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Champions of Participation
Full Report of Proceedings

March 30-31, 2009

AMERICASPEAKS
Engaging Citizens in Governance

Everyday Democracy
Ideas & Tools for Community Change
(Formerly the Study Circles Resource Center)

Dēmos
a network for ideas & action

HARVARD Kennedy School
ASH INSTITUTE
for Democratic Governance and Innovation

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Introduction to Champions of Participation

Champions of Participation

Thirty-four managers from 23 different federal agencies and departments came together on March 30-31 to develop recommendations for the President's Open Government Directive. Participants in the working session shared a deep commitment to empowering the public and transforming the relationship between the American people and their government. Together, they brought to the discussion a wealth of experience in public participation, collaborative problem solving and conflict resolution. The following report compiles the ideas and recommendations generated during the event.

At the working meeting participants discussed their hopes and concerns for the President's Open Government Directive and developed key indicators for evaluating the Directive's progress. They identified opportunities that the Directive should leverage and barriers that it must address to be successful. Participants developed recommendations for creating a more open government, as well as identified structures through which the Directive should be implemented and pilot projects that may be launched. This report reflects the views of almost three-dozen federal managers as well as about 10 outside experts from the field of public engagement. Though there were many points of agreement, this document also reflects the rich range of different experiences and perspectives brought by participants.

"Champions of Participation" was convened by AmericaSpeaks, Demos, Everyday Democracy, and The Ash Institute of Democratic Governance and Innovation at Harvard University's John F. Kennedy School of Government. The working session was made possible by a generous grant from the Rockefeller Brothers Fund.

Overview of Key Recommendations for the Open Government Directive and Its Implementation

Conference participants identified the greatest opportunities for and barriers to creating a more open government that must be addressed by the Open Government Directive and through its implementation. Small break out groups produced a series of recommendations to respond to each of these opportunities and barriers, the results of which are summarized below.

1. **Develop a high-level, inter-agency governance structure for implementing the Open Government Directive.** Establish the President's Management Council as the key oversight structure for creating a more open government and form three working groups to carry out the main aspects of managing the Directive. The Office of Management and Budget will chair a working group on managing the Directive's implementation, the Office of Personnel Management will chair a working group on building the capacity of federal employees to engage the public, and the Chief Technology Officer will chair a working group on technology-related aspects of the Directive.

2. **Establish systems that will support government-wide adoption of participation and collaboration practices.** Establish an Interagency Working Group on public engagement, a federal institute to support training and development, a White House Office/Council on Public Engagement, and an advisory board of non-governmental practitioners. Require agencies to submit plans for incorporating civic engagement into their missions and the Federal Executive Boards to submit plans for launching regional participation and collaboration projects across the country. Establish an award program for participation, collaboration and transparency activities, and set up an online system for measuring the performance of the government on open government issues.

3. **Demonstrate the value of participation through highly visible Presidential initiatives.** Launch a national discussion on an important national policy issue, like health care reform, and explore other demonstration projects, including a federal intergovernmental collaboration on an issue like food safety, a cross-jurisdictional collaboration on an issue like the creation of a federal emergency response plan, and an individual agency problem solving effort on an issue like dam safety.

4. **Respond to the barrier that public and stakeholder participation are not valued inside agencies.** Require each agency to designate a senior level open government champion, provide agencies with incentives to pilot public engagement efforts, and demonstrate the value of public participation and collaboration through research and case studies.

5. **Ensure that participation and collaboration activities are adequately funded.** Direct agencies to incorporate participation and collaboration into funding requests, set standards for the amount of funding that should be dedicated to participation and collaboration, and create new funding sources for open government activities.

6. **Address institutional barriers that reward the status quo.** Counter the risks perceived by federal managers by integrating participatory and collaborative process skills and values into all major agency activities. Hold agencies accountable for the degree and quality of their participation and collaboration activities. Require each agency to designate one person who regularly sits at the leadership table to be responsible for driving the culture change process.

7. **Address existing rules and regulations that impede participation and collaboration.** Conduct a review of the rules and regulations of each agency and department. Based on the review, develop plans to improve citizen participation and collaboration efforts.

Additional Recommendations and Feedback

In addition to the recommendations summarized above, conference participants produced a wealth of information to help shape the development of the Open Government Directive:

- Pilot projects for participation, collaboration and transparency
- Recommendations that individual participants believe are most important for the Directive to adopt
- Key indicators of success for the Open Government Directive
- Roles for public involvement
- Opportunities for and barriers to creating a more open government
- Responses to a pre-conference survey that included information about existing agency programs that can benefit from participation, existing innovations in citizen participation that the Open Government Directive can learn from, barriers to participation, hopes for the Open Government Directive, hopes for Champions of Participation, and reference materials

Key Recommendations & Implementation Strategies

After identifying the greatest opportunities for and challenges to creating a more open government, participants worked in small groups to develop recommendations for the Open Government Directive and its implementation. The following proposals and recommendations were developed by each of the conference work groups:

1. DEVELOP HIGH LEVEL INTER-AGENCY GOVERNANCE STRUCTURE FOR IMPLEMENTING THE OPEN GOVERNMENT DIRECTIVE

Context and Justification

Oversight, promotion and management of the Open Government Directive within the federal bureaucracy are critical to its success. Agencies have many competing priorities and directions. Creating a government that is truly open to the concerns and ideas of its citizens depends on effective policies, guidance, resources, and measures being implemented throughout the federal government.

Recommendations

1.1 Establish the President's Management Council as the key oversight structure for creating a more open government.

1.1.1 The President's Management Council can effectively engage Deputy Secretaries of the cabinet-level departments and agencies, providing top-level management support for open government. As the key Executive Branch official, the Chief Performance Officer should take responsibility for directing the overall Open Government Directive. With the support of the Chief Performance Officer, the Council will work with the top federal managers to plan and guide the implementation of the directive across the federal government.

1.2 Form three inter-agency work groups to carry out the main aspects of the directive with the President's Management Council.

1.2.1 The first work group, chaired by the Office of Management and Budget, will oversee implementation of the Open Government Directive and measure its progress. OMB will provide policies, guidance, resources and performance measures necessary for the federal government to implement the Open Government Directive. Among the responsibilities of this work group will be:

1.2.1.1 Make available additional funding to launch this initiative.

1.2.1.2 Develop performance measures that recognize and validate effective actions, innovations and policies.

1.2.1.3 Provide federal agencies with incentives that will recognize and reinforce progress.

1.2.1.4 Gather and distribute best practices and lessons learned as related to planning and implementing the Open Government Directive.

1.2.2 The second work group, chaired by the Office of Personnel Management, will build the capacity of federal employees to engage the public. This workgroup will:

1.2.2.1 Define competencies needed; develop a shared vocabulary and knowledge base; develop training requirements addressed by the Office of Personnel Management's various training centers (including collaborative training through inter-agency efforts); ensure efforts are multi-disciplinary; and provide incentives to reward federal employees who successfully implement the Open Government Directive.

1.2.2.2 Gather, organize and distribute the best practices and lessons learned related to building personnel capacity to reach out to the public.

1.2.3 The third work group on technology issues related to open government, chaired by the Chief Technology Officer, will investigate enhancing public participation through the use of new technologies such as Web 2.0 and social media channels. This workgroup will:

1.2.3.1 Serve as the starting point for benchmarking, learning lessons, and identifying best practices for technology and government.

1.2.3.2 Examine collaborations with citizen-experts in the emerging media and technology sectors.

2. ESTABLISH SYSTEMS THAT WILL SUPPORT GOVERNMENT-WIDE ADOPTION OF OPEN GOVERNMENT PRACTICES

Context and Justification

In order to meet the goals of the Open Government Directive, it will be essential to support a "culture change" across federal agencies by establishing government-wide systems. There will need to be a large body of individuals throughout the federal government who are capable of catalyzing, convening, and facilitating public engagement through a range of methods, both face-to-face and on-line. These individuals will act as a community of practice by providing support to one another, increasing awareness of public engagement techniques, and creating possibilities for skilled agency managers and practitioners to offer their services across the federal government.

Effective support structures will generate knowledge by capturing the results of experiences and experiments in public engagement from across the federal government. A highly public award system will accomplish two important objectives. First, it will increase awareness and support for public engagement as a critical activity throughout federal government and beyond. Second, awards will provide extrinsic and intrinsic motivation and peer recognition for community engagement initiatives that produce superior outcomes aligned with the administration's agenda and agency missions. Finally, performance measurement systems that increase the transparency and evaluation of decision-making processes inside government will increase public trust by providing greater accountability.

Recommendations

2.1 Establish an Interagency Working Group on public engagement to develop a community of practice that grows and lives over time.

2.1.1 Issue a directive from the White House to political appointees to form and facilitate this interagency working group and provide adequate resources

2.1.2 Conduct a six-month assessment of agency staff to evaluate the location and levels of expertise for public engagement in major federal agencies.

2.2 Establish a federal institute for public engagement, similar to the U.S. Institute for Environmental Conflict Resolution, to gather research on best practices, training and development; develop a knowledge-base; and institute the community of practice. This institute can track collaboration at every stage, including intergovernmental, cross-jurisdictional and within individual agencies.

2.3 Provide guidance to agencies on policies and interpretations of statutes through a White House Office/Council on Public Engagement, including special advisors for domestic policy, communication, upstream collaborative problem-solving, and legal implications related to transparency, collaboration and participation.

2.4 Require all agencies to submit a plan for how they will incorporate open government activities into their missions. Within 180 days, agencies will produce a plan to integrate public involvement and collaboration into all relevant systems [human resources, planning and budget]. Agencies must demonstrate that internal and external stakeholders participate in the development of the plans. Each agency must designate an appropriate person in the Office of the Secretary to produce the plan.

2.5 Leverage the expertise of non-governmental practitioners and experts — from civic organizations, universities, and consultancies — through a roundtable or advisory board on public engagement.

2.6 Direct the Federal Executive Boards (FEBs) to implement collaborative partnership efforts at the regional level and report on their plans within 180 days to the body overseeing the implementation of the Open Government Directive.

2.7 Set up online systems of transparency and public accountability so that the public can see full life cycles of decisions and processes from the very beginning to implementation and evaluation.

2.8 Modify and augment existing performance measurement and scorecard systems to include community engagement criteria and metrics.

2.9 Establish a highly publicized and prestigious award for participation, collaboration and transparency that is similar to the Hammer and Malcolm Baldrige National Awards. The award shall contain criteria requiring broad-based collaboration (i.e., intra/inter government agency, stakeholder, private sector, non-profit organizations, academia, etc.) and community involvement, innovation and promotion of best practices that result in outcomes that advance/achieve the President's agenda, goals and objectives.

3. DEMONSTRATE THE VALUE OF PARTICIPATION THROUGH HIGHLY VISIBLE PRESIDENTIAL INITIATIVES

Context and Justification

The President has an opportunity to demonstrate the value that public participation and collaboration can bring to the policy making process through a set of high profile initiatives that involve the public on issues of high public concern. These demonstrations should highlight the value of participation and collaboration on multiple levels, including (1) national policy making, (2) federal intergovernmental collaboration, (3) cross-jurisdictional collaboration, and (4) individual agency problem solving.

Recommendations

3.1 Convene a national policy discussion on health care reform in order to demonstrate the role that the public can play in national policy making on a key policy issue facing the nation..

3.1.1 A national discussion on health care reform will bring a large, demographically representative group of Americans into a deliberative process to learn about the issue, weigh the trade offs, and identify collective priorities for reform. The national discussion will integrate multiple methodologies for bringing the public together, including large-scale meetings, small-distributed conversations, and online engagement. Framing the key health trade offs that are facing policymakers, this national discussion offers the public a chance to consider the implications of different policy options.

3.1.2 Officials leading the health care reform effort should make clear how the results of these discussions are incorporated into subsequent health reform policies.

3.2 Explore other Presidential initiatives to demonstrate the value of participation and collaboration.

3.2.1 Initiate a federal agency intergovernmental collaboration on an issue like food safety.

3.2.2 Initiate a cross-jurisdictional collaboration between multiple levels of Federal, State, Local and/or Tribal government on an issue like a national disaster recovery plan.

3.2.3 Initiate individual agency problem solving on a major issue with public collaboration at every stage: resource planning, staffing, budgeting, implementation and evaluation on an issue like dam safety.

4. RESPOND TO THE BARRIER THAT PUBLIC AND STAKEHOLDER PARTICIPATION ARE NOT ADEQUATELY VALUED INSIDE AGENCIES

Context and Justification

Many federal agencies have been resistant to involving the public in planning and decision-making due to a highly centralized culture and structure that relies heavily on expert judgment when public values are at stake in difficult policy decisions. Limited awareness exists of the potential benefits of quality public engagement, including sounder decisions well-aligned with public values, a greater sense of trust, ownership, legitimacy and support for polices that are co-created, and increases in social capital and public trust. On the contrary, many public managers consider public engagement a luxury at best and, more often, a threat to their ability to effectively perform their jobs.

In short, participatory, citizen-centric approaches to decision making are undervalued and underutilized throughout the federal government. President Obama has called for more transparency, participation, and collaboration. The following recommendations are intended to increase the value placed on more participatory decision making in federal agencies.

Recommendations

4.1 Each agency will designate a senior level open government champion who can review agency operations (strategic plan, budget, current programs, mission, etc) and identify areas to improve public participation, collaboration and transparency activities. If the agency does not have an existing official appropriate to such duties, the agency will identify such a champion to work collaboratively within the agency and with other agencies to implement this directive.

4.1.1 Each agency will support its designated champion with staff, physical space, equipment and an appropriate budget. While some agencies may deploy existing resources or units, other agencies may have to create new teams to execute the

directive. Each agency may begin by conducting an audit of resources to determine how to establish the Open Government Directive team.

4.1.2 The agency champion will serve on an Interagency Working Group on public engagement. The IWG will support agency champions and track status of open government efforts by agencies. The IWG may serve as the advisory group for the proposed Institute for Public Engagement, which is described elsewhere in this report.

4.2 Provide agencies with incentives to pilot public engagement. For example, provide:

4.2.1 A competition among agencies for $50M grant to do public engagement projects

4.2.2 Learning/training opportunities

4.2.3 Rewards and incentives that are integrated into senior leadership competency requirements.

4.3 Demonstrate the value of public participation and collaboration:

4.3.1 Gather and develop case studies to highlight success stories and results

4.3.2 Research and publicize the measurable value of participation, including but not limited to cost effectiveness, improved outcomes, relationship building, etc.

5. ENSURE THAT PARTICIPATION AND COLLABORATION ACTIVITIES ARE ADEQUATELY FUNDED

Context and Justification

Agencies generally do not adequately plan for or budget to integrate public participation or collaborative processes into their programmatic work. To undertake small and large-scale public participation or collaborative efforts, agencies often have to re-program personnel and dollars or look to other program sources, effectively "robbing Peter to pay Paul." Additionally, many public participation and collaborative efforts are long-term in nature and annual budget cycles do not generally allow for budgeting for multi-year processes. For public participation to be done well, adequate resources must be dedicated for this purpose. Funding is needed to support new uses of technology, education and skills training, travel, administrative support, and expert assistance such as facilitators.

By soliciting public input, the Open Government Directive promises to make government more efficient, reducing costs related to overlooked information or stakeholders, lengthy campaigns to educate the public *after the fact*, and concealed redundancies. Therefore, a significant initial investment, may promise to pay for itself over a period of years. OMB should work with the other task forces and oversight groups to determine this window of years and track the savings provided to the tax-paying public. This will also serve to provide greater incentive for Americans participate in open government, by providing high-level input.

Recommendations

5.1 Direct agencies to incorporate participation and collaboration into funding requests and major project planning:

5.2.1 Direct agencies to include in the formulation and justification of budget requests funding for increased and improved public participation, collaboration and conflict

resolution processes. (FY 2011 formulation; Office of Management and Budget could include direction in FY 2010 pass backs.)

5.2.2 Direct agencies to include a public participation and collaboration strategy in the process of planning any large projects (such as planning processes, environmental studies, rulemakings) thereby building the public participation strategy into the life of the project and identifying public participation funding needs in the budget formulation and funding requests during the planning stage of the project.

5.2.3 Direct agencies to use at least 1% of program budgets for implementation of the directive and specify the resource needs to support public participation and collaboration including full-time positions for subject matter experts, basic education and skills training, technology tools to increase transparency, public participation and collaboration, and other capacity building needs.

5.3 Set standards for the amount of funding that will be dedicated to participation and collaboration activities

5.3.1 Direct agencies to collect data on the costs of public engagement strategies and collaborative processes for existing best practices data (e.g., costs of negotiated rulemaking, large collaborative processes under the Federal Advisory Committee Act (FACA), etc.) Based on data that are collected, set standards and/or make recommendations with regard to how participation and collaboration should be funded.

5.3.2 Audit and study how participation and collaboration dollars are already being spent in order to assess how well current spending is meeting the goals of the Open Government Directive.

5.3.3 Provide resources and formulas that allow agencies to track savings and/or efficiency of providing systems to allow for input by citizen-experts.

5.4 Create new funding sources for participation and collaboration:

5.4.1 Pursue public-private partnerships to support the funding needs of participation and collaboration activities on key agency and government priorities.

5.4.2 Use attrition to shift the number of existing full-time equivalents that support more traditional approaches of program management to develop new positions that focus on using collaborative approaches and public participation strategies to achieve the Open Government Directive's mission. The directive should ask agencies to develop new position descriptions that include public participation and collaboration competency to replace current position descriptions.

5.4.3 Develop a fund for the purpose of supporting public participation and collaboration across agencies. Currently, such a fund exists in the form of a Judgment Fund to cover the cost of legal judgments and court costs over environmental disputes. An agency can count on funds being available if it loses or settles litigation, but cannot access funds to engage the public in policy development or cooperative problem-solving that could avoid litigation and produce better decisions.

6. ADDRESS INSTITUTIONAL BARRIERS THAT REWARD THE STATUS QUO

Context and Justification

A risk adverse culture within the federal government reduces the ability of federal managers to experiment with new methods of public participation and collaboration. Many managers in federal agencies do not perceive or appreciate the benefits of participation and believe that these processes exacerbate risks of delay, public controversy or mistakes that may result in reprisals or negative career repercussions. Steps must be taken to create new incentives and remove disincentives to pursue greater participation and collaboration within federal agencies.

Recommendations

6.1 Counter the risks perceived by federal managers and other disincentives to pursuing public participation and collaboration projects by integrating participatory and collaborative process skills, practices, behaviors, and values into the following areas:

- Hiring, recruiting and promotions
- Performance agreements and appraisal
- Award system
- Rotations and special assignments
- Program assessment and audits
- Training and leadership development programs
- Communications strategies
- Strategic planning and budget processes

6.2 Hold agencies accountable for the degree and quality of their public participation and collaboration activities.

6.2.1 Create a business intelligence tool that forwards real-time data from agencies to whatever centralized office or body is established to coordinate government-wide public participation efforts.

6.2.2 Develop a consensus-based process including internal and external stakeholders to create clearly defined and measurable outcomes and standards for implementation of participation and collaboration activities. Incorporate outcomes and standards into the business intelligence tool and other real-time feedback mechanisms.

6.3 Require each agency to designate one person who regularly sits at the leadership table to be responsible for driving the culture change and processes that enable optimal civic engagement in the agency's mission, and ensuring that the principles of transparency, collaboration and public participation are integrated into agency policies and practices.

7. ADDRESS EXISTING RULES & REGULATIONS THAT IMPEDE PARTICIPATION & COLLABORATION

Context and Justification

Certain laws and regulations, as well as the manner in which certain agencies interpret these laws and regulations, affect the ability of agencies to engage and collaborate with the public. Significant disagreement exists within the government about the burdens of laws such as the Federal Advisory Committee Act (FACA), the Paperwork Reduction Act, the Government in the Sunshine Act, the Administrative Procedures Act (APA), and the Anti-Pass-The-Hat Provision (in the Treasury Appropriations Bill), and how these statutes affect the ability of agencies to engage the public. In addition, some individual agencies say their internal interpretation of government-

wide laws may place constraints on better citizen participation (e.g., National Environmental Policy Act (NEPA), FACA, etc.)

A government-wide initiative is needed to determine how best to address barriers that may inhibit agencies from experimenting with and pursuing public participation and collaboration initiatives.

Recommendations

7.1 Assess existing statutory and administrative barriers to participation.

7.1.1 Conduct a review of each department and agency to update program regulations and rules in accordance with applicable legal authorities and societal needs. Reviews will take into consideration how face-to-face public engagement techniques may be used more effectively, as well as how the Internet, new technologies and social media can play a role in making information more available to the public. Departments and agencies will also determine whether they impose explicit or implicit restrictions or impediments to greater citizen involvement in program, agency, or cross-agency efforts. Efforts might include planning, agenda setting, program analysis, program or service design, implementation, examining efficient and effective alternatives, and evaluation.

7.1.2 Use the review to produce an inventory of (1) creative examples of models or alternatives and (2) possible barriers. Share this information among agencies and the public. The inventory will be organized into the following categories (for both model examples and barriers) imposed by:

(1) government-wide laws or regulations;
(2) policies administered by other agencies;
(3) agency or program-specific laws or regulations;
(4) administratively by the department, agency, or program.

Separately identify implicit barriers, such as long review cycles for administrative approvals, multiple approvals for action, inconsistent legal interpretations over time, etc.

7.1.3 Post the inventory on the department or agency's website for public review and comment for an explicit number of days. Complete the review and resulting inventory in an explicit number of days from the signing of this directive.

7.1.4 Share the inventory with the entity overseeing the implementation of the Open Government Directive, which will post this inventory, along with other agency inventories, on a website as a resource for other agencies.

7.2 Address identified barriers to participation and collaboration

7.2.1 Based on the review described above, department and agency heads will develop plans to improve their citizen participation efforts. These plans should address the administrative barriers identified, best practices identified, and the use of new technologies.

7.2.2 The department or agency may delegate implementation action to a designated champion, office, or task force designated for this purpose. That entity will report on progress on a semi-annual basis.

7.2.3 In the case of government-wide laws or regulations, or requirements of other agencies (e.g. FACA, FOIA, Paperwork Reduction Act), these shall be referred to the

entity overseeing the implementation of the Open Government Directive for resolution.

7.2.3.1 In the case of FACA, some agencies have found that their legal counsels' interpretations of the statute are a barrier to participation and collaboration efforts. The White House Counsel should set parameters around FACA's interpretation in order to support greater collaboration and participation. The White House Counsel should provide trainings for legal counsels in the agencies on the interpretation of government-wide laws or regulations that impact participation and collaboration.

7.2.4 In the case where government-wide laws or regulations are being interpreted differently by different agencies, the entity overseeing the implementation of the Open Government Directive will work with agencies to develop an agreed upon interpretation that will increase opportunities for citizen participation.

Pilot Projects for Participation, Collaboration and Transparency

In addition to developing recommendations for the Open Government Directive, participants brainstormed possible pilot projects that could be launched in conjunction with the Directive in order to demonstrate the value of participation, collaboration or transparency and experiment with new innovations. Below are the ideas generated for pilot projects.

1. Implement P.L. 110-343 (signed into law in Oct. 2008) which provides financial payment to states and counties for roads, schools and restoration of federal lands within and across county jurisdictions across the United States. The law extends and creates the development of over 100 local federal advisory committees, made up of representatives from industry, the environmental community, community development organizations and local government. These advisory committees work together to approve and monitor implementation of land restoration projects in their county/state. It is anticipated these resource advisory committees will make collaborative decisions on over 4000+ projects, for up to $350 million dollars over the course of the next 4 years of the legislation. The passage of this legislation built on a previous program implemented primarily in the western United States. The new expanded program includes almost every state in the U.S. as well as an additional 148 counties in the east.

2. Convene the public around the creation of an energy/smart grid.

3. Convene a discussion on alternatives for the storage and disposal of spent reactor fuel. With the storage disposal mechanism at Yucca Mountain off the table and a desire to use nuclear power to reduce carbon use, there is an opportunity to demonstrate the value of public participation and collaboration.

4. Convene a national network of community-based policy dialogues on climate readiness and resilient communities. Climate change is challenging our assumptions about natural and man-made infrastructure. Local strategies for adapting to and addressing climate change impacts are needed. A concurrent national dialogue consisting of local and regional community-based discussions addressing climate readiness culminating in a national event in Washington DC would provide important insight and feedback into national policy development.

5. Federal investment: Look at places with population and employment loss, and have discussions across agencies on what role federal agencies can play in collaborating to re-envision sustainable economic strategies. DOT, SBA, USDA, EPA (Brownfields, etc.)

6. Convene a participatory process to develop a recovery plan for Chesapeake Bay.

7. Encourage each agency to develop at least two pilot projects in areas where decision making could be improved through public input. This process of asking agencies to pursue their own pilot projects will create broader buy-in. This should be a mandated only if adequate funds are made available.

8. Create a national disaster recovery framework that identifies how the federal government will work across federal agencies and in cooperation with state and local government as well as the nonprofit and private sector. We have a National Response Framework but there is no national framework for long-term recovery and rebuilding. Ideas to develop such a framework are in the initial stages at FEMA/DHS.

9. Create a simple and easy to use webtool for demonstrating the location and status of federal funding in support of disaster recovery and rebuilding ($140 billion dedicated to 2005 Gulf Coast Hurricanes alone). Develop a mechanism to map and track public investments – similar to Recovery.gov for tracking stimulus funding/investments.

10. Federal Executive Boards (FEBs) should undertake efforts to promote collaboration among federal state and local government agencies, stakeholder organizations, and the citizenry in 4 key areas: health care reform, economic recovery, energy development, and climate change and the environment. Within 180 days, FEBs are to report to the President with plans for their projects in these 4 areas that reflect the Administration's goals for open government.

11. Convene a discussion on the social and behavioral factors that contribute to health problems that must be addressed by our society.

12. Climate change dialogues. Begin with a series of structured webinars designed to outline the climate change issues in terms relevant to the general public and begin exploring the potential and current roles of the federal government. Then launch into regional dialogues that highlight regional effects. The process will culminate with a national dialogue.

13. Convene a holistic discussion on public transit needs to make informed decision about the best way in local and regional areas to meet transportation needs efficiently, effectively and sustainably.

14. Green jobs: Convene regional conversations between workforce developers, local businesses, community colleges, economic development people on green jobs.

15. President Obama signed an Omnibus Lands Bill on March 30, 2009 that include a new Collaborative Forest Landscape Restoration Program (SEC. IV, PL 111-11), which authorizes $40 million annually for landscape-scale forest restoration projects that cover 50,000 acres or more. Competitive grants will be awarded for restoration projects that are developed in collaboration with local communities. Eligible projects must accomplish ecosystem restoration, utilize the best-available science, and encourage the use of restoration by products such as woody biomass. The program expands on the success of the New Mexico Collaborative Forest Restoration Program to create a national, landscape level approach

16. Convene a national dialogue on health IT and privacy issues.

17. Use the National Endowment for the Art's power as a convener to engage the national arts community in conversations on how they can contribute to Open Government Directive and serve other federal agencies. For example, the existing NEA Governors Institute on Community Design can facilitate planning related to pilot projects, while the NEA Mayors Institute on City Design can facilitate planning related to foreclosure and urban renewal.

18. The president-supported Artists Corps might be utilized in agencies, as representatives for visual literacy, teaching innovative thinking techniques, engaging the role of play in idea-building, utilizing multidisciplinary modes of representation, drawing on top design experts, drawing on top human interaction design experts and drawing on the best creative thinkers in this country to reach out to "the public."

19. Enlist film, TV, radio, writers and visual artists to participate in envisioning Open Government. Create stories, images and films about "what it looks like". The beauty of this is that all ideas can be celebrated and they don't have to agree. Envisioning will deepen the conversation, so we're not all simply imagining what it can be, but we actually see the ideas played out.

20. Run a student contest on My Democracy in which students submit their vision of democracy (in

writing, film, radio, visuals), win an award, visit DC and go to the White House. Contest could include "My EPA", "My Department of the Interior", where kids get to know the agencies, talk with their communities and then present the vision of their communities. Give college scholarships as awards. Give very special, privileged, high profile community internship positions as awards locally. In this way, student winners become spokespeople for the government.

21. There is a connection between citizen engagement, the Obama school agenda, and "promise neighborhoods" noted in the President's Budget. Citizen-experts should have a role in building and designing public education. As the Council of Chief State School Officers work on 21st Century Skills that cross academic disciplines, they may consider that civic participation is a crucial skill to be included.

Champions of Participation II Participants

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Roger has developed and successfully tested a model for engaging both citizens and stakeholders on national agency level policy questions. The results have helped shape difficult departmental decisions.

Pat Bonner, bonner.patricia@epa.gov
Lead Staff, Collaboration & Public Involvement, Environmental Protection Agency

Pat has 36 years of experience at the local to international government levels, from "public education" and outreach to citizen/community-based decision-making processes.

Cate Alexander Brennan, Catherine.Brennan@em.doe.gov
Executive Director/Designated Federal Officer for Environmental Management Site-Specific Advisory Board, DOE, Office of Environmental Management, Office of Public and Intergovernmental Accountability

Cate manages a 200-member FACA chartered board and has examined involvement models nationally and internationally in technology areas.

Francis (Chip) Cameron, francis.cameron@nrc.gov
Office of the General Counsel, Nuclear Regulatory Commission

Michael Carleton
Chief Information Officer/Deputy Assistant Secretary for Information Technology, U.S. Department of Health and Human Services

Michael oversees the Department's use of information technology to improve program performance and to manage risk. Michael leads the Department's information technology capital planning and investment control, enterprise architecture, information systems, electronic government, and information resources management programs in collaboration with all organizational components of the Department.

Valman Cummins, Valman.Cummins@va.gov
Learning Consultant, Department of Veterans Affairs

Valman's experience working in the area of public involvement/community participation transcends the social services arena in areas of: Mental Health and Substance Abuse; Prevention of Domestic Violence; Family and Action Planning Teams; and supporting the eradication of homelessness.

Sarah Cunningham, cunninghams@arts.gov
Director, National Endowment for the Arts / Arts Education Division

Sarah constructs design teams for public education and the arts (19 states,) including Chief State School Officers, Lt governors as well as educators. Sarah runs all NEA education programs which include 292,000 students in one project; and millions of other students and teachers in other projects. Sarah works with state officials in departments of education and state arts agencies and collaborates with national cultural leaders from the private/public sector. She funds ~210 exemplary arts projects each year.

Deborah Dalton, dalton.deborah@epa.gov
Conflict Resolution Specialist, Environmental Protection Agency

Deborah has twenty-five years experience with dispute resolution and public involvement experience, in most of EPA's programs particularly the regulation development and Superfund programs.

Scott Davis, Scott.G.Davis@dhs.gov
Director of Policy, DHS / Office of the Federal Coordinator for Gulf Coast Rebuilding

As both an urban planner and policy analyst, it has been Scott's experience that government efforts that include adequate public involvement and community participation are ultimately 1) more quickly implemented, and 2) more effectively implemented.

Beth Duff, Beth_Duff@ios.doi.gov
Deputy Director, Office of Conservation, Partnerships, and Management Policy, US Department of the Interior

Beth has worked on external partnerships at the bureau and departmental level, and has developed policies and training to support partnering.

Walter Dunn, wdunn@fs.fed.us
Collaborative Forest Restoration and International Program Manager, USDA Forest Service

In 2001 Walter started the New Mexico Collaborative Forest Restoration Program (CFRP), which has provided over 100 federal grants for projects that directly involve over 300 interest groups in cross jurisdictional forest restoration and small business development projects on Federal, Tribal, State, County, Land Grant, and Municipal forest land.

Jan Engert, jengert@fs.fed.us
Director of the National Partnership Office, USDA Forest Service

Jan was the Charter Director of a national level office in the Forest Service to expand the capacity of the Forest Service employees and external organizations to work together in advancing land stewardship and conservation of the nation's forests.

Tony Faast, Tony_Faast@fws.gov
Staff Biologist, US Fish and Wildlife Service

Tony has experience with extensive public input scenarios related to the regulation process. He is a skilled facilitator in group processes, providing trainings in collaboration and combat facilitation skills.

Suzanne M. Fournier, Suzanne.M.Fournier@usace.army.mil
Director of Public Affairs, U.S. Army Corps of Engineers

Suzanne has had two dozen years of direct engagement with the public and stakeholders at public meetings, availability sessions, open houses, public tours, listening sessions, face-to-face scheduled meetings and informal meetings opportunities by attending community events with exhibits/materials to answer citizen questions. Suzanne set up first public outreach offices at chemical weapon stockpile communities so citizens could walk in and get information and ask questions. She set up and assisted citizen advisory groups and restoration advisory boards.

Shayla Freeman Simmons, Shayla.Simmons@sol.doi.gov
Senior Counsel for Collaborative Action and Dispute Resolution, Department of the Interior

Shayla provides process advice and assists program managers to procure third party neutral assistance in the resolution of environmental conflicts. Shayla also provides internal coordination expertise in high-profile FACA activities that lead to negotiated rules or other consensus products for agency action.

Elena Gonzalez, Elena_Gonzalez@ios.doi.gov
Director, CADR office, U.S. Department of the Interior/Office of Collaborative Action and Dispute Resolution

The CADR office promotes increased and improved use of public engagement and community participation processes to advance DOI's mission and goals. It advocates for the early use of cooperative approaches to planning, problem-solving and decision-making in all areas of DOI's work.

Robert Jensen, Robert.Jensen1@dhs.gov
Director of External Affairs, FEMA

Robert has 25 years of national and international experience in strategic communication, outreach and public information efforts. His current role includes oversight of community preparedness, national outreach, and disaster communications for public information.

Deborah Katz, deborah.katz@dhs.gov
Director of Office of Collaborative Strategies, Transportation Security Administration

The TSA is focusing on building an internal culture that supports effective collaboration and engagement in an effort to align its internal culture, values and practices with how it expects its employees, in all capacities, to engage its many public stakeholders. Deborah's office has taken a systems approach to giving every employee in the organization both general and specific skills, tools and, critically, organizational support for effective communication and cooperative problem solving.

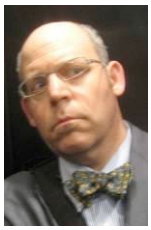
Marcia Keener, marcia_keener@nps.gov
Office of Policy, National Park Service

Marcia is a Program Analyst in the Office of Policy, National Park Service (NPS). She also serves as the NPS Deputy Dispute Resolution Specialist for both workplace and external conflict – working closely with the Department of the Interior's Office of Collaborative Action and Dispute Resolution. She is a practicing mediator and facilitator. She coordinated the NPS policy and training for Civic Engagement and Public Involvement (Nov. 2003).

Janet P. Kotra, jpk@nrc.gov
Senior Project Manager for High Level Waste Regulatory Communication, US Nuclear Regulatory Commission

Janet is the Senior Project Manager for Public Outreach. She organized and participated in over 30 public meetings with citizens of affected counties and tribes at Yucca Mountain. She is also the Chairman of the International Forum on Stakeholder Confidence, sponsored by OECD/NEA.

David Kuehn, David.Kuehn@fhwa.dot.gov
Program Manager, Federal Highway Administration Office of Corporate Research



David has experience at the local and federal level engaging the public on land use, environment and transportation.

Darlene Meskell, darlene.meskell@gsa.gov
Office of Citizen Services, US General Services Administration

Richard G. Morris, morris.richard@dol.gov
Coordinator of Youth Offender Initiatives, US Department of Labor ETA/OWI/DYS

Richard has been in the youth development field for the last 10-15 years.

Leanne Nurse, nurse.leanne@epa.gov
Program Analyst, US Environmental Protection Agency

Leanne's lifework has been to organize and facilitate participation of marginalized people in community development, multi-media communications, environmental policy and interfaith dialogue.

Deborah Osborne, deborah.osborne@ferc.gov
Federal Energy Regulatory Commission

Deborah is the Group Manager of the Dispute Resolution Service, Federal Energy Regulatory Commission. The program provides neutral third-party assisted, alternative dispute resolution services including facilitation and mediation, and training to energy stakeholders engaged in collaborative problem-solving and energy-related conflicts. She serves as a Non-Native Mediator on the US Institute of Environmental Conflict Resolution's Native Network Roster.

Vivian Ota Wang, votawang@nnco.nano.gov/ otawangv@mail.nih.gov
NIH Agency Representative to the National Science and Technology Council, National Nanotechnology Coordination Office AND the National Human Genome Research Institute - NIH

Vivian has planned, implemented and evaluated community and public engagement and outreach activities for over twenty years She is currently the Chair of the NNI Nanotechnology Community Engagement and Communications Working Group that is planning nanotechnology related public participation and communication efforts for the National Nanotechnology Initiative.

Bill Peoples, william.l.peoples@usace.army.mil
Team Leader, USACE Actions for Change Theme 3: Communication of Risk to the Public, US Army Corps of Engineers

In the last few years, Bill has been involved in the public involvement with two high-risk dams, conducting over 40 public meetings. He is now the national team leader for a program that is revamping risk communication and public participation in USACE.

Amber Roseboom, Amber.roseboom@dhs.gov
Director of Public Liaison, Office of the Federal Coordinator for Gulf Coast Rebuilding

John Shea, John.P.Shea@fema.gov
Federal Emergency Management Agency

Bernice Steinhardt, steinhardtb@gao.gov
Director, Strategic Issues, US Government Accountability Office

GAO's work has drawn attention to the need for more effective collaboration across levels of government and non-government sectors for a wide variety of purposes. Early in Bernice's career, before coming to GAO, she led public participation programs at the Interior Dept., CEQ and elsewhere.

Virginia Tippie, Virginia.Tippie@usda.gov
Director, Coastal America, National Oceanic and Atmospheric Administration

Virginia is the founding director of Coastal America, an innovative federal program that combines federal, state, local and private resources and expertise in a working partnership to restore and protect the coastal environment. With over 1000 projects in 26 states, the partnership has restored thousands of acres of wetlands, re-established hundreds of mile of spawning streams, mitigated sources of pollution and protected endangered species.

Ken Vest, kvest@nnco.nano.gov
Communications Director, National Nanotechnology Coordination Office

Ken's experience dates back to the health care reform effort in the 1990s. He worked for AARP and helped prepare video and presentation materials for member outreach at AARP chapters across the nation. Ken also helped organize and coordinate a day long forum on aging and the media in Los Angeles for AARP. And Ken did publicity for and organized a Save the Children Capitol Hill event for successful after school programs. Most of Ken's experience in this area was as a broadcast journalist covering public forums, town meetings, and community meetings.

Candice Walters, Candice.S.Walters@usace.army.mil
Public Affairs Specialist, US Army Corps of Engineers

For more than 15 years, Candice has been working specifically with the community involvement programs associated with cleanup programs. She has provided guidance, advice and training on how to more effectively work with communities and public input.

Cheryl Young, cheryl.young@gsa.gov
Financial Management Analyst, General Services Administration Public Buildings Service

Cheryl's primary experience with public and community involvement has been as a citizen and active member of a non-profit community organization that works collaboratively with different departments within the Maryland and Prince Georges County government, and with government officials, and businesses operating in the area and supported by the community. Community involvement is high and the organization has successfully lobbied to have several construction projects and community events funded and/or sanctioned by the state and county governments.

Non-Agency Participants

Archon Fung, archon_fung@harvard.edu
Professor, Harvard University, Ash Institute for Democratic Governance and Innovation

Archon's area of research is democratic innovation. He examines medium and large-scale experiences of public engagement in realms such as planning, public services, regulation, & economic development.

Joe Goldman, jgoldman@americaspeaks.org
Vice President of Citizen Engagement, AmericaSpeaks

Joe has directed and managed large-scale citizen engagement initiatives across the country, including the New Orleans recovery process after Hurricane Katrina, participatory budgeting in Washington, DC, and a statewide conversation on health care reform in California.

Susanna Haas Lyons, shaaslyons@americaspeaks.org
Program Associate, AmericaSpeaks

Susanna has designed and managed an array of large-scale citizen engagement initiatives, including a national meeting for rural leaders and a four-site meeting to develop a citizen-led plan for rebuilding New Orleans. Before joining AmericaSpeaks, Susanna coordinated the British Columbia Citizens' Assembly on Electoral Reform.

John Kamensky, john.kamensky@us.ibm.com
Senior Fellow, IBM Center for Business and Government

John championed research reports on public participation and include it as a discussion topic in conferences as a key element in broader government reform efforts.

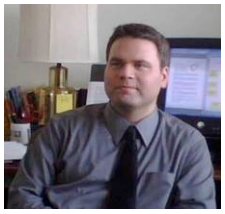
Carolyn J. Lukensmeyer, cjl@americaspeaks.org
President and Founder, AmericaSpeaks

Carolyn is the founder of AmericaSpeaks and a leader in the field of deliberative democracy and public deliberation. Carolyn has led large-scale citizen engagement initiatives around the world. Since 1995, AmericaSpeaks has engaged more than 145,000 citizens in policy making processes.

Martha McCoy, mmccoy@everyday-democracy.org
Executive Director, Everyday Democracy

Everyday Democracy works with communities across the country, helping them build their own capacity to bring people together for deliberative dialogue and problem solving.

Alexander Moll, amoll@americaspeaks.org
Program Intern, AmericaSpeaks



Alex has planned small-scale public deliberations with communities and members of Congress over the past four years. His work focuses on infusing creativity and authentic long-term problem-solving to governance. In addition, his current research investigates how public deliberation contributes to public policy.

Priya Parker, priya.parker@gmail.com
Masters Candidate, Harvard Kennedy School of Government

Priya is a co-founder of the Sustained Dialogue Campus Network, an organization that helps college students start organizations on campuses to engage in dialogues on race and other strained relationships. Priya was also an Analyst with the Parliamentary Research Service, in New Delhi, a research group for Members of Parliament to strengthen the legislative process in India, making it more information-driven, participatory, and transparent.

Donna Parson, dparson@demos.org
Senior Projects Manager, Demos

Demos encourages an active citizeny in elections and works for an empowered public sector. Donna has led state and regional community organizations engaging citizens in decisions affecting their lives.

Robert M. Tobias, rtobias1@verizon.net
Professor, American University

Robert has a long term interest in ensuring stakeholder involvement in the decisions made by government.

APPENDIX

Champions of Participation

Appendix A: Recommendations from Individual Participants

At the conclusion of the conference, participants were asked to write down on a worksheet the one recommendation that they believe is most important for the Open Government Directive to adopt.

- The Federal government should drive collaboration and public participation by modeling the best of civic engagement. Within 120 days, all federal agencies will submit plan for integrating civic engagement in their missions. Within 180 days agencies should produce a plan for integrating participation/collaboration competencies into human resource related systems [recruitment, hiring, position descriptions, training, performance agreements and appraisals, promotions, rewards, etc] and assure consideration of participation and collaboration in strategic planning and budget processes. Each department or agency will demonstrate that it has involved its internal and external stakeholders in development of these plans.

- Within 180 days, a national dialogue on a topic of vital public interest will be launched. In addition, each agency with a direct report to the President will submit a plan for a public dialogue on a matter that is critical to the agency's mission. Plans will include the following:

    - A clear question of vital interest that policy makers must address.
    - Multiple (non-survey) means of public input on the subject.
    - Identification and training of agency personnel to conduct public participation activities.
    - Development of mechanisms for agency reporting on the outcomes of the dialogue and agency response to input.
    - Identification of topics for future agency-sponsored dialogues, new structural components within agencies to support such dialogues, and plans for the continuation of public participation processes.

- Open Government means a government open to working with its citizens to improve their quality of life. Therefore, Open Government will include citizen groups at the local level involved in the planning for and management and use of the natural resources in their local area. This will require collaborative planning and management among all levels of government with land or natural resource responsibilities in the area. This is a form of networked governance. Greater participation in resource planning and management will enable both the government and the citizens to understand more fully the resource challenges our nation faces.

- Create an overall policy that endorses and requires public participation programs within government agencies.

- The Directive should articulate that "Meaningful civic engagement is a key part of every agency's mission". It is not just a means to an end. It is not something we do in when we "have time." It is not something "in addition" to our mission work, IT IS our mission work. Through meaningful civic engagement we then will be successful in achieving together a whole suite of important outcomes for our society - affordable health care, healthy landscapes, alternative energy sources and a sound economy.

- *Timeliness* - a sense of urgency in public deliberation! Time is the commodity of our era. Processes that take forever (i.e. longer than a year), drain enthusiasm, support, and trust in Government actions. I recommend that no government/citizen effort take longer than one year from initiation. [With proper pre-work prior to beginning the collaborative effort ... it <u>can</u> be done.] Twice as long, never means twice as good. Let's move forward in solving the problems of today, so we can begin to tackle the problems of tomorrow!

- The Open Government Directive should be clear in directing agencies to recognize/embrace that public engagement is not an add-on to our work; it is the work of government. Agencies should endeavor to look at all of their work with this in mind and appropriately shift their focus to citizen-centered delivery of mission. Agencies should embrace the use of citizen stewardship and local knowledge in formulating mission delivery mechanisms.

- Incorporate by reference all of the previous directives and efforts related to public engagement. This new E.O. should not be seen as replacing existing efforts but as embracing and further embedding the broadest possible use of technologies, strategies, tools and techniques for engaging all levels of government, industry, NGOs, other stakeholders and the public in federal planning, policy development, decision-making and problem-solving. Otherwise, the language gets parsed as signaling a change for one set of tools to a new set of tools, when we need all of these process options available to make government work better.

- Similar to the eGov initiative, establish an office that will do the following:

    - Provide funding
    - Encourage the adoption of best practices/benchmarks
    - Serve as a center of excellence (archives, resource center, training, conferences),
    - Facilitate networking/collaboration between agencies
    - Promote/reward innovation in agency implementation of the initiative

- In order for the federal government, by both example and direction, to foster an enduring transformation in the relationship between government and the citizens it serves and in the quality of public discourse:

    - As important as surmounting legal, technical and budgetary barriers is addressing the issue of government cultural norms and inertia - the disincentives to candor and collaboration should be eliminated or outweighed by incentives favoring information sharing and engagement. Further, culture will only change if public participation becomes part of the fabric of agencies rather than being 'owned' only by 'champions' and practitioners. Tools that could both model and drive culture transformation might include:

        - Creation and ongoing use of a number of subject matter working groups/communities of practice. Such groups would:

            - include diverse agency decision makers as well as internal and external experts/practitioners in the many disciplines that support effective participation, information exchange/communication, technology, conflict management, organizational change and development;
            - develop coordinated definitions, standards, long term goals and interim outcomes;
            - build on existing examples and best practices and be a continuing source of analysis, innovation and improvement, information sharing and outreach.

    - A robust resource website with opportunity for dialogue and comment, a catalogue of internal experts/practitioners and a knowledge management system in which government civic engagement tools, practices and initiatives that are replicable and demonstrate achievement of desired outcomes are posted in a searchable database.

    - A high level, cross-government coordinating body to ensure a systems approach to culture change, to guide the work of the working groups and set direction to the executive branch to include integration of the principles, skills and behavior necessary for optimal civic engagement into hiring, promotions, rewards and recognition, training, leadership

development, performance management, internal audits and assessments, communication strategies, budget and planning processes.

- Develop a single, online portal where citizens can go to get answers to the question, *How does my federal government work for me?* At this site, citizens would be able to access basic information about what U.S. Government programs/agencies/opportunities exist, how citizens can learn more (links) and how they can participated in questions/issues/rulemakings *etc.* that matter to them. All material at this portal should be easy to search and expressed in "plain language" (both English and Spanish) with assistance available for the visually impaired or other challenged users. This site could include video clips of real people explaining more complex issues, or topics of high interest.

- To quote AP CEO Tom Curley regarding open records law (state or Federal) “Today it takes courage to obey the law”. The Directive should adopt, promote, and encourage transparency, citizen participation, and collaboration through the use of rewards, incentives, and openness that result in win-wins from the top down through a well screened and qualified leadership selection process that results in cultural shifts within agencies and across all three branches of government.

- Create a presidentially mandated Inter-Agency Work Group on Public Participation.

- Leveling the playing field so the public/citizens/consumers are “at the table” and empowered through interest-based negotiation and other collaborative tools and skill sets to really “effect positive change” with their government on projects and initiatives such as smart energy at reasonable costs, among others, that are important to them and affect their daily lives.

- Develop culturally responsive methods and evaluation tools to ensure respectful inclusiveness regardless of cultural background, language preferences, literacy levels and economic resources.

- Demonstrate a willingness to listen and to hear.

- Always value human interaction. While social media outreach and Web 2.0 is a powerful tool it should always be interactive encouraging collaboration and staying away from one-way communication. However, it must always be part of a strategy that also includes face to face communication.

- The OPM should be charged with adjusting an appropriate number of public affairs area specialists, media relations and communications professionals with public engagement tasks. Some study should be given to creating senior level public engagement compliance officers who work at the highest level of cabinet and independent agencies to ensure the culture change that is essential to create a higher level of participation

- Establishing and adopting a realistic incentive system to make agency leaders and managers want to embrace public participation and removing the barriers to embracing public participation within agencies by changing the laws and agency policies that impede it.

- The Open Government Directive should contain an inspiring vision statement on participatory governance accompanied by financial and other incentives to stimulate use and by performance measures to gauge progress in achieving the vision.

Appendix B: Key Indicators of Success

Participants discussed what it would look like for the Open Government Directive to be a success and generated a set of key indicators that could be used to evaluate efforts to create a more open government.

Top Indicators

- Public trust of government and a sense that government is accountable to the public increases
- Skill sets of openness, conflict resolution and public participation are included in hiring, development, and evaluation of employees
- The number of opportunities for people to participate in meaningful public processes increases
- The number of people participating in meaningful public processes increases
- The quality of participation in public processes increases
- Cross agency collaboration increases
- Investment in capacity building for federal employees to support public participation increases
- Every agency has established at least two public participation projects where there is significant public interest. These are well-structured and supported projects for ongoing participation that have measureable outcomes for process and tangible results.
- Civic engagement has become a measurable part of each agency's mission
- An online compendium of best practices in participation and collaboration is widely used by federal managers
- Political appointees are evaluated based on whether and how they create processes in their agency that are transparent, inclusive and participatory
- Federal agencies have leaders who value not knowing and are willing to engage in collaborative learning in order to know

Additional Indicators and Vision Elements

- Less litigation
- Performance measures are created for federal managers and leaders in public involvement, collaboration and conflict resolution
- Citizens report that they feel the outcomes of their participation was meaningful
- More funding is available for participation as a percentage of program spending
- Clear guidance is available for agencies on when and how to use participation tools
- A job service has been created for participation skill sets
- A certification process has been created for managers who engage in public participation
- In addition to cost-benefit analyses, managers conduct public-values analyses
- Each agency has internal structures in place for quality public participation
- Agency managers have access to a wide body of knowledge and accepted practices on public engagement
- A robust government-wide knowledge management system shares practices and tools to show that participation produced results and is scalable. It is accessible through a searchable database
- Fewer lawsuits and litigation over the NEPA process
- One or two projects that demonstrate that "people participated, government listened, and the input made a difference"
- Every agency has created a structure and process of public participation in at least two programs

of significant public interest

- Government-wide awards have been created to recognize excellence in participation and collaboration
- The Freedom of Information Act is used less often because people feel they have the information they need
- People who are interacting with the public are more senior in their agencies and have greater access to decision making
- Incentives have been created to integrate budgets across agencies, correcting structural issues that impede collaboration
- Open government laws at the state level have been expanded
- Participation at the local board level – like workforce boards – has been expanded
- A culture of ownership has been created by decision makers for public involvement
- Public engagement programs include mechanism for feedback to public participants
- Federal job descriptions include demonstrated skills for public participation
- System wide use of baseline principles for effective citizen engagement have been established
- Real infrastructure: money and people to support participation is available and used
- Budgets accommodate working this way (multi-year, dedicated funds, Anti-Pass the Hat lifted and agencies can share costs)
- The public has deeper public access into federal agencies
- Reduced access to entry. New participants engaged. Moving beyond traditional entrenched stakeholders
- Ability of the public to connect, disconnect and reconnect based on their interest and need

Appendix C: Roles for Public Engagement

Participants discussed the different roles that the public may play in agency activities and where there may be the most value for the Open Government Directive to focus its attention.

ISSUES ON WHICH TO ENGAGE THE PUBLIC

Economy

- Basic role of government in the economy
- Housing policy
- Protecting 'we the people' in the national debt conversation
- Proper alignment and investment of federal resources as we innovate the economy
- The role of government regulation
- Poverty: a real dialogue on have, have-nots, inclusion, and social justice

Security, Infrastructure & Disaster Preparedness

- Transportation security and the trade-offs involved with screening, oversight, and resource expenditures.
- Disaster preparedness with regard to individual responsibility vs. government responsibility
- Aging infrastructure across the country

Climate change/energy

- Stewardship and sustainability (individual and collective behaviors)
- Adapting to climate change (zoning land use, sea level rises, how to mitigate and adapt)
- Land management as it relates to climate change and (alternative) energy, ex. Biomass
- The role of nuclear power and the collective responsibility for nuclear waste disposal
- Conflicts between renewable energy development and conservation
- Map what's already happening in communities and give national voice through local collaborations

Other

- Health care reform
- Criminal justice system and how resources are being spent in relation to our national goals
- Civic education and training of youth in collaboration and civic skills.
- How are tax dollars spent?
- Networked government

WHAT VALUE DOES THE PUBLIC BRING TO AGENCY ACTIVITIES?

- The public can establish the value that should be driving policy
- The public and stakeholders bring expertise and experience to the development of programs
- Involving the public in planning can reduce opposition later on and save time and resources by preventing mistakes
- The public can participate in collaborative fact finding, planning, evaluation of trade offs and developing implementation plans.
- Public involvement ensures that stakeholder and interest groups are not dominant in shaping policy

- Involving the public is important because individuals must often change their own behavior in order to solve important problems. Involving the public gives the public a chance to be part of the solution. Public involvement is often necessary for solutions to be sustainable.
- The public can play a valuable role in monitoring the implementation of government programs and holding the government and other actors accountable

CAUTIONARY NOTES

1. How do we manage expectations, if we actually start to communicate to the public that they should be in on all these issues? How do we prevent un-intended consequences? Are we prepared to manage by consensus? Is there a need for promotion of local consensus building?

2. We must be thoughtful about the design of public processes to ensure that we don't embed negative unintended consequences.

3. We must be choiceful in determining what decisions are most important on which to involve the public to ensure that the public is engaged where citizens bring the greatest value to the table

4. How can we be culturally responsive without being culturally repressive or oppressive?

Appendix D: Opportunities and Barriers

Participants discussed the most important opportunities to greater participation and collaboration as well as the most important barriers that inhibit greater participation and collaboration.

Opportunities

- Build upon the collaborative problem solving methods that have been developed through NEPA
- The President has an opportunity to demonstrate the value that public participation and collaboration can bring to the policy making process through a set of high profile initiatives that involve the public on issues of high public concern. These demonstrations should highlight the value of participation and collaboration on multiple levels, including (1) national policy making, (2) federal intergovernmental collaboration, (3) cross-jurisdictional collaboration, and (4) individual agency problem solving.
- Use the US Office of Personnel Management (OPM) to help reach the goals of the Open Government Directive through the creation of job descriptions, rewards, and incentives, and the OMB to hold agencies accountable for making progress on creating a more open government.
- Introduce real-time accountability around public engagement and collaboration through electronic means (blogs, feedback mechanisms)
- The opportunity to level the playing field for the public and stakeholders to have equal power in collaborative governance and decision-making.
- Structural support to develop government-wide systems to expand the use of participation and collaboration; e.g. trainer certification for collaborative skills, an inter-agency working group
- “Fed Net”: a Federal network of participation champions that was built out of the 2006 Champions of Participation Conference
- Agency and government awards for this work
- Build on existing processes like the Citizens Health Care Working Group (citizen-led, large scale discussion on health care that delivered a report to the President and Congress) and do something like this on tax reform
- Create a shared vocabulary based on the good work done by the International Association of Public Participation framework on participation,
- Build upon and expand the existing networks of collaboration, transparency and problem-solving networks in the federal government
- Create a new governance framework that will champion participation throughout the federal government, starting with the President and trickling down
- Use social media—to build on change.gov and whitehouse.gov to engage the public, and leverage it to create opportunities for deliberation
- Expand on regional federal awards to enable collaboration and expand and build on what they do
- Use a government-wide technology platform and other established networks to enhance visibility so that the public and stakeholders have a greater understanding of how the government works and they can then decide on how they wish to participate
- Leverage social media to create opportunities for deliberation
- Improve visual literacy among federal agencies and personnel responding to technological and generational trends.

Barriers

- Participation is not valued inside agencies
- Unfunded mandates to support participation; lack of funding in general
- Barriers for pooling money across agencies
- Three laws that prevent participation: FACA, the Paperwork Reduction Act, and the Anti-Pass the Hat Act
- Regulations within each agency that prevent or inhibit participation
- Lack of funding for participation
- Lack of smart and effective use of technology across the board
- The lack of trust in the public by government staff
- Lack of nimbleness: we don't have the flexibility to implement new engagement strategies because hiring and other systems have already been put in place
- Need to have a clear link between the Open Government Directives and agency missions
- Failure to set and maintain time limits for making decisions; tendency to wait until the data's ready
- Absence of a shared vision across government and a need to have a shared culture (concerns of territory and turf) and a need to move towards a stewardship and public trust
- We cannot only focus on electronic communications because we must recognize the challenges of engaging portions of the population with different literacy levels and languages online.
- Social media may be a potential barrier. Because it's so attractive, even if it's not the right solution, it's too popular to resist
- Too many program managers have an attitude of 'we're the experts'
- Are FACA and NEPA a barrier, or can we work around them?
- Systems, mindsets and cultures that don't support collaborative process are risk-averse and continue to be rewarded
- Providing adequate time to engage the public in decisions.
- The increase in program size and complexity with constant or decreasing staff sizes requiring the use of technology to increase the efficiency and effectiveness of public engagement.

Appendix E: Conference Agenda

Champions of Participation II

A Conversation Between Federal Managers about the Open Government Directive

Monday, March 30, 2009, 6:30 – 9 p.m.
Crescent Room, One Washington Circle Hotel, Adjacent to Circle Bistro
One Washington Circle

6:30 p.m. **Welcome and Context**
Carolyn Lukensmeyer, AmericaSpeaks

6:45 p.m. **Open Government Directive Overview**
Beth Noveck, Office of Science and Technology Policy

7:15 p.m. **Dinner and Evening Discussion Program**

8:45 p.m. **Review Tuesday's Program**

9 p.m. **Close**

Tuesday, March 31, 2009, 8:30 a.m. – 4 p.m.
Ritz Carlton Hotel, Ballroom – Salon 3B
1150 22nd Street, NW

8:30 a.m. **Continental breakfast**

9 a.m. **Welcome and Review of Agenda**

9:15 a.m. **Key Indicators of Success**

- How will we know if the Open Government Directive has been a success? What will the federal government look like at the end of the first term of the Obama Administration?

9:45 a.m. **Roles for the Public**

- What are the most important ways that public involvement and collaboration can contribute to delivering on your agency's mission?
- What public involvement roles should the Open Government Directive focus its attention on, if any?

10:30 a.m. **Opportunities for and Barriers to Participation and Collaboration**

- What are the greatest opportunities that the Open Government Directive can take advantage of, expand, build upon or leverage?
- What are the greatest barriers that the Open Government Directive must address to increase the amount and quality of participation and collaboration?

11:15 a.m. **A Catalyst for Participation**

- Given the opportunities and challenges we have identified, what are the most important things that the Open Government Directive should do in order to encourage experimentation with public participation and collaboration?

    - What policies should be put in place or reformed?
    - What processes, systems or structures should be initiated?
    - What resources should it make available?
    - How does the culture of agencies need to change?

1:15 p.m. **Proposing Pilot Projects**

- Develop pilot projects that the OGD could initiate to demonstrate the value of public participation and the roles that could be expanded upon

2:30 p.m. **Most Effective Agency and Cross-Agency Structures**

- What structures and governance need to be put in place in your agency to increase the effectiveness of our citizen engagement strategies?
- What cross-agency structures and processes are needed to influence and monitor the President's directive most effectively?

3:15 p.m. **Recommendations to the Open Government Directive**

3:45 p.m. **Wrap Up and Next Steps**

4 pm **Close**

Appendix F: Pre-Conference Survey

Programs that Benefit from Participation

In your agency, what specific kinds of activities or programs would benefit the most from greater citizen participation or collaboration with communities?

- **Centers of Disease Control and Prevention:** Decision making on "sticky issues" where values collide and no scientifically right answer exists; Implementation of public health recommendations requiring capacity building in communities; Programs seeking to increase health and wellness.

- **Dept of Interior:** NEPA processes. Development of resource management plans, general management plans, and comprehensive conservation plans resource and/or land management policies national policy regarding wildland fire management. Tribal consultations and serving Native American communities**. A**gency rule development under the Administrative Procedures Act.

- **Dept of Interior:** Broadly, the planning and management of public lands overseen by Interior benefits from public involvement. Particularly volunteer programs need greater citizen participation. The Council on Environmental Quality needs to continue playing a leadership role in coordinating among the natural resource agencies. This model might be useful among other agencies that have cross-cutting issues.

- **Dept of Labor:** Grants and projects that seek to integrate faith and community-based organizations and programs that seek to coordinate local, state, and Federal agencies

- **Dept Homeland Security/Gulf Coast Rebuilding:** Post-disaster planning for long-term rebuilding at the state and local level.

- **Environmental Protection Agency:** Regulation development and site specific issues such as permits, cleanups, enforcement actions; Rulemaking beyond notice and comments/online comments and technology/information access policies; Spending stimulus money (short-term); Embedding collaborative performance standards in all appropriate position classifications, from manual labor to senior executive service

- **Federal Highway Administration:** Federal-aid highway and public transportation programs are federally-assisted state and local programs. While some states have good public participation, on national programmatic and policy issues there are difficulties gaining a broad audience or holding open discussion with industry and traditional stakeholders.

- **Federal Emergency Management Agency:** Preparedness, mitigation, and disaster assistance programs.

- **Federal Energy Regulatory Commission:** Smart energy infrastructure planning and development; fair and efficient energy markets; energy rulemakings; ensure workforce and stakeholders have collaborative and interest-based negotiation skill sets to overcome barriers to accomplish missions and achieve successful outcomes together.

- **Forest Service:** Forest Planning processes, project-level decision-making, strategic regional plans, national-level strategies.

- **Forest Service:** Forest Restoration, hazardous fuels reduction, forest and project planning, woody biomass utilization, road decommissioning, and development of inter-agency, landscape scale forest and watershed restoration projects.

- **Government Accountability Office:** As an audit agency, GAO would benefit from information that communities could provide on federal activities--particularly, today, on implementation of the Recovery Act.

- **General Services Administration:** Community outreach programs involving citizen participation and collaboration with communities in urban development, small business opportunities and employment recruitment initiatives.

- **National Endowment for the Arts:** We already have deep experience collaborating with communities: i.e., Governor's Institute on Design or Mayor's Institutes on City Design. We use the arts as a way to support and develop communities, in addition to employing the arts in recovery, such as Katrina recovery for communities. Arts as an economic stimulation to community recovery. Further, we are versed in modes of representation that help the public think about and envision their future and solutions.

- **National Park Service:** Where there is discretionary decision-making (examples include planning activity at every level, regulatory activities, programs, interpretive media and messages etc.)

- **Transit Security Administration:** We join other DHS components and other agencies at the center of the nation's ongoing debate on how the government balances the fundamental but often competing interests surrounding homeland security. Aside from those decisions which are based on security information that cannot be broadly shared, most major initiatives at TSA that affect the traveling public can benefit from some form of public participation.

- **US Army Corps of Engineers:** Every program, but especially with the dam and levees projects, part of the USACE National Flood Risk Management

- **U.S. Army Corps of Engineers:** Public engagement to help citizens understand the risk of living behind levees, it is a shared risk responsibility between federal, state, local government, levee boards and the residents.

- **US Fish and Wildlife Service:** Multi-agency conservation efforts. No agency has the money, staff or resources to go it alone these days. Collaboration/public partnering is essential.

- **Veterans Affairs:** The Department of Veterans Affairs could benefit from partnerships that further enhance the services provided to Veterans: especially those Veterans who are returning from the global war on terrorism with traumatic injuries.

Appendix G: Pre-Conference Survey

Innovations in Citizen Participation

What one or two projects or programs are you aware of that represent significant innovations in citizen participation that may serve as a model for the Open Government Directive?

- Regulation Development - the use of Situation Assessments to choose the appropriate level of involvement.
- Use of Charettes to redevelop Superfund sites and deal with watershed issues and TMDLs. (EPA)
- Programs like Job Corps, YouthBuild and Workforce-focused projects each as a matter of course seek to integrate community-based involvement and participation. (DOL)
- We (USACE) are developing a Train-the-Trainer Program that may become a model for risk communication and public participation.
- The Public Engagement Project on Community Control Measures for Pandemic Influenza (IAP2 Project of the Year Award, co-winner, 2007)
- The Public Engagement Pilot Project on Pandemic Influenza (CDC)
- Online deliberation on EPA's 2003 Public Involvement Policy
- Multiple workshops with Affected Units of Local and Tribal Government to facilitate understanding of NRC's licensing process
- The Army put together a public involvement team that produced the Army Public Involvement Toolbox that includes a number of tools, templates, etc., https://www.asaie.army.mil/pitoolbox
- High Desert Partnership (Central Oregon) and its efforts to foster agency/citizen solutions to local environmental issues. (US Fish and Wildlife)
- In 2007, 3,500 Californians came together simultaneously across eight cities to identify collective priorities on health reform to guide policy makers. The integration of face-to-face deliberation with technology represents a significant model that may benefit the federal policy making process.
- In 2008, the OMB sponsored an online dialogue on health IT that engaged hundreds of people in sharing their priorities and concerns on the issue, which also may serve as an important model for agency public consultation.
- The Change.org website and the use of social themes (global warming, education, healthcare, homelessness, etc.) are examples of how internet-based technologies are used to encourage innovation, citizen participation and problem solving. When campaigning for the presidency, the change.org internet site was exploited by Obama and his election committee to communicate his vision and to solicit feedback and funds from citizens. This use of the internet revolutionized and forever changed how individuals will use information technologies in political processes.

- The recovery.gov site is an example of how internet-based technologies will further enhance community involvement. Although the site is in the initial stages of development, the site will become more dynamic, robust and interactive as information is loaded onto the site and agencies obligate the American Recovery and Reinvestment Act of 2009 funds. Citizens are encouraged to make posts on a Recovery.gov site where they can share stories on how they are affected by recovery act programs.

- Interagency work on Environmental Conflict Resolution and collaborative problem-solving (use of impartial situation assessments and collaborative design of shared decision-making processes that engage key stakeholders in developing policies, regulations, project planning, and problem-solving when competing interests are present).

- Greater use of NEPA Collaboration and Adaptive Management efforts led by CEQ

- Wolf Creek Dam is one of six dams that fall into the high risk of potential catastrophic failure. Aggressively plans were underway to start repairs but it would take years and lowering the lake levels on Lake Cumberland 30+ feet, Lake is largest lake in central US, known for recreation, wildlife and fishery. Over 40 official meetings were held to explain the urgency and significance of lowering the lake level to upstream lake residents, business owners and KY state agencies and down stream communities, emergency managers and state of Tennessee to explain what was being done to ensure stability of the dam, safety and emergency procedures in the unlikely event something occurred. This involved aggressive media engagement, visuals, subject matter experts speaking plain English, maps, tours and countless personal engagements.

- Citizen forums held to inform the development of local long-term community recovery plans in Southern Louisiana and New Orleans following Hurricanes Katrina and Rita.

- Council on Environmental Quality (CEQ)'s effort to invigorate the use of collaboration in the NEPA context is important. At my agency, there is not yet adequate buy-in among program staff to change the manner in which we approach the use of collaboration in NEPA, largely due to ongoing litigation or fear of new litigation being initiated.

- NY State seems to have a comprehensive Open Government program already in place. May be valuable to incorporate some of their best practices as bench marks if suitable for this directive

- AmericaSpeaks. The Keystone Center

- Games for Change (G4C) or the Serious Games initiative coming out of the Woodrow Wilson Center. (But also MMORPG - massively multi-player online role-playing games - which allow thousands of people to be participating together.) G4C develop participatory culture in the interest of problem solving major social issues. If government is about problem solving for social benefit or public benefit, then we should be talking about G4C.

- NEA projects related to designing communities: Education Leaders Institute (designing public education), Mayor's Institute on City Design, reach out to use the field of design, design language and structure to engage communities in problem solving. These projects serve community leaders more than numerous citizens.

- The Obama campaign website was also very impressive.

- Use of mass-scale on-line dialogue efforts, like the National Dialogue effort, or HabitatJam.

- Blackfoot Challenge www.blackfootchallenge.org Malpai Borderlands Group www.malpaiborderlandsgroup.org Uncompahgre Plateau Project www.upproject.org Walla Walla Watershed Alliance www.wwwalliance.org

- Collaborative Forest Restoration Program, Open Space Conservation Strategy, Forest Planning Rule, Healthy Forest Restoration Act, 10-year Implementation Strategy for National Fire Plan

- The National Citizens' Technology Forum on Human Enhancement through use of the convergence of new technologies. This was a robust and intensive version of extended focus groups that would serve as a useful model.

- The TSA Blog and the "Got Feedback" initiatives have provided invaluable input to TSA on everything from technology to our standard operation procedures. Additionally, our program for screening passengers with disabilities and medical conditions is a model of stakeholder input and collaboration.

- The New Mexico Collaborative Forest Restoration Program (CFRP) and the "Forest Landscape Restoration Act" that congress sent to the President this week as part of the Omnibus Lands Bill. The act will take many of the lessons learned by the CFRP and expand them into a national program.

- FERC's Dispute Resolution Service provides free, accessible, neutral third-party assisted alternative dispute resolution (ADR) or facilitation and mediation services to citizens and other parties engaged in FERC related energy disputes; provides free training in interest-based negotiation and collaborative problem-solving to internal and external stakeholders to prevent and resolve energy conflict.

Appendix H: Pre-Conference Survey

Barriers to Participation

In your experience, what are the greatest barriers to high quality citizen participation that must be addressed by the Open Government Directive?

- Monetary resources**,** particularly for expertise of neutrals and contractors; and the lack of direct funding to accomplish in-depth citizen participation.
- Qualified staff trained and comfortable running public participations system, and rewarded when doing it well.
- Time to get the right input and figure out how to best use it.
- Slow technology adoption in government.
- Poor visibility and lack of trust in government agencies and their employees as servants of the public.
- Agency attitude, false belief that added time and cost for public participation does not add enough value to spend the time and funds required to accomplish it.
- Internal culture bias against risk taking, fear of power loss if power is shared**;** competitive and not collaborative.
- Lack of a common concept and standard definition of what public engagement is. Quality public engagement is a form of public interaction, but not all public interaction is public engagement; lack of experience with truly successful examples of public engagement.
- Failure of government managers to identify interaction with the public as a core mission and to assign appropriate amounts of resources to it. Failure to reward and champion government employees as servants of the public.
- Lack of sustained attention to developing and updating plain language materials that explain what their government does and how the public can participate.
- Inadequate feedback to the public to show how public input matters and is taken into account by federal agencies.
- The challenges getting meaningful feedback on how well we are communicating -- the best way to obtain that feedback is through surveys, but with the OMB's Paperwork Reduction Act, it is difficult to get "approved" surveys that can readily be used.
- Envisioning, cultivating, and developing needed skills and competencies with institutions of lower and higher learning - before people complete their education and become employees!
- Having a strong, unified vision of collaborative skills and competencies across the government that shows up in vacancy announcements and recruitment activities.
- Lack of trust (between citizens and government, and among citizens) and lack of knowledge of public processes that can build that; lack of knowledge of recruitment/mobilizing, issue framing

and messaging about participation that are compelling to all kinds of people; lack of clear sense that participation will lead to impact, and that there are ways to keep bringing voice and participation to problem solving; lack of clear connection between local, state & federal aspects of problems and participatory mechanisms

- Lack of connection to decision-makers

- The Open Government Directive must address a) the media used to inform citizens, b) the perceived benefits achieved by citizens in participating c) ensuring that citizens are provided timely feedback on their contributions, and d) seeing/experiencing the results of their participation.

- Lack of education and training on dialogue versus debate and cooperative approaches versus competitive approaches; and government managers' fear of "losing control" while still being held accountable for results

- Too busy and not enough people or funding assigned to encourage or mandate public participation. Public Engagement is a culture within an organization - it was forced by environmental regulations and encouraged by communicators, but technical or business managers don't get credit for public participation, they get credit for managing people and budget, meeting deadlines and timelines and delivering finished products or projects.

- A common barrier to high quality citizen participation is convincing agency leaders (at all levels) how it is valuable and why it is necessary. Similar to trying to demonstrate the value of planning, the demonstration of the value of citizen participation is often best made by showing the costs, impacts and results in cases where it has been absent. Once leaders are convinced of its value/necessity -- I think the greatest barriers are that it takes time and money (that is often not initially factored in).

- Fear of invoking FACA. Once in a FACA process, believing that the Act does not provide adequate flexibility for groups to achieve consensus with the government about taking government action.

- Having a good understanding--and communicating clearly--the purpose of citizen participation: whether to provide or share information, to lend perspective, to make decisions, etc.

- Timeliness of response and agency-wide commitment to the process

- The Open Government Directive must address the perception that government is too bureaucratic to support the efforts of community involvement and participation. The Open Government Directive must include a mechanism to provide timely and relevant feedback to citizens on issues of concern.

- Identification, access, and recruitment of various publics and citizens

- Allow spontaneous, on-line initiatives that gain insight from citizen interactions on the web, and not be unduly constrained by pre-internet laws such as PRA, APA, or FACA requirements.

- People who are idea-killers. People who believe in old-school hierarchies of knowledge-exchange. People who believe the knowledge of a few is better than the knowledge of the whole. Fragmented knowledge base of what is possible. Human nature is the greatest obstacle.

- Finding arrangements, administration of Federal Advisory Committee Act, capacity of federal employees in both skill and time

- Culture of bureaucracy, "expert-nature" of agency officials, changing demands of skills and abilities of public servants to better engage citizens.

- Re-tooling Federal web sites to take advantage of new social media tools. Finding creative ways to encourage and provide for interaction with the public --seeking outside ideas as opposed to one way communication and rounding up comments.

- For government agencies, Washington is often characterized by a "gotcha" culture and an environment that actually discourages candor and processes that create opportunities for public controversy and dissent. It is difficult to persuade government executives and managers of the benefits of public engagement and conversation and even more so to give them confidence that they can manage such conversations effectively toward better made, understood and accepted decisions.

- The perception by government agencies that they alone have expertise and resistance to involve stakeholders in the development of alternatives that will lead to greater ownership in on the ground projects.

- No thoughtful, systemic changes throughout government as a whole that would overhaul the methods of smart, effective and efficient public participation. Each set of laws that agencies must implement has unique nuances that prevent a “one size fits all” approach to public participation, at least at a macro-level, from being realized. How can the process for full engagement be improved or designed with at least some government-wide consistency?

- Mindful, public participation and the need to accomplish agency mission tend to run at odds with each other.

- Citizens don’t have much access to the collaborative and interest-based negotiation tools to put themselves in a position of power or equalize the power at the negotiating table.

Appendix I: Pre-Conference Survey

Hopes for Open Government Directive

What specific changes in policy or new programs do you hope will be included in the Open Government Directive?

- Encouragement to use Negotiated Rulemaking. Loosen the bureaucracy around use of FACA committees to get advice. Don't put a ceiling on the number of FACA committees. A systematic way to determine what type of engagement is appropriate given the time and issues.

- Leveling the playing field for all service providers.

- Overall policy that endorses and requires public participation programs within government agencies.

- Federal PI/Collaboration Group that is charged with either creating or implementing excellent standard practice and accountability for delivering it. Transparency is not just everything on the web -- it is meaningful participation that builds real mutual trust through involvement from start up to decision or problem solutions and implementation.

- Definitions of the important principles of public participation and collaboration.

- The Administration's definition of transparency.

- Administration's expectations with a few milestones. A performance measure and standards for quality public participation

- A statement of the benefits we can expect if done well; National/regional awards for best work

- Classroom training and on the job training in public engagement for federal managers as part of the competencies expected for good public administration Resources to support more public engagement.

- IT systems that support program missions while providing adequate security.

- Structural changes that foster the formation of relationships of trust between public servants and the public they serve.

- Timeline for completion of any process! The public can't/won't stay with us if it takes years to accomplish a collaborative effort.

- Commitment to research and evaluation so that agencies can do public engagement and improve continuously.

- Allow agencies to engage citizens without the constraints of the Paperwork Reduction Act's "burden hours" budget, or prior OMB approval.

  An improved user interface between the public and each agency, which not only includes communications interface, *but how* we do business, such as posting notices and guidelines. We may need some excellent writers to assist us, because our very language-use related to technical phrasing (Orwell called this "pretentious diction") automatically excludes folks from the

conversation on democracy. It includes people "in the know" and excludes and alienates citizens that do not have the ability to wade through technical jargon. I'm basically saying we have a lot of bad writing in our attempts to be clear about our messages. Of course, it's paradoxical: you try to be clear and you become more confusing. But it's not an unsolvable problem. Corporations hire creative writers to help them. However, we can benefits from relying more on visuals to express complex relationships and information. Too much of our information is text heavy. Again, visual design experts/artists can communicate the same information more immediately in a picture. And it's not that difficult and the resources are not that expensive.

- Better ways for federal agencies to interact

- I hope that the new Directive will focus not only on structural issues and creating processes but also on addressing some of the core cultural issues around engagement, collaboration and conflict management. Changing attitudes and increasing internal capacity for collaboration are critical prerequisites to fundamental and long lasting change.

- The "Forest Landscape Restoration Act" will provide an excellent model for encouraging cross jurisdictional collaboration at a landscape scale. That will be critical to addressing the climate change and biomass energy issues related to forests.

- Large-scale participation/deliberation citizen projects

- I would like for policy to be established that requires agencies to provide specific citizen/community based goals tied to organizational missions and strategic goals and outcomes that use performance based measures.

- Greater emphasis on collaboration within and across government agencies including federal, state, local and Tribal governments to support greater public engagement. If this is not part of the agency's cultures it is not realistic to expect agency's to be skilled to engage public in a meaningful way.

- Resources for public participation. Most government communication offices are resourced to work with the media. Changes in how people get their information to make decisions has encouraged some Web site resources, but technical folks claim most of the budget, leaving leftovers for the government communicators who leading the public participation and transparency initiatives for their agencies. Only exception is EPA who has regulations and laws mandating public involvement.

- A clear articulation and application of its principles to government programs.

- Attempts to amend FACA in the recent past have not been successful. A better look at this is warranted, in my opinion. Ensuring that agencies who are heavily involved in NEPA activities understand that collaboration in the NEPA context is allowed by the law and should become common practice.

- I trust the recommendations to the President in support of the Open Government Directive will be given the full executive attention and resources needed to accomplish the desired outcome. Citizens should be empowered to have at a minimum, timely access to approved non sensitive information. The information open to the public should be kept to a level where the average citizen can understand the content and context, but not loose the overall intent of the information being provided.

- Adequate human and financial resources

- Ensure all who want to participate, those that have authority to participate and those who have authority to approve or derail an agreement are at the table “early” to collaborate to set goals,

shape decisions and approve desired outcomes. In many instances, spoilers (state, federal and so on) that have significant “clout” respond late, create jams, and unravel the previous agreements made in a good faith participatory framework, often because “the law/or mandate” is on their side.

- Reinforce with a positive message and through the use of appropriate tools (to be identified) that people and government can collaborate effectively and efficiently and reach sound decisions that benefit all. A recipe is good for this directive because it is easier to follow-- one-by-one until everyone eventually gets it, practices it, believes in it and breathes it.

Appendix J: Pre-Conference Survey

Hopes for Champions of Participation II

Are there specific outcomes that you hope we will produce in our time together on March 30-31? What would make the meeting worthwhile to you?

- Give specific enough input so that the directive will be helpful and not too loosey-goosey aspirational.
- Tangible evidence and references regarding the effort.
- Planned and pointed follow-up post this meeting that is more than a mere after thought.
- The identification of "low hanging fruit" and a well thought out plan on how to gather same.
- Some basic consensus of what is the way forward and basic roadmap to get there.
- Commitment from officials to keep all of us in the loop
- A sense of the state of public engagement in the federal government and possibly at other government levels by comparison
- A statement of vision we share that differentiates public engagement from all other forms of public interaction.
- An agreed upon set of principles
- A useful statement about the relative importance of face to face and online public engagement to guide the emphases agencies place on these.
- A published document of specific collective recommendations signed by the participants that is made available to the public and to the Administration.
- Sharing of best practices; better understanding of where other agencies are going with their efforts.
- Sufficient time is put into characterizing and naming the intentions and outcomes from this effort - if we could squeeze it into a press release for all the participants to take away or receive later.
- That previous "foundation" efforts and building blocks and advances in this field are recognized and folded in - so that Open Government is clearly perceived as hearkening back to our Nation's roots and not seen as a "new administration" initiative to be brushed aside by the next administration.
- Clear direction to agency heads with funding incentives that will foster collaborative infrastructure within government.
- Large-scale participation/deliberation citizen projects

- I would like for policy to be established that requires agencies to provide specific citizen/community based goals tied to organizational missions and strategic goals and outcomes that use performance based measures.

- This meeting would be most valuable, if collaboratively all participants left the meeting united in one accord to further the tenets of the Open Government Directive within their agencies

- Networking with others, understanding the new administrations priorities and opportunities

- Develop a targeted list of actions that could be included in the guidance that would serve as a starting point for the new Admin, and identifying an ongoing "champion" for participation.

- Yes - a unified statement related to our vision of Open Government, with basic concept the next steps. Short term goals: A potential pilot model and pilot site. Long term goals: A vision of the ultimate outcome that the group would like to gain from Open Government. We must be prepared to face the question: what is government? And how does Open Government (and tools developed) change our understanding of how we carry out our responsibilities as federal agencies?

- Need to look at structures that provide face to face interaction as well as technological opportunities for interaction. Interior has many constituents who want direct interaction on the ground, in addition to those who use technology.

- Tangible suggestions for the Open Government Directive that build on the lessons of the champions at the meeting

- New innovative approaches showcasing public participation

- An identification of the primary challenges that the resulting directive must address and overcome.

- I am interested in hearing other agencies' perspectives on what is working for them in this arena and I think this group could make some useful recommendations for the Open Government Directive. I am just glad to be asked to participate.

- I hope participants are able to identify specific ways in which government agencies can comply with the Transparency and Open Government memorandum's goals and objectives and that can be implemented immediately. Approaches may include expanding on initiatives currently in use and proposing new initiatives.

- Better understanding of what we can collectively aspire to achieve with this new memo and opportunity to hear other perspectives

- Personally I am eager to hear about the innovations that other agencies are planning or already have underway.

- A Directive that would provide an incentive to traditional federal agency administrators to collaborate with key stakeholders in designing and implementing forest and watershed restoration projects at a landscape scale.

- Map out the specific course of action for a workable, effective and efficient collaboration program government-wide with subject matter expertise provided by President Obama's administration there to help us figure it out and hopefully get it right the first time around.

Appendix K: Pre-Conference Survey

Articles and Case Studies

Are there specific articles or case studies that you think other conference participants should be aware of as we develop recommendations for the Open Government Directive together?

- **"Everyone's business: Working towards sustainability through environmental stewardship and collaboration**", National Advisory Council for Environmental Policy and Technology (NACEPT), March 2008. (68 pages)
  www.epa.gov/ocem/nacept/reports/pdf/2008-0328-everyones-business-final.pdf

- **Public Engagement Project on Community Control Measures for Pandemic Influenza.** (86 pages)
  www.keystone.org/Public_Policy/pandemic_control.htmlb.

- **Stakeholder Involvement Techniques: Short Guide and Annotated Bibliography** (53 pages)
  www.nea.fr/html/rwm/reports/2004/nea5418-stakeholder.pdf

  Nuclear Energy Agency/Organisation for Economic Cooperation and Development.

  The OECD/NEA Forum on Stakeholder Confidence has published a number of short studies that may be of interest, among them: "Cultural and Structural Changes in Radioactive Waste Management Organizations (2007)" "Fostering a Durable Relationship between a waste management facility and its host community(2007)" "Stakeholder Involvement Techniques: a short guide and annotated bibliography (2004)" "Learning and Adapting to Societal Requirements for Radioactive Waste Management (2004)" "The Regulator's Evolving Role and Image in Radioactive Waste Management (2003)" "Addressing Issues Raised by Stakeholders: Impacts on Process, Content and Behaviour in Waste Management Organizations (2004)"

- **National Park Service**. The web site for the practice of civic engagement is <www.nps.gov/civic>. Director's Order #75A: Civic Engagement and Public Involvement. The order includes an extensive list of relevant laws, executive orders, and tools and resources related to government and civic engagement. National Park Service Director's Order: http://www.nps.gov/policy/DOrders/75A.htm.

  List of civic engagement case studies through the National Parks can be found at http://www.nps.gov/archive/civic/casestudies/index.html.

- **"Public Participation in Environmental Assessment and Decision Making".** National Academy of Science 2008 publication. For Executive Summary see http://www.nap.edu/catalog/12434.html

- **US Department of Transportation Federal Highway Administration**
  Public participation/public involvement homepage: www.fhwa.dot.gov/environment/pubinv2.htm

Public Involvement case studies: http://www.fhwa.dot.gov/environment/pubcase.htm

Public involvement techniques Manual:
www.planning.dot.gov/PublicInvolvement/pi_documents/toc-foreword.asp

Transportation Research Board Public Involvement Committee: http://www.trbpi.com/
www.fta.dot.gov/planning/programs/planning_environment_5925.html

- **Army Public Involvement Toolbox. See**
  http://www.asaie.army.mil/Public/IE/Toolbox/default.html.

  Tool guides: http://www.asaie.army.mil/Public/IE/Toolbox/tool_guides.html

- **New York State Committee on Open Government**
  http://www.dos.state.ny.us/coog/coogwww.html

- **Context Sensitive Solutions:** "Designing a public engagement and decision making program"
  http://www.contextsensitivesolutions.org/content/topics/process/involving-stakeholders/

  "Structured public involvement: problems and prospects for improvement". See
  http://www.contextsensitivesolutions.org/content/reading/structured-public-involvement/resources/structured-public-involvement/.

  "State of the practice: White paper on Public Involvement". See
  http://www.contextsensitivesolutions.org/content/reading/white-paper-public-involvement/resources/white-paper-public-involvement/.

- **Collaborative Forest Restoration Program**: Five Year Report to Congress. Friederici, Peter: "Peace Breaks Out In New Mexico's Forests", High Country News, October 30, 2006.
  http://www.hcn.org/issues/333/16654

- **Collaboration in NEPA: A Handbook for NEPA Practitioners:**
  http://www.ecr.gov/pdf/Collaboration_in_NEPA_Oct_2007.pdf

- **White House Conference on Cooperative Conservation 2005:**
  http://cooperativeconservation.gov/agenda.html

- **Public Engagement Project on Community Control Measures for Pandemic Influenza**
  http://www.keystone.org/spp/health-pandemic.html

- **"Public Deliberation: A Manager's Guide to Citizen Engagement"**
  www.businessofgovernment.org/main/publications/grant_reports/details/index.asp?GID=239

- **National Research Council's Public Participation in Environmental Decision Making (2008)** (322 page manual) Thomas Dietz and Paul C. Stern, *Editors*, Panel on Public Participation in Environmental Assessment and Decision Making, National Research Council

- **Kerwin, C. and Langbein. "An Evaluation of Negotiated Rulemaking."**