

CHAPTER VII

A. Development of Citizen Participation Programs

The purpose of citizen participation programs is to take precautions to ensure that the decisions of government reflect the overwhelming preferences of the populace. Its basic intent is to ensure the responsiveness and accountability of the government to its citizens. Secondary reasons for developing citizen participation programs are that it generates support for whatever proposition or issue is being brought to the forefront, and increases the likelihood of implementing the proposal. The major benefit of citizen participation in government is that it undoubtedly contributes to the democratic process. However, political participation will increase the extent to which a nation is democratic only to the extent that such citizen participation influences the decisions that their government ultimately makes.

The fundamental ingredient of success, in instituting any program, is that the program espouse an open process. Most problems which abound during the development of a program can be attributed to this lack of an open process, which gives occasion to controversy and confrontation in practice. The program also may fail to meet the peoples' needs, and the efforts which went into establishing the program would be wasted.

The open process has the following characteristics:

1. the purpose and content of the process, including the schedule for doing it, are

- clearly and concisely described;
2. decisions that must be made, the information that is used to make decisions, and the alternatives which are available for consideration must be spelled out;
 3. everything relative to the program, in our case the constitutional convention, must be done publicly to the greatest extent possible;
 4. individuals or groups who want to contribute relevant information, comments or recommendations must be afforded the opportunity to do so; and
 5. written documents, such as convention reports, generated during the sessions should be made readily available to the public.

Although utilizing the above mentioned open process does not guarantee conflict-free insitution of policies, the process does ensure that whatever conflict does take place, will be over real issues rather than on unimportant preludes to decision-making.

The early involvement of the public in any government program is crucial, because if too much time is allowed to elapse, problems may crop up. Rumors may abound and be interchanged throughout the political grapevine, and misinformation is disseminated rather than factual information. In addition, because of its lack of involvement, the public may feel ignored and become distrusting and disenchanted with the government program.

To aid in the planning and development of citizen

participation programs, various techniques will be identified in Section B.

B. Overview of Community Participatory Techniques

Several techniques have been developed to ensure citizens participation in the planning and implementation of major government programs in the States and Territories. Some of these same techniques can be adapted for use by the Constitutional Convention to encourage the general public to become involved in the formulation of Guam's Constitution, and to ensure that the finished product truly represents the needs and desires of the people of Guam.

The techniques can be classified as direct or indirect participatory techniques, depending upon the manner in which the citizens are required to interact. The following is a listing of direct participatory techniques, which can be modified to promote the Constitutional Convention. A description of each of the techniques will be given, along with the positive and negative aspects, and costs which must be considered for each.

FIGURE 1. DIRECT PARTICIPATORY TECHNIQUES

Citizen Referendum	Media Based Issue Balloting
Drop-In Centers	Meetings-Open Information
Hot Line	Public Hearings
Interactive Cable TV-Based Participation	Public Information Program

CITIZEN REFERENDUM is a "statutory technique that places before the electorate for their action a proposed public measure or question of public policy." The majority vote expresses either

the approval or disapproval of the voting populace on the referendum, and the results of the referendum are usually binding upon the legislative body. Several methods may be used to educate the public on the issues to be placed on the referendum ballot, such as the preparation and distribution of fact sheets and position papers. In addition, different media may be tapped to seek the public's support either for or against the issue(s).

The advantages of this particular technique are:

- . that the decision-making is placed in the public's hand;
- . the referendum represents a fair and democratic method;
- . fairly immediate feedback is received, and output to the public on the results of the referendum can be expedited;
- . the public already is familiar with the voting procedure, therefore no special education is required to participate in the voting process;
- . the polling places are located in each of the villages and the voting date will more than likely be publicized well in advance, thereby increasing the possibility of participation.

The negative aspects of this technique are:

- . the fairness and adherence to democratic principles may be illusory because the referenda questions are frequently predetermined by the sponsoring agency and may not actually reflect the values of the community;

- . if there is unequal access to information concerning the referendum, then the tendency of the public to cast uninformed votes increases;
- . educating the voters to inform them of the issues in question requires a fair amount of capital, and a well-planned public relations and education campaign.

The basic costs are changed to the agency with the responsibility of carrying out the election: For example, the Guam Election Commission. Expenses may include those for public meetings, printing, distribution of printed materials, telephone or house-to-house campaigns, surveys, billboards, opinion polls, and media advertising. Estimates can run anywhere for \$5,000 to \$40,000 depending upon the level of effort required.

DROP-IN CENTERS are usually located in a place accessible to the community or district, such as the commissioners' offices. The district members or community are afforded the opportunity to ask questions about the Constitutional Convention. The center can be stationary (commissioners' offices, schools, civic centers, etc.) or mobile (trailer, van or bus, similar to the Crime Prevention Bus); it can also be either permanent or temporarily organized. Primarily, it provides a method through which interested citizens can obtain information about the Con-Con at their convenience without having to attend scheduled meetings or travel long distances from their homes.

The operational and logistical requirements of the Center include the determination of where and when the center(s) would be appropriate. The optimal time to establish the center would

of course be when the interest and anxiety of the public tends to peak. The hours of operation should be flexible enough to meet the needs of the particular community. Written materials on the Con-Con and staffing for the center also must be entertained. The center could be set up as an exhibition gallery containing a suggestion box, schedules of the Con-Con sessions, conference proceedings, and so on. It would be preferable if the center could be staffed with someone knowledgeable in the Con-Con proceedings and constitution-making, and/or else someone who can listen to comments and pass on the information to the district delegate. One or more open houses should be scheduled, with advanced publicity, to get the center started.

The positive aspects of the Drop-In Center are:

- . the convenience to the people of the particular communities;
- . the center demonstrates a visible commitment to communicate with the public;
- . explanations and comments can be made in private without the fear of being put down in public; and
- . there is increased awareness of the purpose of the Con-Con and more collaboration with the public.

The negative aspects of the technique are:

- . it can be costly depending upon the length of time it must operate and be staffed;
- . if the person assigned to the center lacks the requisite knowledge of the Con-Con, then faulty

information is distributed to the public which could alienate the people;

- . the mobile centers are certainly more efficient than the stationary ones; however, the equipment costs are inordinately high;
- . if the community's interest is at a low level, then the center(s) will undeniably be underutilized.

The costs may be relatively high because of the required staff and equipment; however, adaptations can be made to cut down costs by using currently existing facilities and staff of the commissioners. The delegates may avail of themselves to spend some time in the centers, in lieu of the staff requirement; or else the center could be set up to the strictly an exhibition type of gallery.

The hotline is a "telephone answering system in which the caller is able to telephone in a particular question and receive either a personal response to a query or a recorded announcement." The telephone number should be something easy to remember and should have a high circulation through the different media. The hotline may be used to record and distribute specific pieces of information such as the scheduled time and place for meetings, and the name and telephone number of the district delegate to call for specific information. It also may be used to respond to inquiries about the Con-Con issues. If it is utilized in this manner, the hotline is usually staffed by a public information officer who can answer a wide variety of questions and has the requisite resource

information close at hand. The hotline also can be used to record citizens' inquiries, complaints, comments, etc., and the telephone number of the callers, so that the information requested can be sought and a return call made to the callers at a later time.

The positive aspects of this technique are:

- . that it permits ready access to information on the Con-Con to anyone within reach of a working telephone;
- . the hotline can be operated 24 hours daily if automatic recording is installed into the system;
- . the callers can make the calls at their convenience;
- . if the calls are tracked and analyzed, then they can be used as an indicator of the public's interest in the Con-Con.

The negative aspects of the hotline are:

- . the hotline is merely an information dispensing device rather than a participative one;
- . if the staff operators assigned to the task frequently lack the requested information they may react defensively to the complaints thereby turning off their public;
- . if citizens do not have ready access to a working telephone, they may see the hotline as a barrier rather than an aid;
- . it has limited potential as a device for resolving conflict or potential issues.

The hotline is a relatively inexpensive tool of communication costing approximately \$40 for installation and \$12 monthly for utility charges. The phonematic recorder could cost anywhere from \$150 to \$1,000 depending upon the degree of sophistication required. Costs also will include those for advertising the hotline number, and the salary of the operator.

INTERACTIVE CABLE TV-BASED PARTICIPATION will be discussed as a future potential of generating community participation in the governmental process. It is a two-way coaxial cable television that paves the way for such things as public polling on local public issues, dial-up video displays or teleconferencing of public meetings. Future applications of this device can be discerned by the following examples:

1. After presentations of live or videotaped telecasts of specific programs, citizen's could be polled on their choices through digital signals that they initiate by pressing a button hooked up to the TV component.
2. Meetings of commissions, task forces, or the Constitutional Convention could be televised and viewers could signal their approval or disapproval of the proceedings at stated intervals, enabling both participants and home viewers to see at a glance the straw vote tally.

The positive aspects of the Interactive Cable TV-Based Participation technique are as follows:

- . the potential to reach large numbers of people is considerably higher;
- . the opportunity to obtain feedback from those who dislike or have not time to attend public hearings is increased;
- . this method is advantageous to those who are shy, timid, bed-ridden invalids, the handicapped, etc.
- . it demands less effort on the part of the individual to watch television in the comfort and privacy of their own homes, than to read and study proposals, or participate in public hearings.

The negative aspects are:

- . only Yes-No votes can be tallied;
- . instant reactions to the issues being previewed will be emotionally triggered, rather than rationally thought out;
- . the viewers may be unrepresentative of the entire population, and the tally would therefore be a misleading indicator of public opinion;
- . the costliness of the audio-visual equipment, and the software; and the poor quality of the software may outweigh the benefits to be derived;
- . citizens may be alienated if the telecast shows a particular bias;
- . it lacks the immediacy of person-to-person contacts.

This system definitely has more potential for information dissemination than for issue resolution. The prohibitive cost may preclude its installation in private homes; however, public

facilities such as schools could be provided with one.

MEDIA BASED ISSUE BALLOTING refers to the use of the available public media to involve large numbers of citizens in understanding and polling on public policy. This technique entails the selection of issues; the alternatives to the resolution of each issue presented via radio, television and newspapers; and an invitation to the public to vote through ballots previously provided via the media, or by phoning in their votes to the sponsoring station.

The issue ballots are usually printed in the daily newspaper as an advertisement either before or on the same day the program is to be aired. The program is then telecast several times throughout the day. The program might be a capsulized summary of the issues, or it may feature proponents and opponents of the issue in a live debate. The idea of calling in one's vote is comparable to programs such as the Muscular Distrophy Telethon, where the donation must be pledged via telephone to the TV station. A feedback program announcing the results of the balloting must accompany the initial broadcast, so that the public will know how it voted.

The advantages of this participatory technique are:

- . vast numbers of people can be reached including those who are most difficult to correspond with;
- . in those cities such as New York, where this technique has been used, increased citizen involvement was achieved;

- . the opportunity to express one's opinion is made possible through the balloting process;
- . the ballot feedback allows the public to learn how others feel about the issues;
- . it is a means of educating the public and learning where the collective public mind is at on the particular issue.

The disadvantages of this method are:

- . the process is time consuming and requires that elaborate preparations be made by full time professionals;
- . there is no assurance that the results of the balloting will be considered by the ultimate decision-makers;
- . this method tends to elicit responses from a group which may primarily be more highly educated, and of the middle income range, therefore extrapolations based on the balloting to the population may be misleading;
- . the number of respondents may be small and the follow-up on ballot returns may be low.

The pioneers of this participatory technique are Michael McManus of New York's Regional Plan Association, Janet Malone of Chicago's Council on Population and Environment, and Chandler Stevens from the Massachusetts Institute of Technology.

As can be ascertained, this process is costly and can range anywhere from \$17,500 to \$1.5 million.

MEETINGS are one of the most commonly used methods of collecting and disseminating information. They are usually designed to present information to the general public prior to or during the development and implementation of a program. It is characterized by a formal presentation of whatever information is to be discussed, followed by an extensive question-and-answer period. A prime example of this would be the Village Meetings sponsored by the Governor's Office.

The positive advantages of this technique are:

- . meetings provide a forum for exchange of information;
- . build up the public's confidence because their reactions are being sought;
- . it identifies individuals interested in more serious levels of interaction.

The limitations of this method are as follows:

- . meetings are limited to information exchange and do not allow for negotiations;
- . the floor is frequently dominated by the more articulate and better-prepared citizens;
- . presiding over meetings requires skill in group dynamics and sensitivity to the public's reactions;
- . visual aids and printed materials are necessary for its smooth operation.

The costs of conducting meetings varies depending upon the content, preparation required, number of staff, rental of the meeting place, and publishing materials. If refreshments are to be included, this would again raise the costs.

PUBLIC HEARINGS have the longest history of any participatory method, and is required in government decision-making at all levels. It is a formal procedure which includes a presiding hearing officer and an official transcript of the proceedings. The agency presents its proposal, followed by the testimony of individuals or groups recognized by the hearing officer. .

The advantages of this technique are:

- . it affords everyone the opportunity to officially present their views for the record before a decision is reached;
- . it is a legal requirement and assures that citizens will be heard;
- . if the citizens testifying are well prepared, their presentation can be forceful and have a positive effect on the outcome.

The disadvantages are:

- . it is only a limited one-way communications;
- . frequently the statements made are in the form of testimonials rather than two-way interchanges with the meetings' panel members;
- . if the public lacks information on the issue, then uninformed views are presented;
- . the method can be counterproductive if agency only uses the record to fulfill the intent of having the hearing transcribed.

The costs of maintaining a staff, placing public advertisements on the hearings, and the recording of an official transcript range from \$500 to \$25,000 depending again on the complexity desired at the hearing.

INDIRECT PARTICIPATORY TECHNIQUES

DELPHI

SURVEY

The DELPHI method "basically involves a series of questioning rounds with a respondent panel composed of individuals representing various interest groups in a community and many times also including the experts who are associated with the major issues at hand." Questionnaires are mailed to the panel members for their review and response to the issues in question, both for and against. The questionnaires are then returned, and new ones developed on the basis of the responses to the initial questionnaire. After several such rounds, there is "usually some convergence toward a common set of goals, objectives, and values..."

Positive features of this indirect method are:

- . that differing opinions are brought forth, thereby minimizing the possibility of overlooking any points that need to be considered;
- . the possibility of learning the underlying reasons for one's stand is more readily ascertained than with surveys;
- . the anonymity of the respondent is maintained, and no monopoly of the discussion is possible as in the public meetings;
- . it enables the panel members to respond from their homes.

Negative aspects of this technique are:

- . the process is lengthy and requires at least ten weeks to complete the rounds;
- . a non representative panel is selected and limits extrapolation to the whole population;
- . precludes the less literate from responding to the questionnaires;
- . response rate may be low due to the process of having to mail in the completed questionnaires;
- . places severe constraints on the diversity of the panel.

Costs will vary depending on the number of rounds to be administered, the number of members required, the complexity of the issue, the professional staff required to analyze results, postage, utilities, printing costs, etc.

SURVEYS are a relatively inexpensive way to collect information from the local population. Depending on its design, the survey permits the extrapolation of its results to the whole population. In other words, it is capable of being statistically representative of all citizens. The inclusion of all elements in the community, including the "silent majority," is what gives it the potential to be representative of the whole. The survey should "be considered an aid to understanding the population, a guide to planning, and a key to the type of informational or educational programs which may be necessary."

The questionnaire's design is an important ingredient to success of the survey. If it is improperly worded or incomplete, the results may become slanted and unrepresentative of the whole community.

"The size of the survey is defined by several basic factors: the nature of the issues to be covered, the degree of accuracy required for decision-making and the money available for information collection."

Positive features of the survey process are:

- . ability to tap a large number of citizens and to assess their attitudes and opinions on a variety of topics;
- . ability to be statistically representative of all citizens;
- . anonymity of the respondents is maintained;
- . it is possible to collect more information than is probable in a public meeting;
- . highly cost-effective method of obtaining information.

Negative aspects include:

- . indifference of some of the respondent to the survey may make them unwilling to respond to the questionnaire;
- . superficial or socially acceptable answers may be given rather than true opinions;

- . respondents may not know the answers to the questions;
- . ability to involve citizens in real and ongoing participation is limited.

The cost of the survey depends on the following:

- . Degrees of difficulty in developing survey design;
- . Size of the sample;
- . Type of sample (probability vs. nonprobability)
- . Type of interviews (mail, telephone, or personal);
- . Degree of interviewer skill necessary (executive interviewers are most costly; student interviewers least costly);
- . Amount of interviewer training necessary;
- . Length of interview;
- . Location of interview;
- . Time of day;
- . Type of respondent;
- . Follow-up nonresponse;
- . Expenses for coding and editing;
- . Length and type of report desired;
- . Miscellaneous factors.

C. Guidelines For Citizen Participaition in the Con-Con

This section will demonstrate the recommended guidelines for citizen participation programs. It will disclose how and when various techniques discussed earlier should be utilized. However, the final option depends on the Con-Con delegates' assessment of

all aspects of the situation. No one technique will ensure effective participation, but if the process is well-planned and started early in the Convention, then the chances of achieving a successful campaign are increased. Figure 2 illustrates the recommended guidelines.

Different combinations may be beneficial at any stage depending on the overall function to be performed; e. g., difference in our local culture and customs may render any one participatory technique more or less effective. The following steps have been conjectured to be what eventually may transpire in the formulation of the Guam Constitution and at the Convention.

STEP 1: Inventory and Analyze Current Conditions,
Developmental Trends, and Problems

Activities which may eventuate during this phase may include research into the history of Guam, especially as it relates to her socioeconomic, political, environmental and cultural conditions. Growth and developmental patterns also may be ascertained to determine any shifts in Guam's needs and desires.

The primary objective of this phase is to obtain information from the public, and a basic tool to achieve this objective can be found in the community survey. This technique supplemented by the Delphi panel, and Public Information Programs which will give the general public a fundamental understanding of the purpose of the Convention, the benefits to be derived, and the timetable of events, will go a long way towards assuring the citizens' involvement in the formulation of the Constitution.

FIGURE 2. CITIZEN PARTICIPATION IN THE CONSTITUTIONAL CONVENTION

1. Inventory and Analyze Current Conditions...
2. Generate Preliminary Definitions ...
3. Define Needs, Goals, and Objectives
4. Determine Alternatives, and Resolutions...
5. Make Preliminary Evaluation of Alternatives
6. Determine Guam's Priorities For the Constitution
7. Prepare a Draft Constitution
8. Refine the Constitution
9. Make the Decision to Ratify or Amend ...
10. Prepare the Final Constitution for Ratification by the People.

	Information Dissemination				Information Collection				Decision-Making				
	Public Information Programs	Drop-In Centers	Hotlines	Surveys	Delphi	Public Hearings	Meetings - Open Info	Interactive Cable TV-Based Participation	Citizen Referendum	Media Based Issue Balloting			
1.	●			●	●		●						
2.	●				●								●
3.	●			●			●						●
4.	●	●	●	●	●		●	●					●
5.	●	●	●	●			●		●				●
6.	●												
7.	●					●	●						
8.	●	●	●				●						
9.	●					●			●				●
10.	●	●	●				●						●

Although the "hotline" may not be appropriate for Guam because of the small percentage of working telephones, Drop-In Centers could be established to provide the same service of responding to the public's questions about the Convention and the Constitution. The center(s) optimally should be established in every district, but costs may preclude this avenue of communication from being implemented. Periodic meetings, moderated by the Constitutional delegate(s), may provide an invaluable aid to obtaining and clarifying issues within the village community.

How much and what form the participation takes depends to a great degree on whether or not the existing information base is adequate. If the information that currently exists is adequate, then the only need that remains is to disseminate the information and to review it with interested groups to ensure that their particular concerns will be addressed at the Convention.

STEP 2: Generate Preliminary Definitions of Political,
 Social, Economic Issues and Policies

The key issues on Guam concerning her political, social and economic status and growth are defined in this phase. Legal research into currently existing policies, procedures and constitutional requirements more than likely also will occur during this stage.

Public Information Programs are relevant throughout the whole process of citizen participation. In this instance, the information obtained in Step 1 is published and the public is given feedback on the results of the survey. The Delphi panel

may again be utilized depending upon the receptivity of the panel members. A new technique can be introduced at this stage, media-based issue balloting. This techniques gives a broader level of public involvement for presentation through the radio and television stations, and the daily newspaper. The people are immediately made aware of the implications of their choices as they return their ballots.

STEP 3: Define Needs, Goals, and Objectives

During this phase the community may be called upon to proffer their opinions and answer questions such as:

1. What type of government structure would you prefer for Guam? Why?
2. How do you want the judicial, legislative, and executive branches of government to be organized?
3. Do you favor the preservation of the village commissioner system of government? Why?

The utilization of three participatory techniques would be appropriate at this stage: media-based issue balloting, village meetings, and surveys. If the survey is used, then its format should be extensive enough to be cost effective.

Once the needs, objectives, and goals are defined, then the information should be released on the work accomplished to date, and on decisions which have been reached. This can best be accomplished through the news media in the form of a press release or having documents relevant to the Con-Con published.

STEP 4: Determine Alternatives, and Resolutions
To Meet Guam's Needs...

Feedback from the public is again required, however, the choice of technique depends on "how active a role the community wishes to assume, how organized the participants are, how broad-based the interest groups are," and the Con-Con delegates own sense of how it can function most effectively. Feedback may come both before and after the completion of each alternative or resolution. Alternatives are drafted by the Con-Con delegates, and reviewed and modified by the community if and when warranted.

Interactive cable TV based participation would be well-suited during this step, because it provides for concentrated interaction, and spontaneity of response. However, since this is a technological impossibility for Guam at this time, further discussion will not be pursued.

Surveys could be used to collect supplementary information, and the public information program should focus on acquainting the public with the alternatives. Drop-In Centers and the hotline can be useful because the issues finally are being concretized, and information can be disseminated and issues clarified. Media-based balloting also can be used, but not for the purpose of selecting between alternatives, which is still too premature.

STEP 5: Make Preliminary Evaluation of Alternatives

The evaluation of alternatives remains primarily the function of the Con-Con delegates, however the Public Information Program should be employed to report the Con-Con's progress in resolving the issues. The Drop-In Center and the hotline should

be maintained to disseminated information. A different technique, the citizen referendum, may be instituted to determine the consensus of opinion of the electorate. This technique however is time-consuming and the time constraints under which the Con-Con is operating to draft the Constitution, may prevent them from using this technique. Additional techniques are illustrated in Figure 2.

STEP 6: Determine Guam's Priorities For the
Constitution

The major constitutional priorities should be based on: the magnitude of the anticipated impact on Guam, whether the impact is beneficial or detrimental to Guam's continued growth; the extent to which the impact will be felt; and the duration of the anticipated impacts.

The most effective citizen participation strategy will depend essentially on the dynamics of the program, the relationships among difference sets of public interests, and the gravity and nature of the decision to be made. There is no single "best" format available.

STEP 7: Prepare a Draft Constitution

STEP 8: Refine the Constitution

We are now entering into the final phases of the Constitutional Convention, and the document is ready to be formulated and refined based on the results of the previous six steps. More than ever, the public should be apprised of the major provisions to be included in the Constitution through various Public Information Programs, Village Meetings, the Drop-In Centers and hotlines, and last but not least, through Public Hearings. A massive bombardment of

information pertaining to the Constitution should penetrate the media in an effort to educate, encourage and involve the public in the Con-Con.

STEP 9: Make the Decision to Ratify or
Amend the Draft Constitution

The paramount concern at this point is to ensure that all the alternatives have been identified and considered by the Con-Con, in light of the needs and desires of Guam's people. Public Hearings play a large role during this phase, along with the Public Information Programs. Citizen referendum and media based issue balloting could again be initiated to aid in the decision-making process.

STEP 10: Prepare the Final Constitution For
Ratification by the People

We have basically achieved the purpose of the Con-Con at this step, and all that remains is to disseminate the information on the Constitution to the people. All the techniques listed in Figure 2 under "Information Dissemination" can be applied along with a special emphasis to encourage the people of Guam to vote.

APPENDIX I

PROPOSED CONSTITUTION

OF GUAM

Prepared by P. A. 402 Class

University of Guam, Spring 1977