls (2, 10) • Participatory Appraisal (1) • Participatory Strategic Planning (1) • Participatory Theatre (1) • Planning Balance Sheet (3) • Planning Cell (27) • Planning For Real (1, 2) • Policy Capturing (3) • Policy Delphi (3) • Priority Search (2) • Priority Setting Committee (3) • Public Hearing (3, 6, 22) • Public Information Programs (3) | <ul style="list-style-type: none"> • Publicity (Leaflets, Newsletters, Exhibitions) (2) • Question and Answer Session (10) • Random Selected Participation Groups (3) • Real Time Strategic Change (1) • (The) Recall (2) • Referendum (generic; compulsory response) (2, 3, 6, 10) • Referendum–Petition (2) • Referendum–Preferences (Preferendum) (10) • Roundtable (2) • Social Audit (1) • Study Circles (2) • Surveys (e.g., Community; Tenants’ (Service) Satisfaction) (2, 3, 6, 10, 16, 22) • TalkWorks (1) • Task Force (3, 28) • Team Syntegrity (1) • Tele-Polling (2) • Tele-Voting (2) • Time Dollars (1) • User Management of Services (10) • Value Analysis (3) • Visioning Exercises/Conferences (10) • Workshops (generic, may include: Action Planning; Design; Information Exchange) (1, 2, 3, 29, 30) • Whole System Development (2) |
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Figure 2. Alphabetical listing of “participation” mechanisms (references in parentheses).

SOURCES: (1) New Economics Foundation (1999); (2) Democracy Network (1998); (3) Rosener (1975); (4) Baughman (1995); (5) Lynn and Busenberg (1995); (6) Rowe and Frewer (2000); (7) Plumlee, Starling, and Kramer (1985); (8) Hannah and Lewis (1982); (9) Pierce and Doerksen (1976); (10) Lowndes et al. (1998); (11) Barnes (1999); (12) Cote and Lenaghan (1997); (13) McIver (1998); (14) Dowsell et al. (1997); (15) Kathlene and Martin (1991); (16) Carr and Halvorsen (2001); (17) Rowe, Marsh, and Frewer (2004); (18) Einsiedel, Jelsoe, and Breck (2001); (19) Guston (1999); (20) Joss (1998); (21) Fishkin and Luskin (1999); (22) Fiorino (1990); (23) Rosener (1982); (24) Sinclair (1977); (25) Coglianese (1997); (26) Susskind and McMahon (1985); (27) Dienel and Renn (1995); (28) Stewart, Dennis, and Ely (1984); (29) Lundren and McMakin (1998); and (30) Twright and Carroll (1983).

Référence: Rowe G et Frewer LJ. “A typology of public engagement mechanisms”. *Science, Technology, and Human Values* 2005, 30(2): 251-290.

A citizens' panel will:

1. Be composed of **15-30 citizens** (or beneficiaries of public health services)
2. Be **representative** of the population (e.g. civic lottery)
3. Meet **routinely**
4. Meet **face-to-face** and/or **virtually**
5. **Receive and exchange information** about an issue
 - i.e. evidence-informed deliberation
6. **Critically examine the issue**
7. Have an **explicit process for collecting input** (individually and collectively)
8. Degree of influence – **consult/collaborate**

Potential benefits of citizens' panels

- Panel can act as “sounding boards” or “value consultants” for public health authority
- Improve public accountability of decision-making process

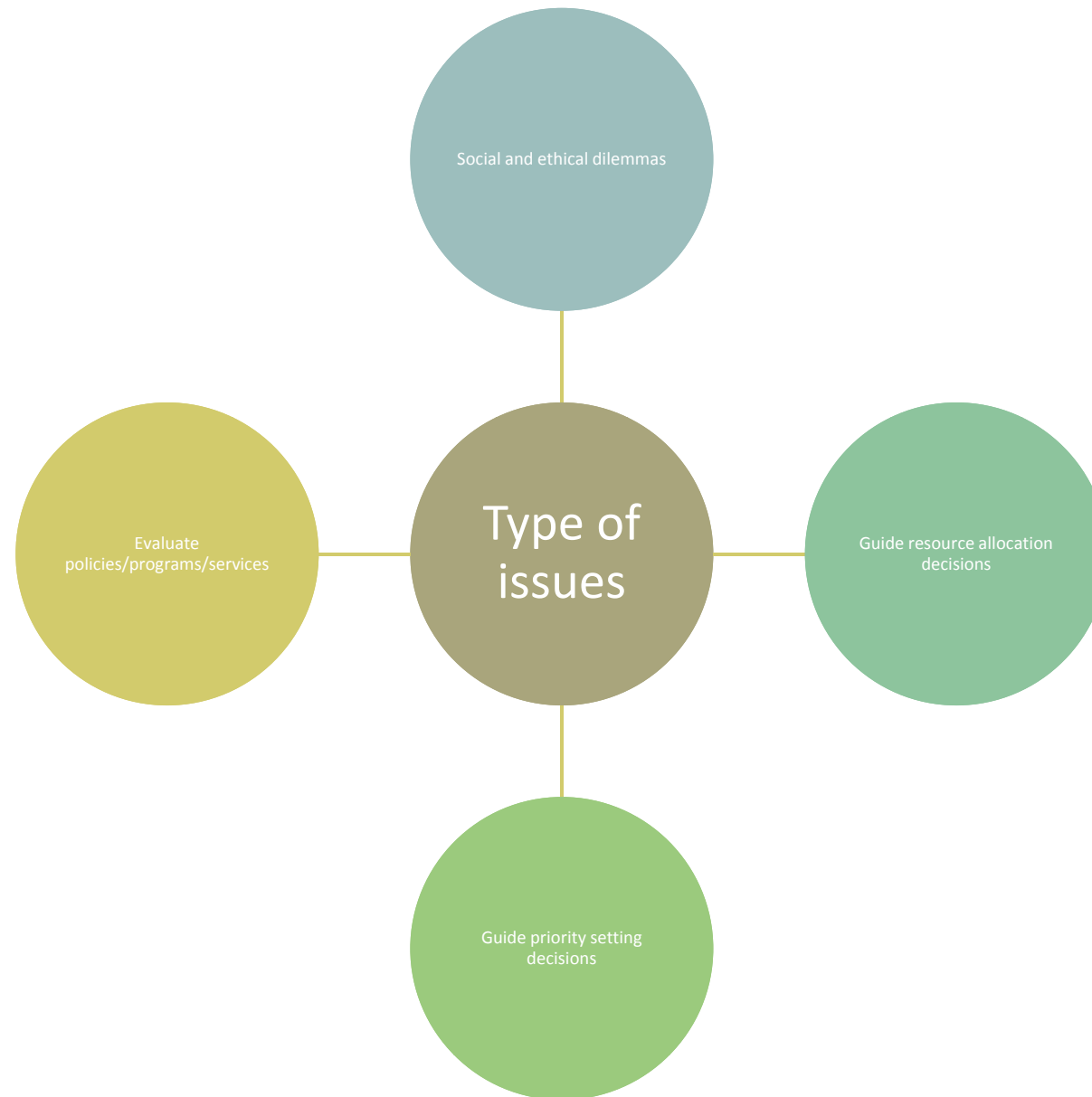
April 29, 2011

The new citizens' panels: a powerful antidote to cynicism

By MICHAEL POSNER

From Saturday's Globe and Mail

A new breed of opinion-gathering is giving people a voice while helping shape public policy



Recent examples in Canada

1. Towards More Meaningful, Informed, and Effective Public Consultation
 - Dr. Julia Abelson, McMaster University, et al.
2. Citizens' Reference Panel on Health Technologies
 - Dr. Julia Abelson, McMaster University
3. Citizens' Reference Panel on Health Services
 - MASS LBP & PWC
4. Citizen Panel on Business Planning – 2012-2013
 - Capital Health

How does a citizens' panel differ from the public representation on Boards of Health?

- Selection process
 - Random selection through civic lottery
 - Socio-demographic representativeness
- Role
 - Consultative body
 - One of several affected groups to be consulted
- TBD
 - Whether citizens' panel members may collectively identify topics for deliberation or additional evidence.

What do you think?

In what ways could citizens' panels contribute to public health decision making in Ontario?

For what kind of issues?

What do you think?

What considerations should be kept in mind?

What do you think?

How would input from these deliberations factor into decision-making?

What do you think?

Do you want to join us in a pilot project?

Contact details for pilot-project

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