
CIVIC PARTICIPATION

A Strategic Review of OGP Action Plans



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The authors appreciate the opportunity to work with OGP on this report.

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LIST OF ABBREVIATIONS

- CSO: Civil Service Organization
- IAP2: International Association for Public Participation
- IRM: Independent Reporting Mechanism
- NAP: National Action Plan
- OGP: Open Government Partnership

EXECUTIVE SUMMARY

This report focuses on the OGP value of “Civic Participation”, addressing questions posed by the Practice Group on Dialogue and Deliberation. The entirety of the analysis is based on OGP resources and outputs, including the Public Access Commitments Database, the Public Access Process Database, as well as National Action Plans (NAPs) and IRM (Independent Reporting Mechanism) reports available on the OGP website.

Research question one asks, “**How is participation reflected in the National Action Plan, or NAP, commitments of member nations over time?**” and whether or not these commitments have been implemented. To address this question we looked at whether or not the IRM assessed a commitment as having “OGP Value: Civic Participation”. The IRM has reviewed over 3,000 national-level commitments, and 37% of those use civic participation. The Americas have the highest proportion of civic participation commitments at 44%, followed by Africa at 38%, Asia Pacific at 36% and Europe at 32%. On a global average, 37% of national commitments are participatory, compared to 68% for sub-national government commitments. In most regions, governments increased the number of participatory commitments from their first to their third action plan.

To address **completion status**, we used the IRM assessments of complete, substantial completion, limited completion, not started, unclear, and withdrawn. Comparing the completion status of commitments *with* participation to those *without* participation showed that the completion status was roughly the same between the two. As a global total, the IRM has assessed that 30% of all civic participation commitments were fully complete, 30% were substantially complete, and 30% have limited completion. Only 8% have not been started, and 2% were withdrawn or their completion status was unclear.

Commitments were also analyzed across the four **OGP core values**: access to Information, public accountability, technology and innovation, and civic participation. Across all national commitments, access to information is most frequently reflected. Almost all commitments identified as civic participation also represent access to information. Public accountability is the least represented value across commitments.

Comparing commitments by their **policy areas** shows that e-government and capacity building are the policy areas that have the largest proportion of civic participation commitments globally. Four other policy areas that frequently used participatory commitments were: legislation and regulation, public service delivery, open data, and open regulations.

The second research question asks, “**How is participation used in the *development* of national action plans?**” To answer this question, we selected a sample of countries for which we did more detailed qualitative analysis. Countries were included in the sample if they had: all national action plans published in English, had been assessed by the IRM, and had created four or more national action plans to date. This sampling method yielded nine case study countries and 37 national action plans.

Our case study analysis uses the IAP2 assessments for the development stage, which describe participation on a spectrum from Inform to Empower. The IAP2 levels were coded by IRM researchers and

found in the OGP Public Access Process Database. Additionally, we looked for what **Deliberative Styles** were used in the development of action plans. These styles are: Open Dialogue, Deliberative Analysis, and Narrative Building. We conducted a qualitative textual analysis of NAPs to determine which Deliberative Styles were used.

The most common Deliberative Style was Open Dialogue, used in the development of almost all of the sample action plans: 29 of the 37. The most common *mix* of Deliberative Styles used was Open Dialogue and Deliberative Analysis, present in 18 cases. Narrative Building was only used in one of the 37 action plans. Many countries increased the number of styles used from their first NAP to their fourth NAP, most notably including more Deliberative Analysis in later NAPs. Overall, action plans often lacked detail when describing the development stage of the commitments.

Recommendations for the Practice Group:

1. ***Encourage participation to be equitable across stakeholder groups:*** Findings from our case study indicate that the Deliberative Styles are not used equitably across stakeholder groups.
2. ***Assess Deliberative Styles:*** The Practice Group terminology for Deliberative Styles (Open Dialogue, Deliberative Analysis, and Narrative Building) is not used widely and consistently by member governments in their NAPs. The Practice Group should examine whether terminology for deliberative styles is an appropriate lens for assessing informed participation.
3. ***Encourage more detail in NAPs:*** If action plans are used as a learning tool, the OGP should encourage more detail on the drafting of commitments within the NAPs.
4. ***Publish “Highlights and Best Practices” report:*** A Practice Group report summarizing successful processes, commitments, and best practices would highlight and celebrate success stories and encourage sharing and cooperation between member governments.

Recommendations for the Open Government Partnership:

1. ***Conduct further research on:*** how development processes impact quality and completion of commitments; the IAP2 levels for individual commitments; and how participation will change in a post COVID-19 world.
2. ***Increase cooperation between national and sub-national governments:*** Sub-national governments can aid and even lead their national government's participation efforts by sharing best practices and by offering tools and resources for the national government to reach the public.
3. ***Ensure consistency in databases and IRM reports:*** We identified inconsistencies between the OGP website, database, and IRM report when it came to Greece's IAP2 assessment. The OGP should review databases and IRM reports to ensure that this is not a recurring issue and provide guidance to IRM researchers if there are errors.

INTRODUCTION

This report details how governments around the world use civic participation to develop action plans for open government, and how and to what extent they involve civic participation in those action plans.

The Open Government Partnership's (OGP) mission statement is to help member governments "become sustainably more transparent, more accountable, and more responsive to their own citizens, with the ultimate goal of improving the quality of governance, as well as the quality of services that citizens receive." Upon joining the OGP, member governments, both national and local, are expected not only to work to become more transparent as institutions, but also to actively involve both citizens and civil society in decision-making through informed participation.

The action plans that all OGP member governments create contain commitments aimed at fulfilling OGP values and relate to various policy areas ranging from health and education services to e-governance (using online tools). Action plans include information about how commitments were selected through participation, as well as commitments focused specifically on civic participation. Participatory methods detailed in action plans include public meetings, social media forums, focus group discussions, and expert review by underrepresented minority populations. This report includes numerous examples of governments that use participation in these and other ways to make substantial strides toward OGP goals.

The OGP Practice Group on Dialogue and Deliberation works to aid member governments in their efforts toward increased participation in government. Through awareness-raising, training, and general advice they are a resource for member governments as they work to increase participatory decision-making. The Practice Group requested our analysis to develop a comprehensive understanding of how and to what extent civic participation is carried out globally, regionally, and in a sample of case study countries. To guide our research, the Practice Group posed two research questions:

1. ***How is participation reflected in the National Action Plan (NAP) commitments of OGP member nations over time? Have these commitments been implemented?*** This required us to look at the big picture of commitments that relate specifically to participation. Our analysis used quantitative methods to identify trends in how countries are committing to expand and enhance public participation, and how these trends compare between regions and levels of government.
2. ***How is participation used in the development of NAPs?*** This question dives deeper and asks how member nations engage various stakeholders in developing their NAPs. To answer this question, we use qualitative analysis, focusing on nine member governments to review how the level of public inclusion and participation has evolved over time, focusing on member nations that have developed and implemented at least four NAPs. There are several options

available for governments to use when aiming to involve the public and civil society in creating these reports, including online meeting places, town hall meetings, and meetings with targeted stakeholders. Ukraine notably allowed the public to vote on proposed NAP commitments in order to create broad ownership of the final product.

This report aims to answer these two broad questions by quantitatively and qualitatively analyzing OGP data, information within NAPs, and assessments from the Independent Reporting Mechanism (IRM). Through the Independent Reporting Mechanism (IRM) the OGP evaluates the steps taken by governments to fulfill the OGP mandate and give recommendations and support to member governments. This constitutes the main accountability measure available to the organization and publicly tracks member governments' work, making their reports available to both citizens and other member governments. These public reports and data compiled by IRM researchers were the basis of our analysis.

After systematically answering these two research questions, this report concludes with recommendations to the Practice Group for areas of improvement and strategies for aiding member governments in their effort to advance OGP values. Taking lessons from the best practices and areas for improvements in NAPs, IRM reports, and general trends, our objective is to advise the Practice Group on how they can best support member governments in the future in opening up decision-making.

METHODOLOGY

This report is divided into two main sections corresponding with the research questions above. In each section, we provide details on our specific methodologies for analysis, results, and recommendations. For all elements of the analysis, we used OGP resources including two databases, member governments' NAPs, IRM reports, and the *Deliberation Series Volumes I and II* publications by the OGP Practice Group on Dialogue and Deliberation.

First, the OGP Public Access Commitments Database contains information on member governments' commitments within action plans. We primarily used this database to answer our first research question. The Public Access Process Database includes data from the IRM on action plan development for action plans from 2013 to the present. The content of this database relates to our second research question. Finally, we combined data from both databases to assess the interaction, or relationship, between both research questions.

When comparing results between different entities, the OGP has divided member governments into four regions: (1) Africa, (2) the Americas, (3) Asia Pacific (including Oceania, the Middle East, and Eurasia), and (4) Europe. In this report, regions serve as units of comparison for quantitative analysis. Further, as mentioned briefly in the introduction, OGP members include sub-national governments. This report draws key comparisons between civic participation in national and sub-national governments, but otherwise focuses primarily on national governments. If the level of government is not explicitly stated in any part of this report, it can be assumed to be national.

PART 1: COMMITMENTS FOR CIVIC PARTICIPATION

INTRODUCTION & METHODOLOGY

The first level of our analysis explored civic participation commitments across NAPs, countries, and regions. Independent IRM researchers assess all NAP commitments for the presence of four core OGP values, which are: civic participation, public accountability, access to information, and technology. This data is available in the Public Access Commitments Database and provided the basis of our analysis. To answer our first research question we defined relevant commitments as those commitments that have been coded in the database by the IRM as holding the OGP value of civic participation. According to the database definition, a commitment associated with the OGP value of civic participation will “create or improve opportunities or capabilities for the public to inform or influence decisions.”

The first part of this section of the report answers: ***How is participation reflected in the National Action Plan (NAP) commitments of OGP member nations over time?*** We began to answer this research question first by quantifying civic participation commitments globally. Using the Public Access Commitments, we defined the number of civic participation commitments geographically and over time. Our analysis produced a global picture of civic participation in action plan commitments and allowed us to compare proportions of civic participation commitments between countries, regions, and levels of government.

Next, we looked at how the proportion of civic participation commitments changes over time. For this section, we restricted our analysis to only member nations with three or more NAPs, to see trends. This analysis allowed us to assess whether member nations increase their civic participation goals through cycles of action plans, and whether and how the focus changes over time.

This section of the report also answers: ***Have these [civic participation] commitments been implemented?*** We have defined implementation by completion status, as assessed in the Public Access Commitments Database. We restricted our analysis to only include civic participation commitments that have been reviewed for completion by the IRM. Completion levels were assessed by IRM researchers along a scale of “not started”, “partially completed”, “substantially completed”, and “completed”. To assess whether various commitments have been implemented in a satisfactory way, the end of term data is most relevant and was used, but where data is not currently available, progress report completion data was used instead. Any commitments for which no completion data is available were excluded from the analysis.

Finally, this section of the report takes a deeper look at **how civic participation commitments relate to other core OGP values and major policy areas**. We compared how many commitments were tagged with each of the four OGP values; commitments could be tagged with more than one OGP value. We then restricted the analysis to only civic participation commitments and graphed the

frequency with which those specific commitments overlap with other OGP values. Additionally, we analyzed and graphed the frequency with which civic participation commitments are assessed as relating to major policy areas. Because many policy areas were very specific and related to fewer than 5% of total civic participation commitments, we amalgamated these less common policy areas into an “other” category for ease of presentation and interpretation.

PARTICIPATORY COMMITMENTS IN ACTION PLANS

This analysis first explores global and regional trends in civic participation commitments, as well as completion of civic participation commitments in comparison to overall commitment completion rates. We then explore the intersection of civic participation commitments with other core OGP values and show how civic participation commitments map to major policy areas globally.

How Many Commitments Contain Civic Participation?

The IRM has reviewed 3,276 commitments in all national member governments’ action plans to date. 37% (1,228) of total reviewed commitments from around the world are related to civic participation.

The proportions of civic participation commitments relative to total commitments are similar across geographic regions. Figure 1.1 shows that the Americas have the highest proportion of civic participation commitments at 44% of total commitments, followed by Africa at 38%, Asia Pacific at 36% and Europe at 32%.

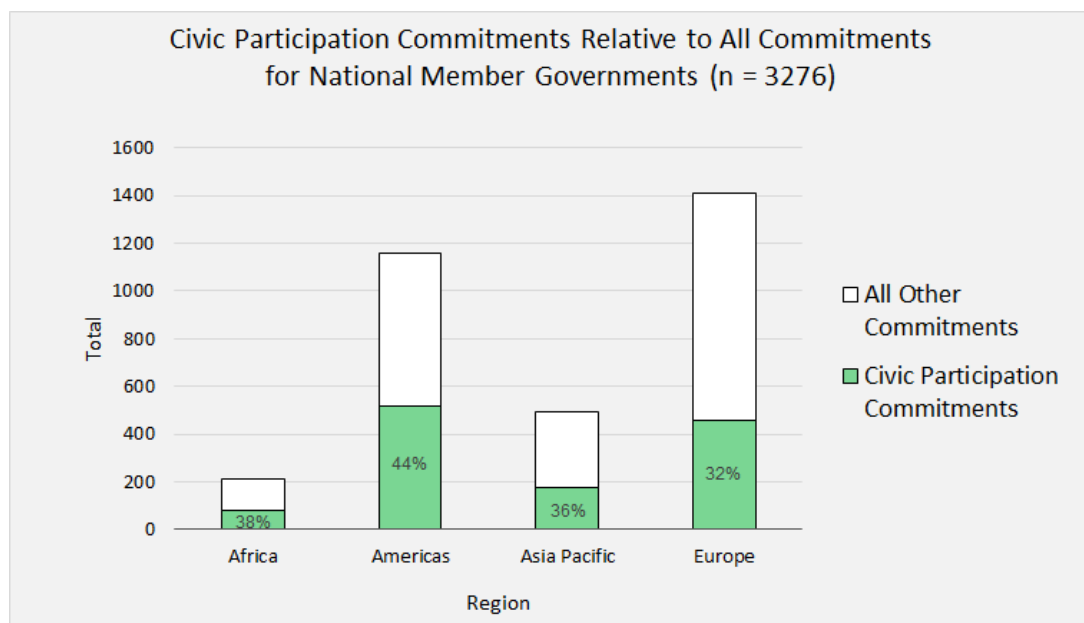


Figure 1.1: Civic participation commitments relative to All Commitments, for National Member Governments (n = 3276).

To determine how the proportion of civic participation commitments has changed over time in different regions, we analyzed all countries that had three NAPs (Figure 1.2). The total number of civic participation commitments for countries that meet these criteria is displayed underneath regional labels on the x-axis of Figure 1.2. It is important to note that while the African region only produced 23 commitments for analysis from one country (South Africa), other regions contain many more countries that met these criteria and thus have a much larger sample size.

Figure 1.2 evidences some variation in the proportions of civic participation commitments between action plans for all regions. In most regions, governments increased their proportion of participation commitments from their first to their third action plan. The Americas had the largest increase in participation commitments, rising from 40% civic participation commitments in all first action plans to 56% for third action plans.

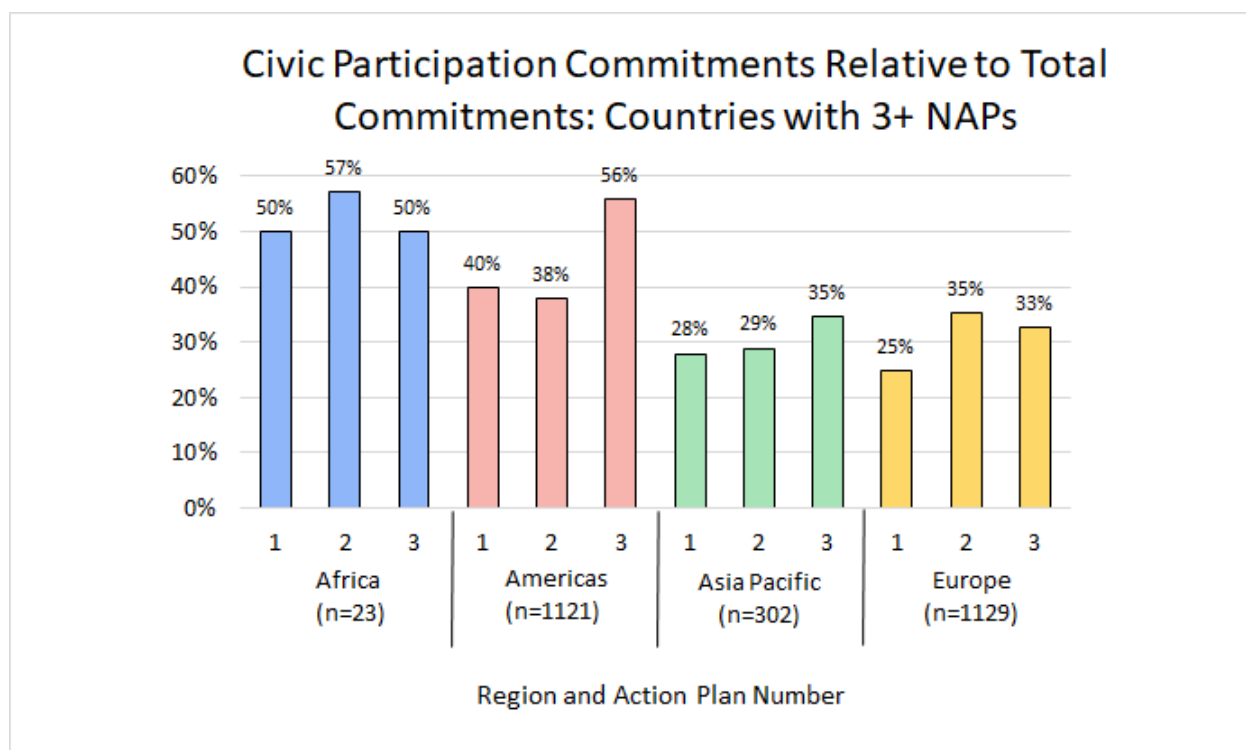


Figure 1.2: Civic participation commitments Relative to Total Commitments for Countries with three action plans.

Noteworthy variation is shown when comparing civic participation commitments in sub-national versus national governments; sub-national governments have a much higher emphasis on participation than national governments. Among sub-national governments around the world, 68% of total reviewed commitments are related to civic participation, whereas only 37% of commitments in national level action plans are for civic participation (Figure 3). This stark difference between the

sub-national and national levels is seen in every geographic region, ranging from a 48 percentage point gap in Europe to a still-notable 16 percentage point gap in the Americas (Figure 1.3).

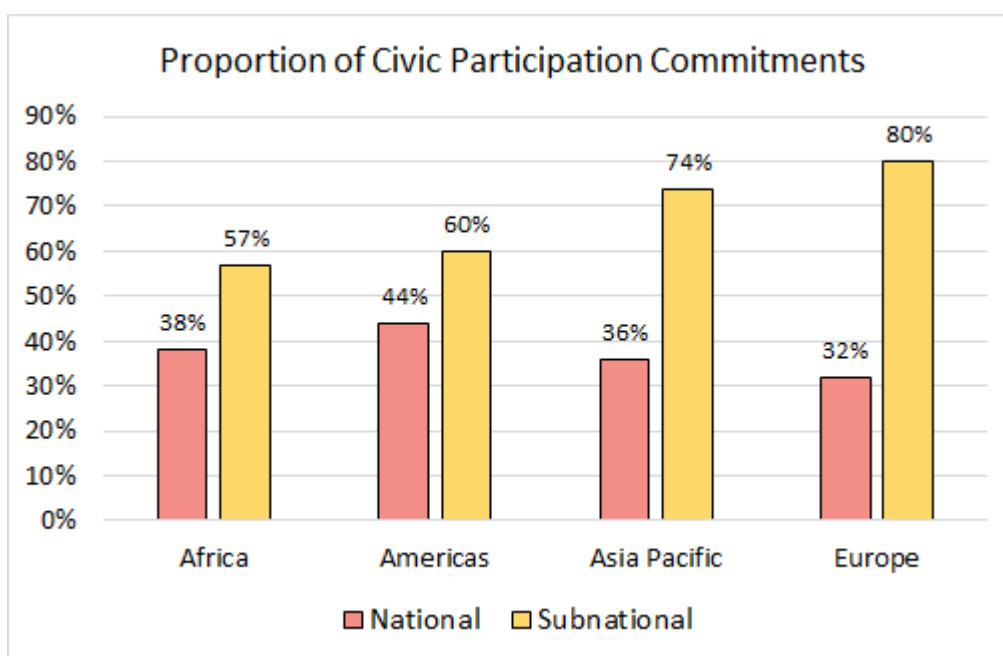


Figure 1.3: Proportion of civic participation commitments out of total commitments per region, as differentiated between national and sub-national action plans.

The higher proportion of civic participation commitments at the sub-national level in comparison to national governments may be attributable to resource availability. Effectively scaling participation activities nationwide requires major investments of personnel time and money for planning, outreach, facilitation, and final analysis of public input. For low-resource countries, national participation can be particularly challenging to thoroughly carry out. At the sub-national level, however, fewer numbers of people involved in participation may make representative participation quicker and cheaper, while still generating meaningful insights for decision-making. In some sub-national areas there may be less diversity in the population than at the national scale, making inclusivity in representation more easily achievable. Additionally, the sense of importance, to both citizens and government officials, regarding policy changes may be stronger at the local level than at the national level. As a result, sub-national governments may seek more participation at the local level because of their proximity and regular interactions with their constituents.

Higher participation commitments could also be attributed to differences in culture and institutional history with how citizens and government typically relate. Perhaps many OGP member governments have a pre-existing framework for civic participation; citizens in these areas may also be more highly engaged with local decision-making than national processes that take longer and have less tangible or immediate impacts on daily life. Conversely, perhaps many national governments - particularly those that have only recently prioritized open government and/or are not democratic or have only

recently democratized - have a more hierarchical relationship with the citizenry. For these countries, organizing nationwide participation activities presents a new challenge that may be daunting.

Whatever complex and unique factors may be driving this difference between the proportion of civic participation commitments at the sub-national and national levels, this pattern indicates a strong opportunity for sub-national OGP member governments to share knowledge and best practices for participation with national governments around the world. Furthermore, this indicates reasoning for national governments to encourage sub-national government participation in OGP within their borders. This could have a mutual benefit by helping sub-national governments become more open and, through intra-governmental collaboration, also help national governments to get a more granular sense of public priorities. This is particularly relevant as OGP is focusing its membership expansion to include more sub-national governments.

How Many Commitments with Civic Participation Were Completed?

Not all civic participation commitments have been completed, but encouragingly, progress is being made in all regions (Figure 1.4). Globally, the IRM has assessed 30% of all civic participation commitments in NAPs as fully complete, 30% as substantially complete, and 30% as having limited completion. Therefore, 90% of all civic participation commitments around the world have some level of completion assessed. 8% of global civic participation commitments have not been started, and 2% were withdrawn or their completion status was unclear.

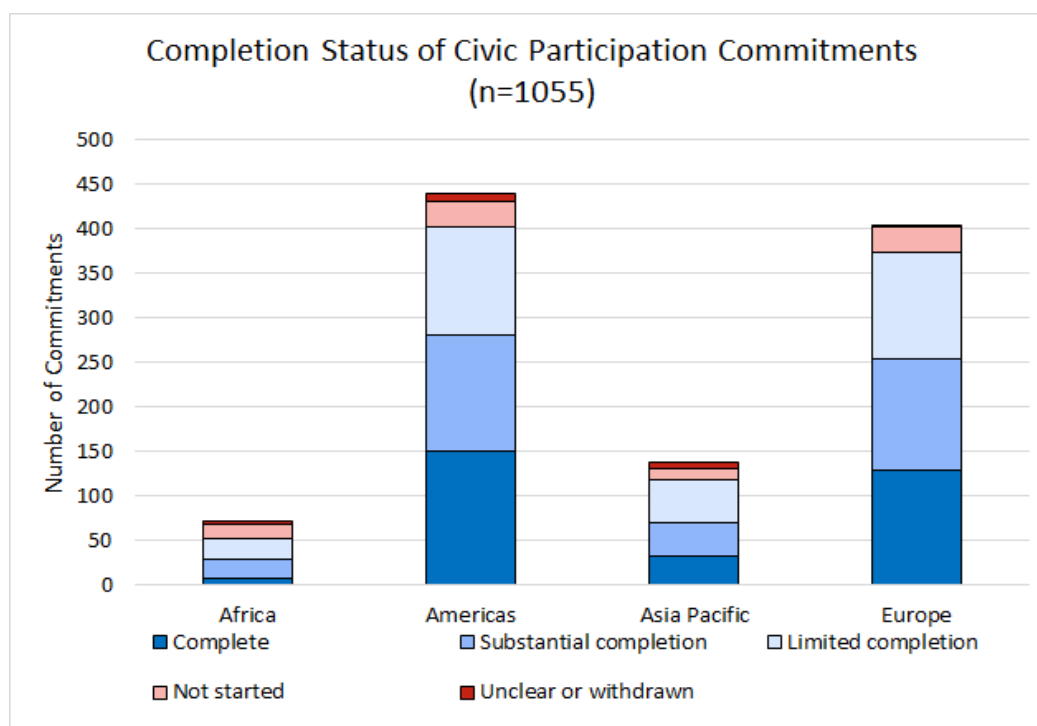


Figure 1.4: Completion status of national civic participation commitments, separated by region.

Importantly, global completion is roughly the same for civic participation commitments and non-civic participation commitments. The maximum difference in completion rates between these two types of commitments is a mere two percentage points (Figure 1.5). Sub-national governments have a stronger completion rate for civic participation commitments than national governments. Among fifteen sub-national governments around the world, 100% of civic participation commitments have some level of completion (full, substantial, or limited), compared to 90% at the national level. Zero sub-national civic participation commitments are assessed as unclear or unstarted. However, at the sub-national level *total* completion is lower than the national level; 23% of sub-national civic participation commitments are assessed as fully complete, which is lower than 30% for national governments.

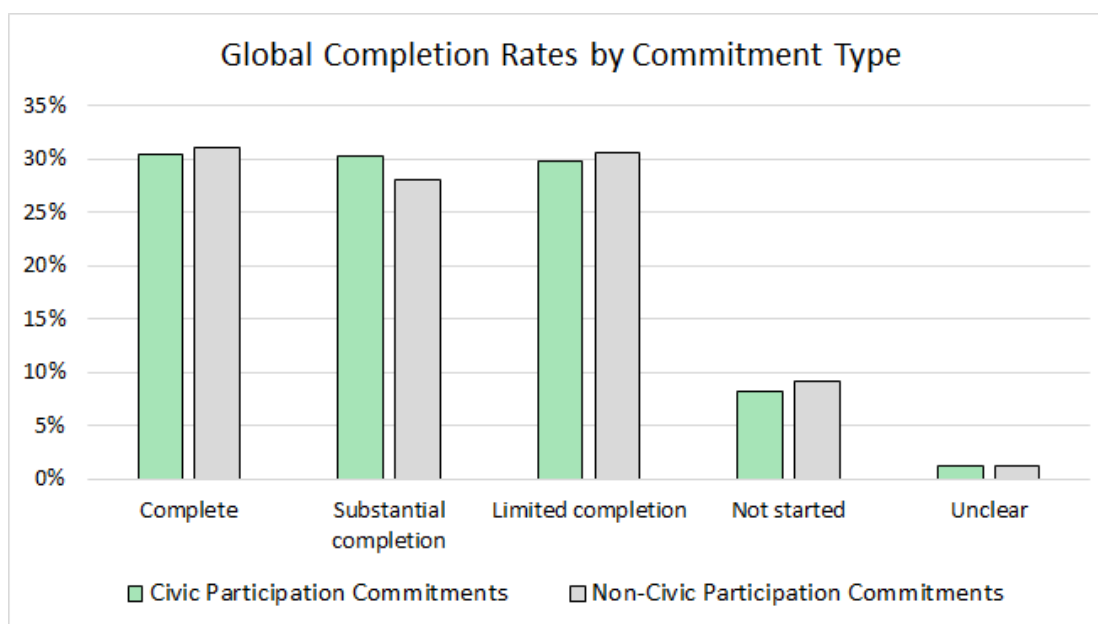


Figure 1.5: Completion status of national commitments, comparing civic participation commitments to non-civic participation commitments.

In Africa, over 73% of civic participation commitments have some degree of completion, but only about 10% are fully complete and 22% have not been started (Figure 1.6). Africa has the highest proportion of unstarted civic participation commitments. Liberia, Malawi, South Africa, and Tanzania are the African countries with fully completed civic participation commitments. Of these, Liberia and South Africa are countries with multiple NAPs; South Africa was one of the founding members of OGP in 2011. Malawi and Tanzania, on the other hand, are notable for achieving full completion of several civic participation commitments with only one action plan - their first - assessed by the IRM to date.

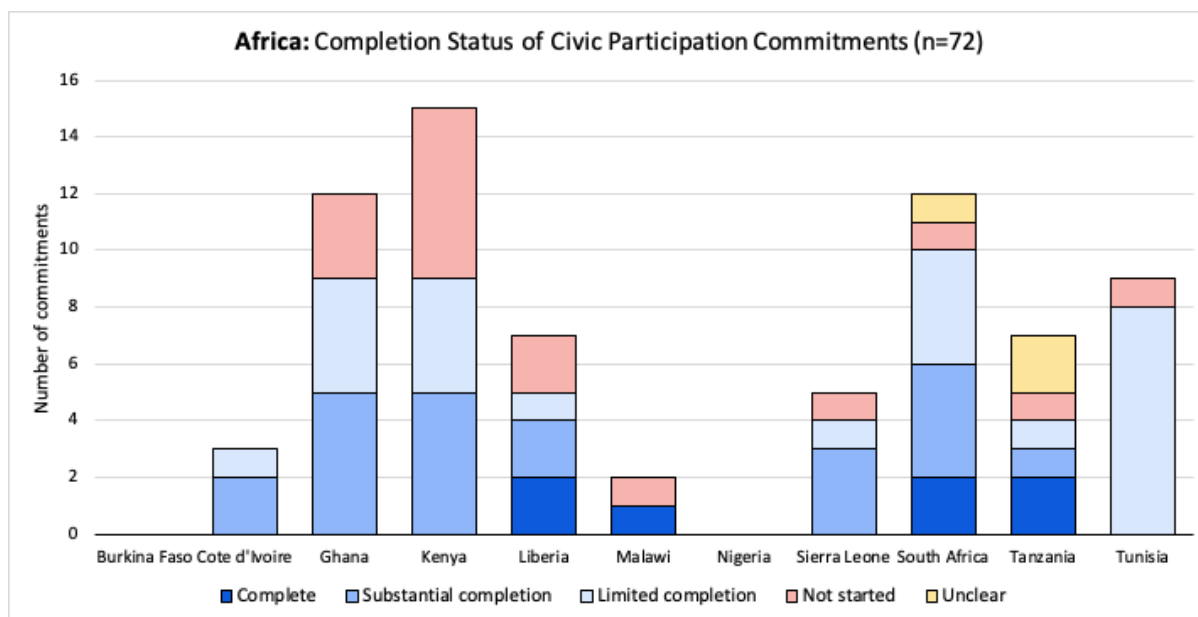


Figure 1.6: Completion status of national civic participation commitments across Africa.

For national member governments specifically, interesting differentiation in completion of civic participation commitments occurs across geographic regions between countries.

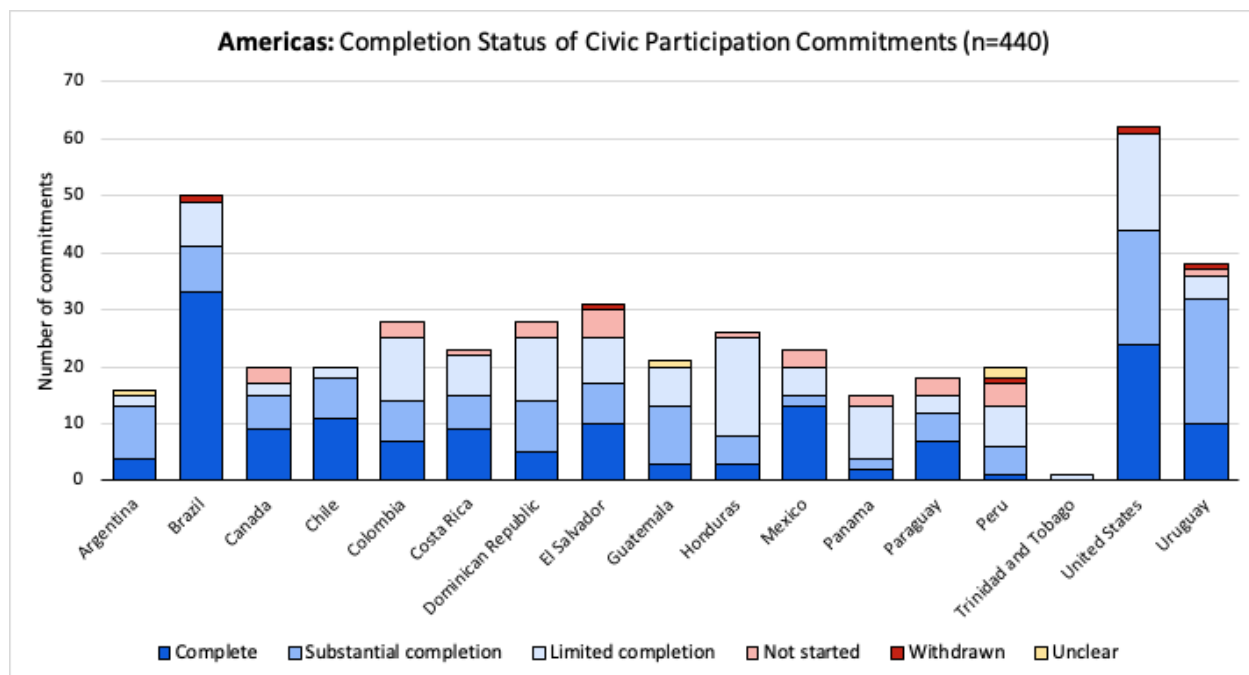


Figure 1.7: Completion status of national civic participation commitments across the Americas.

Completion of civic participation commitments is comparatively stronger in the Americas, with 35% of total assessed civic participation commitments fully completed (Figure 1.7). Including commitments with substantial completion and limited completion raises the total proportion of civic participation commitments with some degree of completion to 92%. Only around 7% of civic participation commitments have not been started at all in the Americas, but that proportion is spread fairly evenly across numerous countries and is not being skewed by a small number of weak performers. In the Americas, Brazil and Chile are commendable for having zero civic participation commitments that have not been started or for which completion status is unclear.

In the Asia Pacific Region (Figure 1.8), 87% of civic participation commitments have some level of completion, including 23% assessed as fully complete. 9% of civic participation commitments have not begun implementation. This regional result for unstarted civic participation commitments is primarily coming from Jordan, Mongolia, and Sri Lanka; Georgia and Indonesia each have one unstarted civic participation commitment as well.

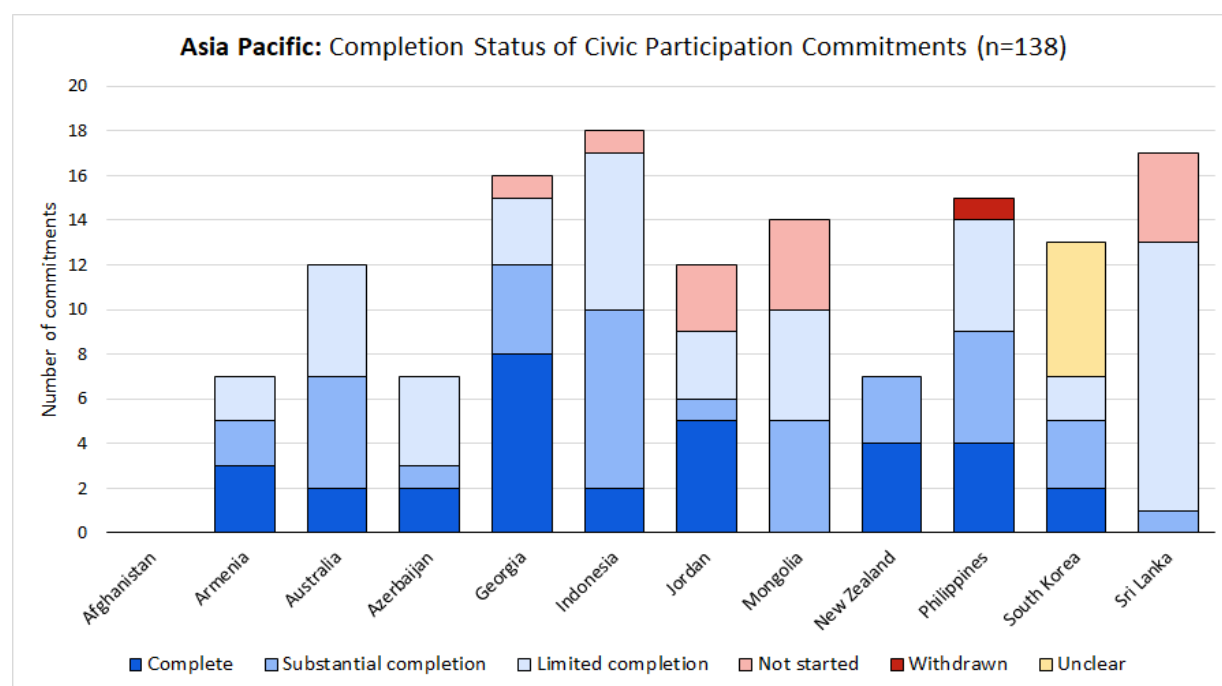


Figure 1.8: Completion status of national civic participation commitments across Asia Pacific.

Finally, in Europe (Figure 1.9), 93% of total civic participation commitments are assessed as having either full, substantial, or limited completion. 32% of civic participation commitments are fully complete. Denmark, Ireland, the Slovak Republic, and the United Kingdom are the European countries with the highest proportion of fully completed civic participation commitments. Regionally, 7% of civic participation commitments have not been started. North Macedonia is noteworthy for having the highest number of unstarted civic participation commitments in this region, but this finding is less troubling as a proportion because North Macedonia also has the highest *total* number

of civic participation commitments in Europe. This poses a striking comparison to other European countries that have very few or zero (Germany, Portugal) commitments for civic participation.

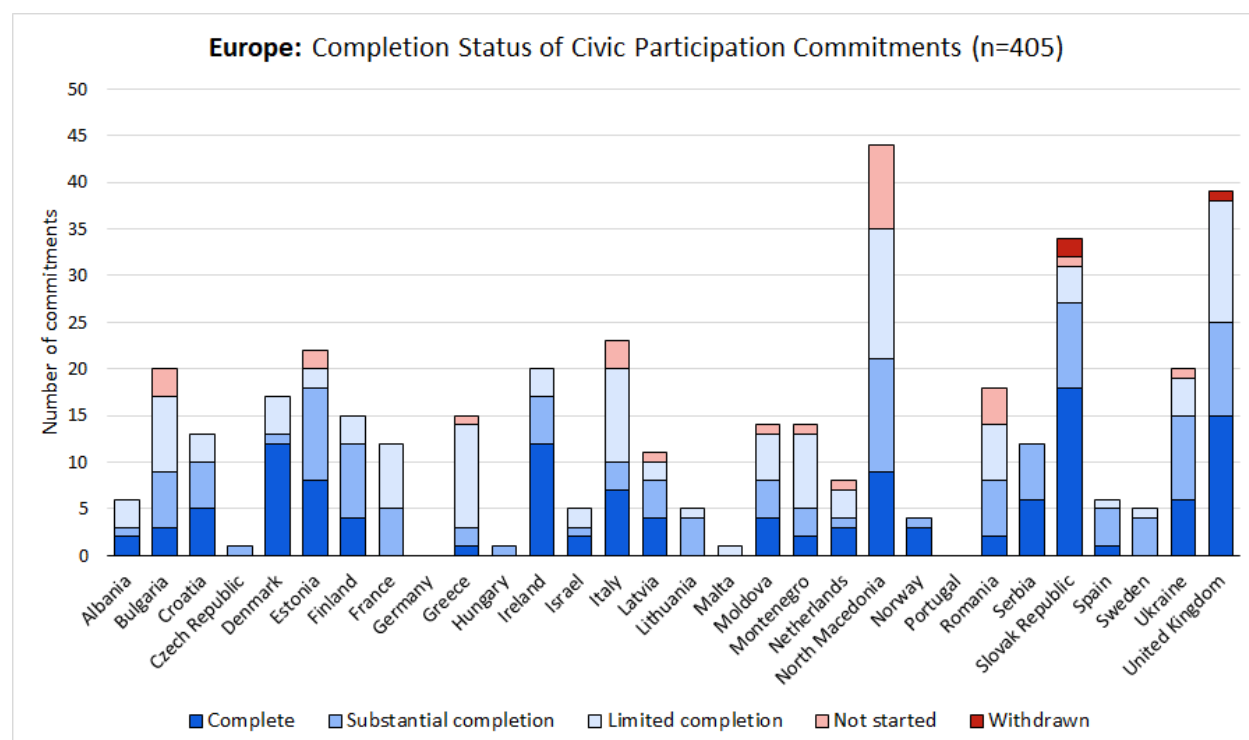


Figure 1.9: Completion status of national civic participation commitments across Europe.

In conclusion, progress on civic participation commitments is strong globally, and in each geographic region. However, only 30% of civic participation commitments have been fully completed. This indicates that many member governments may need support from the Practice Group to take their civic participation commitments across the finish line.

Africa shows the greatest potential need for support from OGP and the Practice Group, with 22% of civic participation commitments unstated. In other regions, North Macedonia, Jordan, Mongolia, and Sri Lanka also stand out as having notably higher numbers of unstated participation commitments and thus may need increased attention from the Practice Group.

How Does Civic Participation Compare to Other OGP Values?

The OGP has established four core values, which are: access to information, civic participation, public accountability, and technology and innovation for openness and accountability. OGP assesses commitments for relevance to the four values based on the following official definitions:

- Commitments addressing **access to information** provide open, affordable, and unrestricted access to government-held information and promote transparency,
- Commitments addressing **civic participation** “open up decision-making to all interested members of the public,” or may include reforms for greater freedoms of assembly, expression, petition, press, or association
- Commitments addressing **public accountability** can include “rules, regulations and mechanisms that call upon government actors to justify their actions, act upon criticisms or requirements made of them, and accept responsibility for failure to perform with respect to laws or commitments”
- Commitments addressing **technology and innovation for openness and accountability** articulate an impact on access to information, civic participation, and public accountability through new technologies used by both governments and citizens

Globally and for all geographic regions, access to information is by far the OGP value most frequently reflected in commitments. The values of civic participation, technology, and public accountability are used at similar rates in national commitments, with the civic participation being the second most reflected value. Public accountability is the least commonly highlighted OGP value globally.



Figure 1.10: NAP commitments by OGP values globally.

While the balance between civic participation, technology, and public accountability values is fairly even for commitments in all regions, some variations do indicate interesting trends. In the Asia Pacific region, the technology and public accountability values are less frequently incorporated into commitments; whereas the civic participation value is incorporated into nearly 200 commitments and access to information remains strong in approximately 300 commitments. In Europe and the Americas, the public accountability value is incorporated into fewer than 200 national commitments but civic participation and technology feature in between 200 and 300 commitments. Africa shows the most evenly balanced distribution of the technology, public accountability, and civic participation OGP values, with access to information incorporated the most frequently, in keeping with the global trend.

Almost all global commitments with the civic participation value are assessed as also meeting the OGP access to information value (Figure 1.11). This is not surprising, given that access to information was the most dominant OGP value across total commitments. Additionally, the official OGP definition states that commitments around civic participation “can include elements of access to information to ensure meaningful input of interested members of the public into decisions.”

Positively, these overlapping value assessments indicate that many civic participation commitments are being carried out by national governments in accordance with the Practice Group’s protocols for transparency, which are listed in the Practice Group’s *Guide to Developing Public Deliberation Processes* and include public access to information.

An example of the overlap between civic participation and access to information can be found in Ukraine’s fourth action plan, which included a commitment focused on developing an online platform for civil society organizations. This platform would be used to publicly share project proposals from CSOs and increase transparency into the bidding and public funding process for their proposed projects.

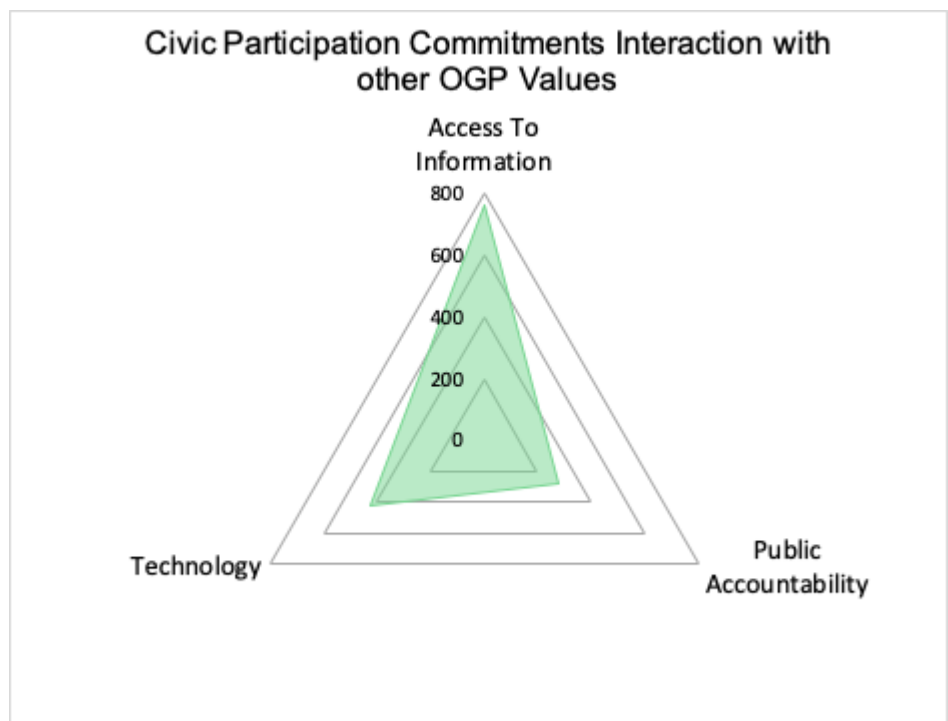


Figure 1.11: Civic Participation NAP commitments overlapped with other OGP values globally.

Technology and innovation for openness and accountability is the next most common OGP value in civic participation commitments. Several countries, including many in the case studies we have analyzed below, utilize digital technologies to solicit public comments and ideas, publish meeting materials, post proposals for citizen feedback, and host virtual participation events.

In both figures above (1.10 and 1.11) commitments related to public accountability are falling short. Public accountability commitments may be more challenging for member governments to implement. They require rigorous processes - sometimes even legislation - that result in rules, regulations, and mechanisms to improve public scrutiny of government systems.

What Policy Areas do Civic Participation Commitments Address?

Each OGP commitment has been coded for relation to a suite of major policy areas in the OGP Public Access Commitments Database (Figure 1.12). Our analysis shows that civic participation commitments are being made worldwide for a very diverse range of policy areas, in particular e-government and capacity building, but also related to a number of less common and country- or region-specific issues collectively categorized as “other” in Figure 1.12. The dominant policy areas of “other,” followed by e-government and capacity building are ranked in similar proportions across all geographic regions (Appendix 5).

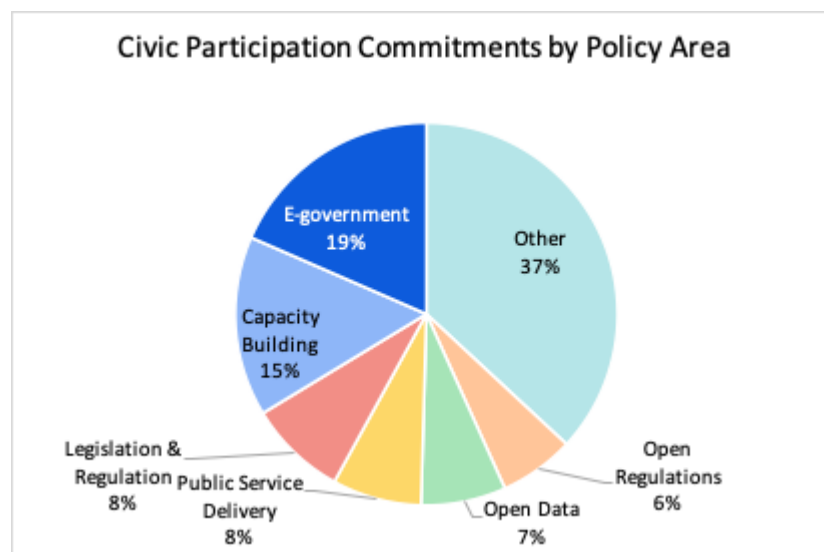


Figure 1.12: Civic participation NAP commitments based on policy area.

Globally, a group of policy areas that each account for less than 5% of all commitments constitutes the majority of civic participation commitments' policy areas. This underscores the wide range of important issues for which participation is being mobilized in commitments worldwide. For example, the budget/fiscal information policy area relates to fewer than 5% of civic participation commitments but was used in Armenia's third NAP, which included a commitment for transparency in public finances.

Another policy area that makes up less than 5% of total civic participation commitments globally but is particularly important is related to extractive industries. This policy area is prominent at 5% of commitments in Africa (Appendix 3), where natural resource extraction is a major sector of many countries' economies and involves heavy collaboration between the government and multinational companies. For example, Ghana's first NAP includes a commitment concerning transparency in oil revenue management. This is a sign that this important economic sector is being increasingly addressed from a participatory point of view in this region.

Next, e-government and capacity building are the policy areas most commonly associated with civic participation commitments.

E-government, or the use of information and communications technology in government, is likely prominent because digital technologies have become so integral to daily life in the information age. Technology and innovation for openness and accountability is also a core OGP value that member governments are encouraged to prioritize in their national commitments; this may also be a factor in the prominence of the open data and open regulation policy areas in global commitments. Governments are working to modernize systems and incorporate more technology into the deliverance and implementation of various public services, policymaking, and governance. E-government commitments typically increase transparency as a function of records being posted for public access online, digital participation forums for citizens, social media outreach by governments, among others.

Capacity building is another substantial policy area for civic participation commitments. Defined in part as a "[s]et of activities to enhance the skills, competencies, abilities, understanding, systems, processes, and institutional infrastructure of government, civil society, or citizens to achieve or accelerate results," it is a broad, highly variable category depending on different issues and contexts. The focus on this area shows that member governments are working to increase capacity in various areas related to open government values and goals. For example, Australia's first NAP describes "actively engaging with the public regarding how open data is being used" in order to ensure public trust in data sharing.

CONCLUSION

The major findings from this stage of our analysis are:

- OGP member governments around the world have prioritized civic participation in 37% of total NAP commitments. By region, the proportion of civic participation commitments varies from 44% of all commitments in the Americas to 32% of commitments in Europe.
- Sub-national governments have created more civic participation commitments than national governments, potentially due to resource availability, scale, citizen-government relationship norms, and culture, to varying extents.
- At both the national and sub-national level, progress on civic participation commitments is positive. 90% of civic participation commitments worldwide have made some progress towards completion.
 - Completion rates for civic participation commitments are nearly identical to non-civic participation commitments. This indicates that member governments are being similarly realistic/ambitious in setting civic participation commitments as they are for other types of commitments.
 - Only 30% of civic participation commitments are assessed as fully complete, indicating potential need for support from the Practice Group on Dialogue and Deliberation.
 - The high proportion (22%) of un-started civic participation commitments in Africa indicates that Practice Group support is particularly needed in this region.
- All commitments, globally, are most often associated with the OGP value for access to information, and least often associated with the OGP value of public accountability.
- Civic participation commitments (i.e. commitments associated with the civic participation OGP value) heavily overlap with the OGP value of access to information. Civic participation commitments overlap least with the least commonly emphasized OGP value of public accountability.
- E-government and capacity building are the strongest specific policy areas for civic participation commitments worldwide. 37% of global commitments are also associated with less common policy areas that account for under 5% of the total; this indicates the wide variety of issues that OGP member governments' commitments address.

Future research related to this stage of our analysis might further refine our data analysis by exploring how civic participation commitments with a “starred” assessment for having a transformative effect on government interact with geographic location and completion. Future research may also include additional variables, including from non-OGP data sources, and analyze how these affect completion rates and differences between regions, countries, and sub-national and national governments.

PART 2: CIVIC PARTICIPATION IN DEVELOPMENT OF ACTION PLANS

INTRODUCTION & METHODOLOGY

To understand both the *goals for* participation and the *styles of* participation in NAP development, we analyzed data from the OGP Public Access Process Database and information from a sampling of case study countries.

The OGP Public Access Process Database assesses the level of public participation in each NAP development process according to the International Association for Public Participation (IAP2) Spectrum (Appendix 1). The **IAP2 Spectrum** delineates five progressively intensive levels of public participation, ranging from governments simply informing the public of decisions to promising the public that citizens' decisions will be fully implemented. The IAP2 defines each level on its Spectrum of public participation as:

- **Inform:** To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.
- **Consult:** To obtain public feedback on analysis, alternatives and/or decisions.
- **Involve:** To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.
- **Collaborate:** To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.
- **Empower:** To place the final decision-making in the hands of the public.

IAP2 level is assessed by the IRM researchers and serves as a shorthand for how open a member government is to input from constituents as it formulates its action plan for open government. IAP2 data becomes available after action plans have been assessed by the IRM; the IRM presents the full results of its assessments in detailed reports. Many recent action plans have not been assessed by the IRM, and because the Process Database does not have IAP2 data for these action plans, they have been excluded from our analysis except where noted.

We used data for IAP2 levels in NAP development to identify global and regional trends among national member governments.

The next phase of our analysis explores how different **Deliberative Styles** are being used for informed participation in NAP development. These Deliberative Styles are: Open Dialogue, Deliberative Analysis, and Narrative Building (Figure 1.13). The OGP Practice Group on Dialogue and Deliberation's May 2019 publication *Deliberation: Getting Policy-Making Out From Behind Closed Doors* defines the intent of these three styles as follows:

- **Open Dialogue:** asks people to draw on their experience around an issue and to use their natural conversational skills to exchange views and propose options to solve it.
- **Deliberative Analysis:** is more formal about the rules of engagement and focuses participants' attention on facts and arguments, and the information and data that support them.
- **Narrative Building:** draws on the participants' lived experiences to develop a story about an important change or challenge. Stories are useful because they speak to people in ways they understand and identify with.



Figure 1.13: Deliberative Styles

These styles are not mutually exclusive, and methods from each may be used throughout the process of NAP development. In the most holistic NAP development processes, informed participation may take on a fourth deliberation style that blends all three domains.

To assess trends in how these Styles of Deliberation are used, we selected a sample of national OGP member governments and conducted a qualitative analysis of information provided about informed participation in NAP development within all of their published action plans. To select case studies, we established a set of criteria. Our sample was limited only to national (not sub-national) governments with:

- Four or more published NAPs to date
- A fourth NAP that has been assessed by the IRM
- NAPs published in English

These criteria narrowed our list of potential case studies to nine countries: Canada, Brazil, Georgia, Armenia, Indonesia, Czech Republic, Estonia, Lithuania, and Ukraine.

We then coded all of these nine countries' NAPs for keywords matching criteria associated with the three Deliberative Styles. Case studies present the results of our qualitative data analysis and also discuss trends and themes in how the use of these styles changes between NAPs, interactions with IAP2 levels, and innovative or unique methods.

THE IAP2 SPECTRUM OF PARTICIPATION IN ACTION PLAN DEVELOPMENT

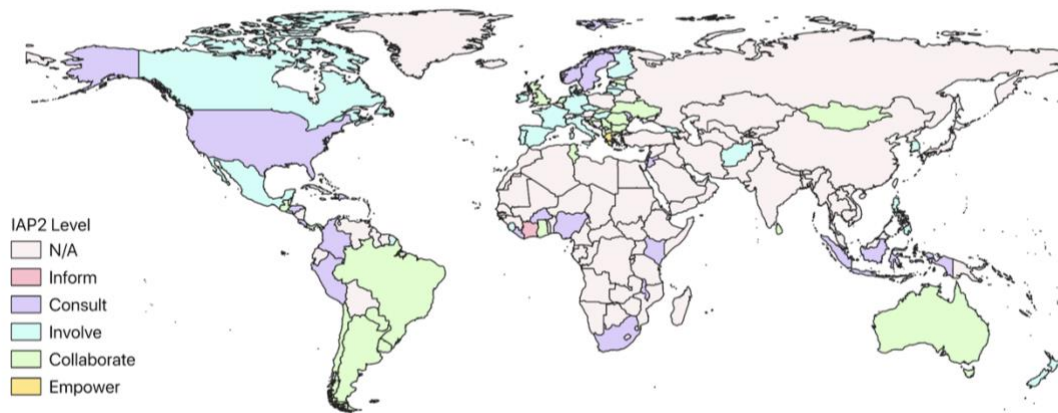


Figure 2.1: World map showing National OGP members' most recent IAP2 assessment from the IRM

Figure 2.1 shows the IAP2 Spectrum of OGP member nations across the globe, according to the most recent IRM report. Only one country, Côte D'Ivoire, was at the lowest level of Inform. Most countries fell into the Consult-Involve-Collaborate range. The third, Collaborate IAP2 level is seen in clusters of countries in South America and Eastern Europe. The lone country to reach Empower, the highest level, is Greece. However, our research revealed discrepancies between the OGP website, database, and IRM report when it came to Greece's IAP2 assessment; we recommend that the OGP ensures consistency for Greece and in general, when IRM researchers assess IAP2 levels of participation.

Our analysis found that many countries increase their IAP2 levels in subsequent NAPs, so this graph might look more green and yellow in future years if member governments continue to expand their participatory activities to higher levels on the IAP2 Spectrum.

RELATIONSHIP BETWEEN OF IAP2 LEVELS AND PARTICIPATION IN COMMITMENTS

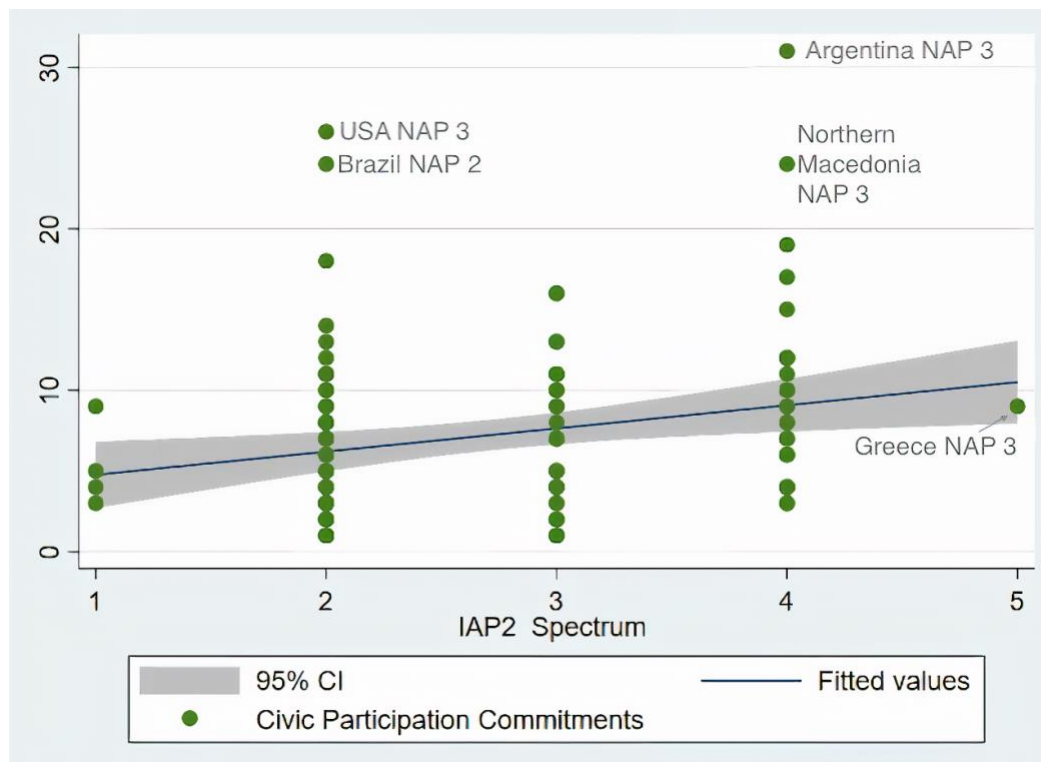


Figure 2.2: Regression analysis of IAP2 Spectrum on civic participation commitments

Figure 2.2 displays the relationship between the IAP2 level during the development of NAPs, and the number of civic participation commitments made in that action plan. The scatter plot indicates that the number of civic participation commitments increases in NAPs that were developed with greater participation. The trend line and formula indicate a positive relationship: **a one unit increase on the IAP2 Spectrum during action plan development is associated with a 1.4 unit increase in the number of civic participation commitments made in that action plan.** This finding is statistically significant at the 95% confidence interval (see Appendix 3 for regression output).

There are a few exceptions to the overall trend. USA's NAP 3 and Brazil's NAP 2 included more commitments than other countries that fall into the Consult IAP2 level. Additionally, Greece was the only country that was categorized with an IAP2 level of Empower and has very few civic participation commitments. Because Greece was the only country categorized as Empower, we recommend more research into NAPs and IRM reports to better understand its context on this scatter plot.

CASE STUDIES OF CIVIC PARTICIPATION IN DEVELOPMENT OF ACTION PLANS

We have selected nine case studies to explore their Deliberative Styles, methods for civic participation during the formulation of their NAPs, best practices, and opportunities for the Practice Group's and OGP's support.

To analyze these cases, we developed a codebook using information published by the Practice Group in Volumes I and II of the *Deliberation Series*. Our codebook lists thematic criteria for each of the three Deliberative Styles. The research team read every published NAP for case study countries and coded their descriptions of action plan development according to these criteria. For each criterion met, the researcher was required to cite a supporting quote from the NAP. To ensure inter-coder reliability, two researchers read, coded, and discussed each NAP before finalizing their categorization of its dominant Deliberative Styles.

While some countries may use elements of all three Deliberative Styles, we have only categorized NAPs as using a particular Style when it clearly meets at least 25% of criteria in the codebook. By meeting this threshold, NAPs show substantive use of that Deliberative Style.

Our discussion of case studies focuses on information from NAPs that evidences the use of different Deliberative Styles. Our case study analysis has been constrained by the level of detail provided by member governments in their action plans about NAP development. Some countries have provided thorough information about NAP development, including methods for participation and co-creation, while others have NAPs with brief and/or vague descriptions of the development process. In the latter situation, we have read IRM reports for information on how that action plan was developed, but to remain consistent across case studies, have only coded IRM information related to the official *intent* for informed participation and co-creation and not any IRM assessment of how that planned development process was carried out.

Case Studies Snapshot: Deliberative Styles and IAP2 Level

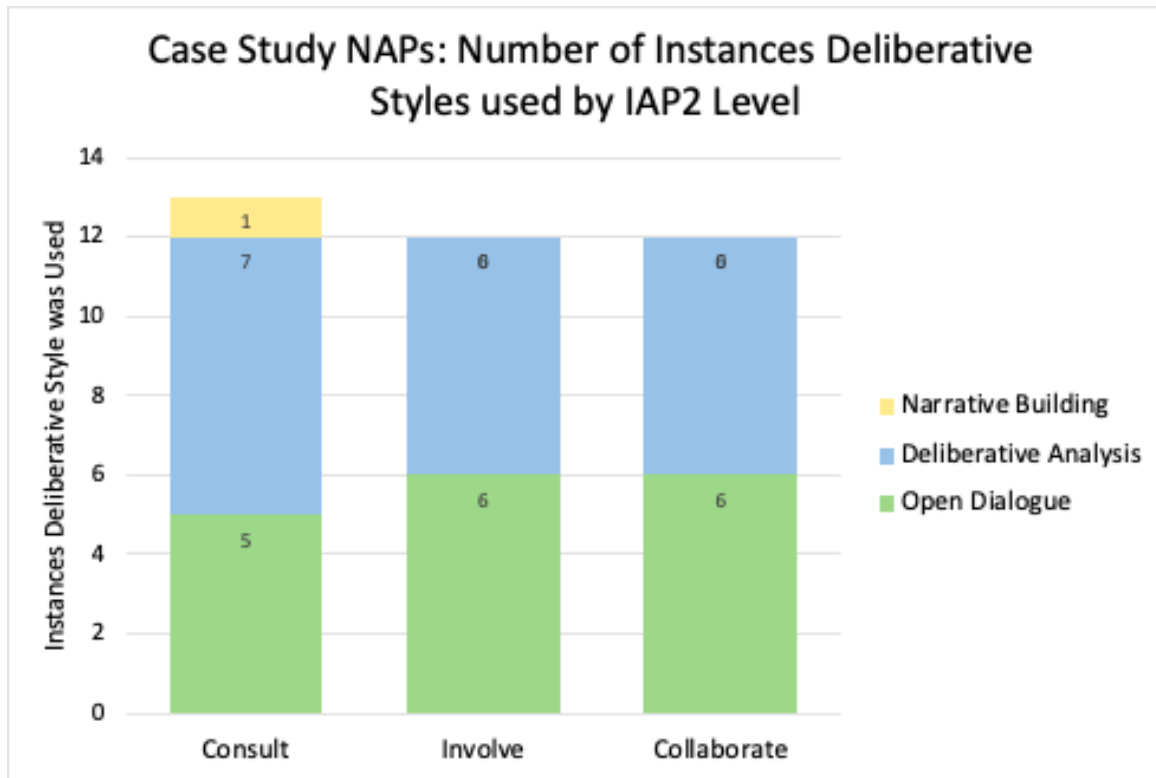


Figure 2.3: Count of Deliberative Styles used in NAP development by sample cases, sorted by IAP2 Spectrum.

Our qualitative case study analysis shows that Open Dialogue and Deliberative Analysis are by far the most common Deliberative Styles used in NAP development; Narrative Building is rarely employed. Figure 2.3 shows 36 counts of Open Dialogue and Deliberative Analysis, but only one instance of Narrative Building. Figure 2.3 groups the frequency of the three Deliberative Styles by each NAPs assessed IAP2 level in action plan development. Cross referencing these two classifications in the graph reveals that Open Dialogue slightly increases at higher IAP2 levels (Figure 2.3). For countries with the IAP2 levels Involve and Collaborate, use of Open Dialogue and Deliberative Analysis styles is evenly split among our case study countries.

Canada

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	N/A	✓	✓	
2	Consult	✓	✓	✓
3	Involve	✓	✓	
4	Involve	✓	✓	
Methods	Online consultations and comment functions, social media and Twitter town hall, Reddit discussion, webinars, digital questionnaires, in-person consultative events nationwide, bilingual communications, expert peer review with feminist and inclusive perspective			

The government of Canada's four NAPs were developed with robust and highly representative public participation, and all three Deliberative Styles were substantively used at least once. In all four NAPs, Canada has clearly employed a blend of both Open Dialogue and Deliberative Analysis styles. The process has continually begun with an Open Dialogue wherein citizens are invited to submit their comments, perspectives, and ideas related to open-ended prompts about open government that inform priorities for the NAP. Initially, Canada achieved this primarily online but from the second NAP onward, in-person events across the country also allowed citizens to participate. Participation has been consistently strong and increased over time in Canada; over ten thousand people participated in the most recent planning process.

Canada's second NAP explicitly referenced how these citizen inputs were synthesized into public reports online, which is a rare, clear form of Narrative Building. These reports have been published for subsequent NAPs as well on a transparent records site.

After a broad Open Dialogue process has generated citizen input on open government in Canada, the process has tended to incorporate more Deliberative Analysis tools that involve civil society actors, including eight representatives who serve on the Multistakeholder Forum on Open Government and have a central role in co-creating and implementing open government commitments. The public is provided opportunities to review, comment on, and critique this draft for accuracy before publication. Strong effort for transparency has been made in all four NAP development processes, and Canada has published datasets and reports detailing public inputs for and feedback on all NAPs development on the official government website.

Brazil

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	N/A	✓	✓	
2	Consult	✓	✓	
3	Collaborate	✓	✓	
4	Collaborate	✓	✓	
Methods	Debates, virtual dialogues, online e-democracy forum, open polling, co-creation workshops			

Through four NAPs, Brazil has consistently used Deliberative Analysis as a deliberation style. Elements of Open Dialogue have been present, too, and have increased over time. No strong elements of Narrative Building were noted in any of Brazil's four NAPs.

Brazil developed a structured process for deliberation by its third NAP and continued this structure for its fourth NAP. This is reflected by an increase in IAP2 level from Consult to Collaborate between NAP 2 and NAP 3. The process was organized into three stages: setting themes, co-creation workshops, and plan approval. The theme-setting phase involved the government and CSOs setting theme priorities, with the public voting on their preferences. 678 votes were cast for theme preferences by the public. In the following NAP, this number increased to 2,002 votes.

The public was not involved in commitment selection, and there was no in-person option for individual participation. Limiting individual participation to online-only could be seen as a barrier to participation for those without digital access or literacy. Although votes increased over time, vote counts were not representative of Brazil's population size.

Next, co-creation workshops were held to develop the NAP. The three main contributors were the Open Government Inter-ministerial Committee (CIGA), GE-CIGA (CIGA's Executive Group), and Civil Society's Advisory Working Group (WG). CIGA and GE-CIGA are made up of government ministry officials, while the WG consisted of self-selected members of civil society. Civil society groups involved included the General Union of Workers (UGT) and the Institute of Socioeconomic Studies (INESC). Additionally, it is notable that the themes were developed to align with the Sustainable Development Goals (SDGs).

Georgia

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	N/A			
2	Involve	✓	✓	
3	Collaborate	✓	✓	
4	Involve		✓	
Methods	Public meetings, online consultation module			

From their first NAP to the fourth and most recent one, Georgia has made progress by widely expanding their IAP2 level and Deliberative Styles during NAP development. Georgia's first NAP was very vague about how participation and Deliberative Styles were used for informed participation in NAP formulation and had zero citizen participation. However, Georgia's second NAP showed a marked improvement with inclusion of much more detailed information about the development process, inclusion of more members of the general public, and specific descriptions of Open Dialogue and Deliberative Analysis Deliberative Styles.

Georgia's third NAP built on this more robustly participatory process, notably by increasing the representativeness of citizen participation through public consultation meetings in 15 cities across Georgia. Up to 800 people and a wide variety of targeted stakeholders participated. For this third NAP, Georgia's assessed IAP2 level for public participation expanded to Collaborate from Involve. NAP 3 also emphasized local media as part of the NAP development process, which contributed to consultations and also "ensured coverage of the process and disseminating the information about the possibility for citizens' engagement in the Action Plan elaboration process."

For Georgia's fourth NAP, the Deliberative Styles leaned more heavily towards Deliberative Analysis, rather than a blend of Deliberative Analysis and Open Dialogue as was evidenced in prior action plans. The IAP2 was also assessed at a lower level for this most recent NAP. However, it included two innovations for NAP development: Georgia made an effort to decrease the quantity of commitments made to only include commitments that would have a transformative effect, and engaged municipalities/self-governments for the first time in the co-creation process.

Armenia

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	N/A		✓	
2	Consult		✓	
3	Involve	✓	✓	
4	Collaborate	✓	✓	
Methods	Committees, online idea crowdsourcing tool, working groups, consultations, hearings, representative council, website, public discussions, awareness campaign, town hall meetings			

Armenia has consistently used Deliberative Analysis in NAP development. Government, along with CSOs working in the areas of freedom of information, accountability, and anticorruption were involved in these structured discussions. Another notable participant group included in NAP development was the Armenian Diaspora. Over time, Armenia provided more information and more advanced knowledge to stakeholders involved in NAP development, in the form of agendas and rules of engagement.

Armenia has steadily incorporated more public involvement into NAP development. CSOs and the national government collaborated to develop the first two NAPs with limited public input. By NAP 2, the public was able to view the draft report, but unable to comment. The general public was then invited to participate online starting with NAP 3, which continued into NAP 4.

General public involvement occurred through online idea crowdsourcing. 18 proposals were submitted through a crowdsourcing mechanism in NAP 3, increasing to 47 in NAP 4. In-person discussions with NGOs also took place in many cities across the country. The variety of options for participation allowed many Armenian citizens to participate in the NAP development process.

Increased public involvement over time was also associated with increased IAP2 levels. Over the past three action plans, Armenia's IAP2 level has increased from Consult to Involve, and then to Collaborate.

Indonesia

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	N/A	✓	✓	
2	No IRM Data			
3	Consult		✓	
4	Consult		✓	
5	N/A	✓		
Methods	Website, Twitter, and Facebook for Indonesia's Open Government Initiative, focused group discussions, workshops, SOLUSIMU crowdsourcing competition, LAPOR national complaints online portal			

Participation has been inconsistently used across the development of Indonesia's five NAPs. This is evidenced by Indonesia's IAP2 levels, which either reflected the Consult level or a lack of data.

Deliberation has been consistent between government and CSOs. In particular, members of academia, NGOs, and targeted youth stakeholder groups have been involved in public consultations. However, Indonesia has been slow to substantively involve the general public in NAP development. Indonesia's first two NAPs fell short on public participation. Public comment was the only available option for the public to participate in NAP 2 and NAP 3. However, by giving the public more notice and creating the SOLUSIMO competition for crowdsourcing ideas, Indonesia increased the amount of public comments from near zero to 3,200 for NAP 3.

Indonesia's fourth NAP addressed the need for greater citizen involvement but didn't actually involve any citizens in formulation. In NAP 4, public meeting schedules and minutes were made public, but the public did not have the ability to collaborate with the government. These measures were productive steps for openness but not strong enough to be considered Open Dialogue. By the fifth NAP, more Open Dialogue was prioritized and Indonesia conducted public meetings as part of the deliberation process, both online and in-person. 41 public meetings were conducted and 17 responses were received from the online consultation. Although numbers were low, this Open Dialogue represents a step in a more participatory direction. Incorporating the feedback received at these meetings into subsequent NAPs would be a significant step to reach the Involve level on the IAP2 Spectrum.

Czech Republic

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	No data	✓		
2	No consultation			
3	Involve	✓	✓	
4	Involve	✓		
Methods	Workshop, press release, multi-stakeholder forum, online public consultations			

The Czech Republic used Open Dialogue in the development of all of their NAPs except for NAP 2, and Deliberative Analysis once, in NAP 3. Their second NAP did not meet the criteria for any of the three Deliberative Styles because the short implementation period for NAP 1 resulted in a continuation of the same commitments in NAP 2.

NAP 3 and NAP 4 both involved public consultations as part of the drafting process. In both instances, the government issued a press release inviting citizens to either submit commitments proposals online or to present their proposal at a public workshop in-person. The government also contacted specific stakeholders to participate in the consultation process such as government ministries, the Union of Towns and Municipalities of the Czech Republic, Transparency International Czech Republic, Local Government Association Czech Republic, EDUin, and several universities.

In NAP 3 and NAP 4, after about two weeks of public consultations, workshops (attended by government officials and stakeholder groups mentioned above) were held to discuss and narrow down the proposed commitments. These new sets of commitments went through an inter-ministerial comment procedure and were posted online for a second round of comments by the public. Comments from both the public and ministries were received and settled in a final workshop held in the Office of the Government. All public comments and stages of the drafting process were published online, making the government accountable to incorporating comments and feedback in final NAPs.

Estonia

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	N/A	✓		
2	Collaborate	✓	✓	
3	Consult	✓	✓	
4	Collaborate	✓		
Methods	Web based public call for ideas, e-consultations, roundtables			

Across all four NAPs, Estonia used Open Dialogue to collect input and ideas from the greater public via web-based consultations. Deliberative Analysis was used in NAP 2 and NAP 3 among a closed group of government officials and key stakeholders in in-person and highly structured meetings to assess feedback collected from the online public consultations. There was no use of Narrative Building across all NAPs.

There was representativeness across all four of Estonia's NAPs. The public was involved in early-stage consultation and a Coordinating Council was formed of representatives from various ministries and stakeholder groups. This Council was responsible for drafting and implementation of the NAPs. However, there are limited details across all four NAPs on exactly which stakeholders or public interest groups were included in this Council.

The methods used for public participation evolved across the four NAPs to become more streamlined and effective over time. For the development of NAP 1, Estonia created a website for online public discussions. For NAP 2, this process was referred to as e-consultations, and was more structured to request feedback on specific modifications for proposals and activities. In the development of NAP 3 and NAP 4, this process developed into a public call for ideas online, where anyone could put forth a proposal for the NAP.

Estonia had the greatest participatory process in development of NAP 3. NAP 3 describes how the Network of Estonian Nonprofit Organizations organized a web-based call for proposals open to the public. The NAP further provides a step-by-step description of how those proposals were assessed and selected by the Coordinating Council, with dates of when the Coordinating Council met and the goals of each of their meetings.

Lithuania

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	N/A	✓		
2	Consult	✓		
3	Consult	✓		
4	Involve	✓	✓	
Methods	Public consultations online			

Aspects of Open Dialogue and Deliberative Analysis were used at varying degrees across all four of Lithuania's NAPs. Across all NAPs, the drafting process involved public consultations and specified consultations with non-governmental organizations. For the development of NAP 3, the Working Group responsible for drafting the commitments expanded its membership to include the Civil Society Institute, Transparency International, NGO Information and Support Centre. Public consultations were held once the draft NAP was published online. Consultations were held across different platforms such as online video conferences, in-person focus groups, and via online calls for proposals.

NAP 4 was the most ambitious in its approach to participation in the drafting of commitments and was categorized as Involve in the IAP2 Spectrum. Open Dialogue was used in the early stages; the government organized multiple public roundtable meetings where participants had an open exchange of ideas. Deliberative Analysis was used in NAP 4 to analyze stakeholder feedback in a systematic, objective, and fair process. Through participatory consultations and roundtables, Lithuania garnered 31 proposals for NAP 4 from the broader public. In order to select the most appropriate proposals, additional consultations were held with government ministries, civil society institutions, and the Working Group that finalized six commitments for the NAP. The Working Group expanded its membership in NAP 4 to include representatives from academia, associations, NGOs, public institutions, and the public sector.

Ukraine

Action Plan	IAP2 level	Deliberative Styles (✓ if present)		
		Open Dialogue	Deliberative Analysis	Narrative Building
1	No data	✓		
2	Involve	✓	✓	
3	Collaborate	✓	✓	
4	Collaborate	✓	✓	
Methods	Public voting, call for proposals, online discussion, round tables, informative webinars			

Ukraine stood out among the case studies in several aspects of its NAP development process. Ukraine's descriptions of participatory processes are to-the-point and provide evidence of extensive public consultation. The IAP2 levels evolved over time, which shows increased efforts to include the public in the development of these plans.

There was little evidence that any of the NAPs focused on Narrative Building, but Open Dialogue and Deliberative Analysis were incorporated to a great extent in all four plans. Examples of methods used for action plan development include round tables, online discussions, and calls for proposals. Ukraine's public voting process on proposed commitments is especially noteworthy. When developing NAP 4 the public was invited to vote and comment on the submitted proposals -- this input was influential in deciding which commitments were included in the NAP.

All four plans involved feedback from government officials, CSOs such as the United Nations Development Programme, and the general public. The NAPs were a joint product of the Cabinet of Ministers of Ukraine and selected CSOs. Opportunities for public participation in the drafting process were widely publicized -- the government released a promotional video, distributed leaflets, and conducted a webinar in partnership with UNDP. In addition to these more traditional stakeholders the first NAP specifically mentioned the media being included as a fourth body present at a national round-table event.

RELATIONSHIP BETWEEN DELIBERATIVE STYLES AND PARTICIPATION IN COMMITMENTS

We compiled the results from our qualitative analysis of these nine case studies into a database. This data was then combined with commitment information from the Public Access Commitments Database. The data set was filtered to NAPs within our sample of countries that have been reviewed by the IRM; this yielded 35 NAPs. This ensures commitments are accurately tagged with the OGP value of civic participation. The number of Deliberative Styles used per NAP were summed, with values ranging from zero to three. Then, we did a single regression analysis that regressed the number of civic participation commitments on the number of Deliberative Styles used.

Figure 2.4 displays the relationship between the number of Deliberative Styles used in NAP development compared to the number of civic participation commitments included in NAPs. This ties together our two research questions and represents the relationship between the Deliberative Styles used in NAP development and the amount of commitments in NAPs related to participation. We

found a positive relationship between these values: **an additional Deliberative Style used in**

NAP development is associated with 2.9 additional participation commitments. These results are significant at the 95% confidence level.

NAPs falling outside of the 95% confidence interval include Canada's second, which was the only country to use all three Deliberative Styles. Brazil's second NAP also is notable for its high number of civic participation commitments.

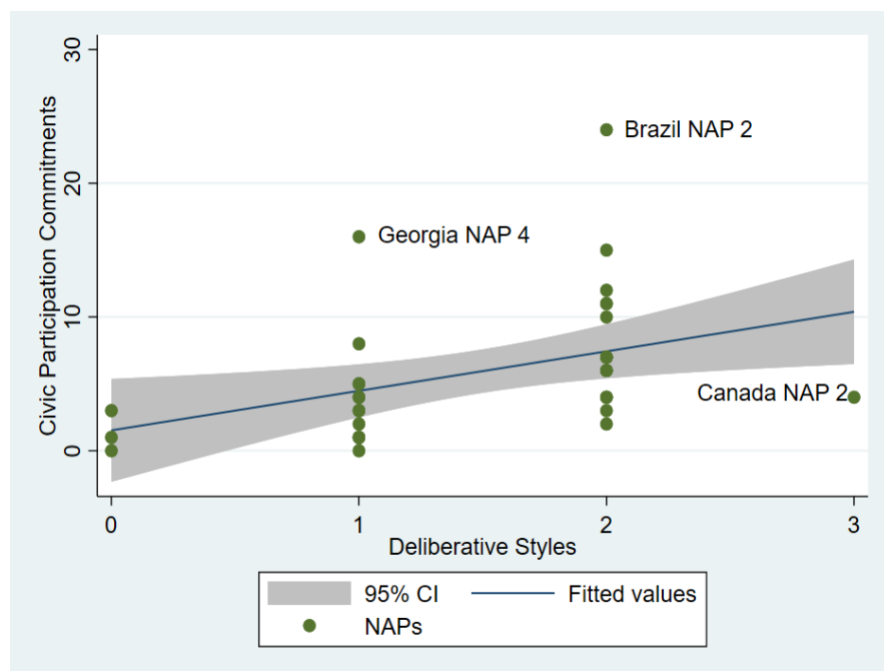


Figure 2.4: Regression analysis of action plans. Count of Deliberative Styles used in each action plan's development regressed on civic participation commitments.

CONCLUSION

The major findings from this stage of our analysis are:

- In the most recent IRM reports, most OGP countries' IAP2 levels during action plan development were assessed to be Consult, Involve, and Collaborate. Only Cote d'Ivoire was classified as having a development process at the lowest level of the IAP2 spectrum, and only Greece was classified as having a development process at the highest level of the IAP2 spectrum (albeit with discrepancies between data sources).
- A one unit increase on the IAP2 Spectrum during action plan development is associated with a 1.4 unit increase in the number of civic participation commitments made in that action plan.

For our qualitative analysis of nine case study countries, we found that many countries use informed participation in their action plan development processes and describe doing so in their NAPs even before the Practice Group set forth officially defined Deliberative Styles. However, written descriptions of action plan development in NAPs rarely use the Deliberative Styles framework and terminology. Thus, we had to be discerning to identify textual evidence of Deliberative Styles in NAPs.

A broad view of our case study country sample shows that most countries have made progress in using more Deliberative Styles since their first NAP. Figure 2.5 shows that six of nine countries used either one or zero Deliberative Styles in their first NAP. By the fourth NAP, four of these six countries had used an additional Deliberative Style.

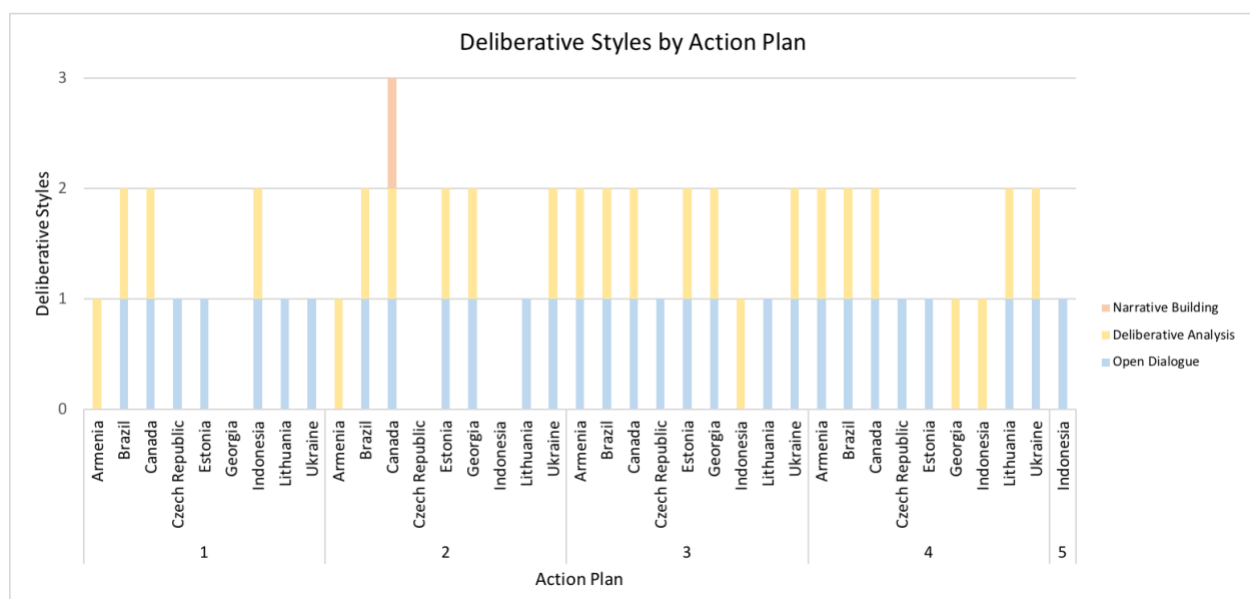


Figure 2.5: Count of Deliberative Styles used in NAP development, by NAP and country

Open Dialogue was the number one Deliberative Style in our case study analysis and was used in 29 out of 37 NAPs. The most common blend of styles was Deliberative Analysis and Open Dialogue, which were used in 18 of our 37 studied NAPs. Deliberative Analysis also increased over time. Seven of our nine sample countries employed Deliberative Analysis in their fourth NAP, compared to only four of nine countries in their first NAP.

Canada's second NAP was the only one in our study to use Narrative Building. Canada was also the only case study that ever blended all three Deliberative Styles. Only three NAPs - Georgia's first, Czech Republic's second, and Indonesia's second - presented no textual evidence of using any Deliberative Styles.

Some countries have been slow to incorporate Deliberative Styles but show significant progress towards this goal. A common trend among case study countries has been to start by focusing on the Deliberative Analysis style between invited CSOs and government officials and increasing Open Dialogue with the general public over time.

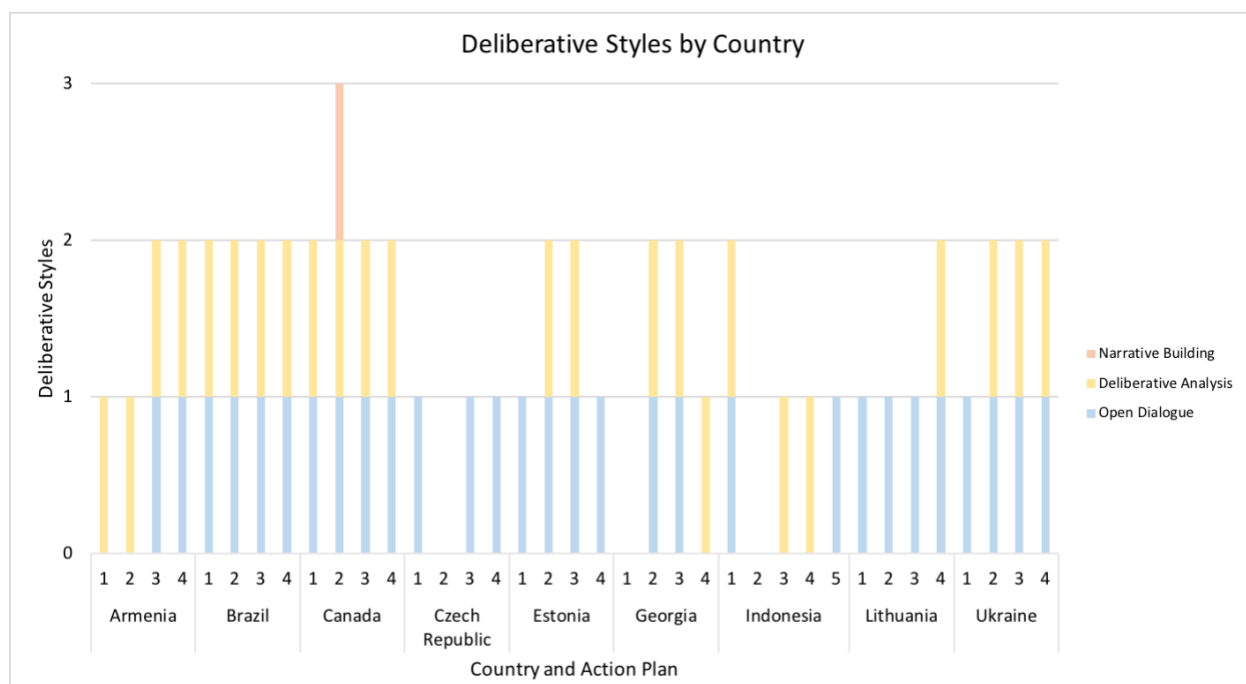


Figure 2.6: Count of Deliberative Styles used in NAP development, by country and action plan

Within-country trends differ. Figure 2.6 shows that some countries, like Armenia, Lithuania, and Ukraine, have shown a clear upward trend in the number of Deliberative Styles used. Brazil has remained consistent in its use of both Deliberative Analysis and Open Dialogue, along with Canada, other than its one notable use of Narrative Building. Other countries have been mixed, such as Indonesia and Georgia, increasing some years, and decreasing in others.

Deliberative Styles often do not align with countries' practices in reality. The discrepancy indicates the need for clearer and more detailed information to be included about the action plan development process in countries' NAPs. As noted in our methodology, the level of detail on NAP development varied widely between countries and between NAPs. Most countries expanded their treatment of co-creation in development with each published NAP, as well as the level of detail.

Other findings from our case study analysis were:

- An additional Deliberative Style used in NAP development is associated with 2.9 additional participation commitments.
- For all countries in our case study sample, opportunities for citizen participation increased over time. The variety of engagement options also increased.
 - A common trend among case study countries was an increasing quantity of stakeholders, including members of the general public, in NAP development.
- For all countries in our case study sample, CSOs were consistently involved in NAP development.
 - A common trend among case study countries was the increasing quantity of CSOs involved in NAP development.
- In about half of our case studies, citizen involvement was done solely through online participation. Across the board, online options typically increase in subsequent NAPs; for example, Estonia implemented e-consultations starting in NAP 2, which expanded over time. While there are major positive aspects of digital civic engagement, this method for participation also involves key considerations for equitable representativeness in areas and among groups with lower digital access and/or literacy.
- We found wide variation in response rates to online consultations and online calls for proposals. While some online consultations garnered hundreds or thousands of participants, online calls for proposals resulted in fewer citizens willing to take part in a more time consuming and challenging exercise. Member governments should seek to strike a balance between quantity of participants and quality of the participation event.
- In many case study countries, in-person participation options increased over time; for example, Armenia expanded regional meetings to locations outside of its capital city.
- Quality of engagement also increased during NAP development, such as the public being given the option to vote on themes or commitments to be included in NAPs. An example was found in Brazil's inclusion of citizen-selected themes in NAP development.
- Additional detail on best practices are available in Appendix 7.

RECOMMENDATIONS

Based on the analyses in this report, we offer several recommendations for moving forward. Overall, the recommendations center on **equitable representation**, **clear communication**, and **knowledge sharing**.

Recommendations for the Practice Group on Dialogue and Deliberation

1. **Encourage participation to be equitable across stakeholder groups:** Findings from our case study indicate that the Deliberative Styles are not used equitably across stakeholder groups. Public input is largely received online, while select stakeholders meet in-person for Deliberative Analysis workshops. The Practice Group should encourage member governments to balance opportunities for the public to participate in all three Deliberative Styles both in-person and online. Furthermore, online participation introduces the concern of digital equity. The Practice Group can encourage member-nations to be clear and vocal with citizens about what types of participation are available, and how they can get involved. To reach citizens without internet access, telephone and other technologies can be used.
2. **Assess Deliberative Styles:** The Practice Group terminology for Deliberative Styles (Open Dialogue, Deliberative Analysis, and Narrative Building) is not used widely and consistently by member governments in their NAPs. Furthermore, in our analysis of 37 NAPs for nine case study countries, only one NAP substantively evidenced use of the narrative building deliberative style. The Practice Group should examine whether terminology for deliberative styles is an appropriate lens for assessing informed participation, and whether changes can be made to better reflect how members talk about deliberation in practice.
3. **Encourage more detail in NAPs:** If action plans are used as a learning tool, the OGP should encourage more detail regarding the drafting of commitments within the NAPs. Member governments should consistently dedicate a section of their NAPs to the development and drafting process. Member governments could also report specific participation data to the OGP, such as their self-assessed IAP2 goal and deliberative style during action plan development.
4. **Publish “Highlights and Best Practices” report:** A Practice Group report summarizing successful processes, commitments, and best practices would highlight and celebrate success stories and encourage sharing and cooperation between member governments. Some of this is available on the OGP blog, however, we recommend consolidating and distributing a report directly to member governments. This can also provide an opportunity to share common challenges and encourage cooperation between member governments.

Recommendations for the Open Government Partnership

1. Conduct further research in the following areas:

- What is the relationship between level of participation during the development of commitments and the level of completion of those commitments?
- To what extent does participation in the development of commitments impact the quality of those commitments?
- Evaluate commitments using the IAP2 framework, to be included in Public Access Commitments Database.
- How will participation change in a post COVID-19 world and what lessons can be learned from participation efforts during a global pandemic?

2. Increase cooperation between national and sub-national governments:

Sub-national governments use participation to a greater extent than national governments, probably due to smaller populations and proximity to constituents. Sub-national governments can aid and even lead their national government's participation efforts by sharing best practices and by offering tools and resources for the national government to reach the public. National governments can promote use of participation - and even participation in the OGP - among sub-national governments within their borders. Intragovernmental collaboration in participation may help national governments to glean more representative and granular insights for high level decision-making, while also opening government at the local level.

3. Ensure consistency in databases and IRM reports:

We identified inconsistencies between the OGP website, database, and IRM report when it came to Greece's IAP2 assessment. The OGP should review databases and IRM reports to ensure that this is not a recurring issue and provide guidance to IRM researchers if there are errors.

CONCLUSION

This report answers two broad research questions for the OGP Practice Group on Dialogue and Deliberation: (a) **How is civic participation reflected in National Action Plans?** and (b) **How is participation used in the development of National Action Plans?** We used OGP's Public Access Commitment Database, Public Access Process Database, and action plans and IRM reports from nine member nations to conduct our quantitative and qualitative analysis.

Globally, 37% of commitments from IRM-reviewed National Action Plans are related to civic participation, and completion rates for civic participation commitments are nearly identical to commitments in other areas. Sub-national governments have more civic participation commitments than national governments. Within the 37% of commitments related to civic participation, there was a large overlap with the OGP value of access to information. Civic participation commitments focused on a wide variety of policy areas, particularly e-government and capacity building policy areas.

When evaluating use of participation in the development of NAPs, we found increased participant representation and diversity of engagement opportunities over time. Open Dialogue was the most widely used Deliberative Style across the 9 case studies, while Narrative Building was only used once, by Canada. A majority of countries in the case study sample used zero to one Deliberative Styles in developing their first NAP but built out their processes to use at least two Deliberative Styles by NAP 4.

Our analysis suggests that OGP can take some steps to encourage civic participation in both the development of NAPs and to be reflected in commitments of NAPs. OGP and the Practice Group should focus on encouraging equal representation and participation across stakeholder groups, foster increased knowledge sharing between and among national and sub-national governments, and conduct further research to identify trends related to civic participation.

APPENDICES

Appendix 1: IAP2 Spectrum of Public Participation

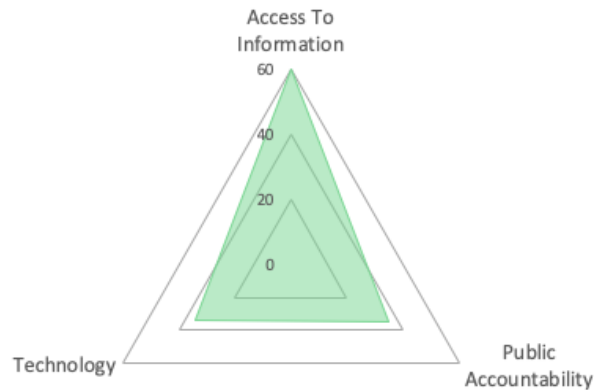
	inform	consult	involve	collaborate	empower
Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example Tools	<ul style="list-style-type: none"> • Fact sheets • Websites • Open houses 	<ul style="list-style-type: none"> • Public comment • Focus groups • Surveys • Public meetings 	<ul style="list-style-type: none"> • Workshops • Deliberate polling 	<ul style="list-style-type: none"> • Citizen Advisory committees • Consensus-building • Participatory decision-making 	<ul style="list-style-type: none"> • Citizen juries • Ballots • Delegated decisions

Source: iap2.org

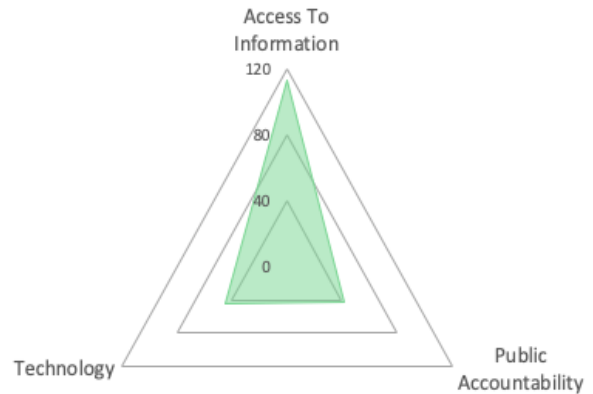
Appendix 2: Regional Graphs: How does Civic Participation compare to other OGP values?

The graphs below display how commitments related to civic participation overlap with OGP values of technology, access to information, and public accountability. This data accounts for all NAPs by region, filtered by the availability of IRM data assessing commitments for civic participation.

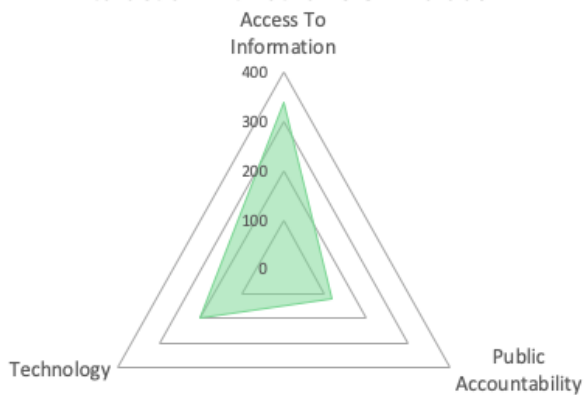
Africa: Civic Participation Commitments
Interaction with other OGP Values



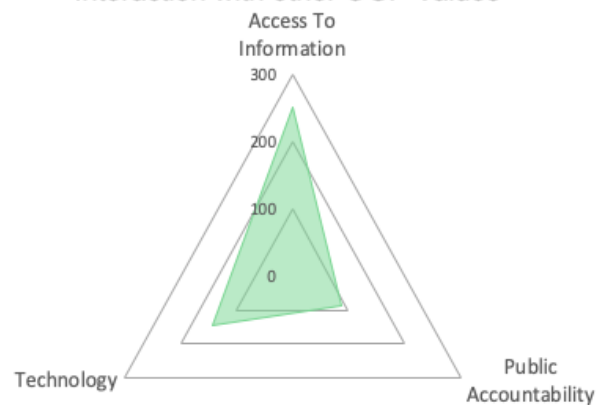
Asia Pacific: Civic Participation Commitments
Interaction with other OGP Values



Americas: Civic Participation Commitments
Interaction with other OGP Values



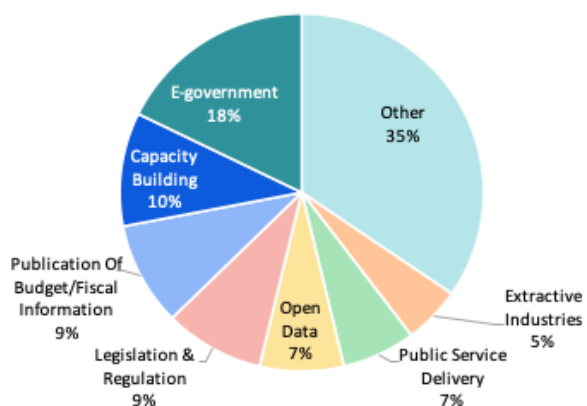
Europe: Civic Participation Commitments
Interaction with other OGP Values



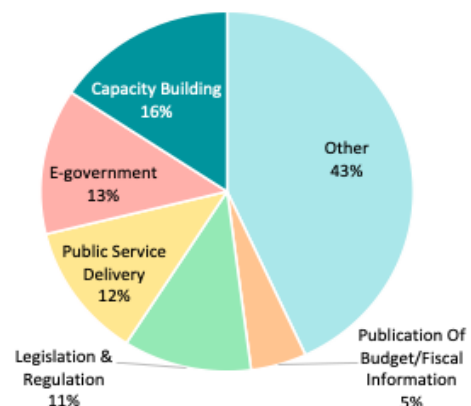
Appendix 3: Regional Graphs: What policy areas are addressed by Civic Participation commitments

The graphs below display how commitments related to civic participation vary across policy areas. This data accounts for all NAPs by region, filtered by the availability of IRM data assessing commitments for civic participation.

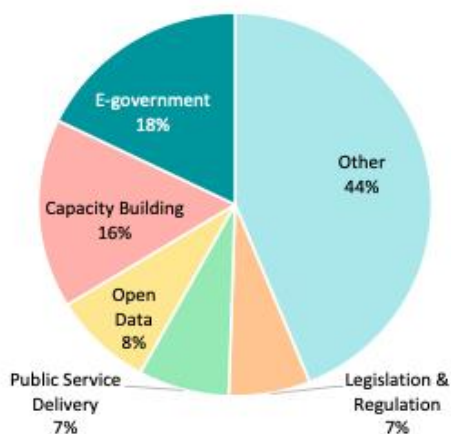
Africa: Distribution of Policy Areas within Civic Participation Commitments



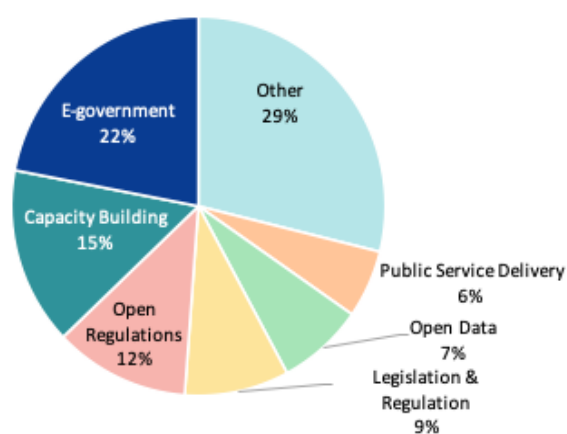
Asia Pacific: Distribution of Policy Areas within Civic Participation Commitments



Americas: Distribution of Policy Areas within Civic Participation Commitments



Europe: Distribution of Policy Areas within Civic Participation Commitments



Appendix 4: Regression 1 Output

Below is the regression output testing the relationship between IAP2 level during development and number of civic participation commitments. This data accounts for all National Action Plans, filtered by the availability of IRM data assessing commitments for civic participation. The p-value (0.010) is less than 0.05, indicating statistical significance at the 95% confidence interval.

```
. reg NumberofCivicParticipationCo IAP2LevelDuringDevelopment, r
```

Linear regression	Number of obs	=	124
	F(1, 122)	=	6.83
	Prob > F	=	0.0101
	R-squared	=	0.0568
	Root MSE	=	5.2498

NumberofCivicParticipationCo	Coef.	Robust Std. Err.	t	P> t	[95% Conf. Interval]	
IAP2LevelDuringDevelopment	1.435422	.5493364	2.61	0.010	.3479554	2.522888
_cons	3.317678	1.489154	2.23	0.028	.3697497	6.265606

Appendix 5: Regression 2 Output

Below is the regression output testing the relationship between the number of Deliberative Styles and number of civic participation commitments. This data accounts for 35 of the 37 NAPs in our case study sample (nine member governments), filtered by the availability of IRM data assessing commitments for civic participation. Indonesia's fifth NAP and Lithuania's first NAP were excluded for a lack of data from the IRM. The p-value (0.007) is less than 0.05, indicating statistical significance at the 95% confidence interval.

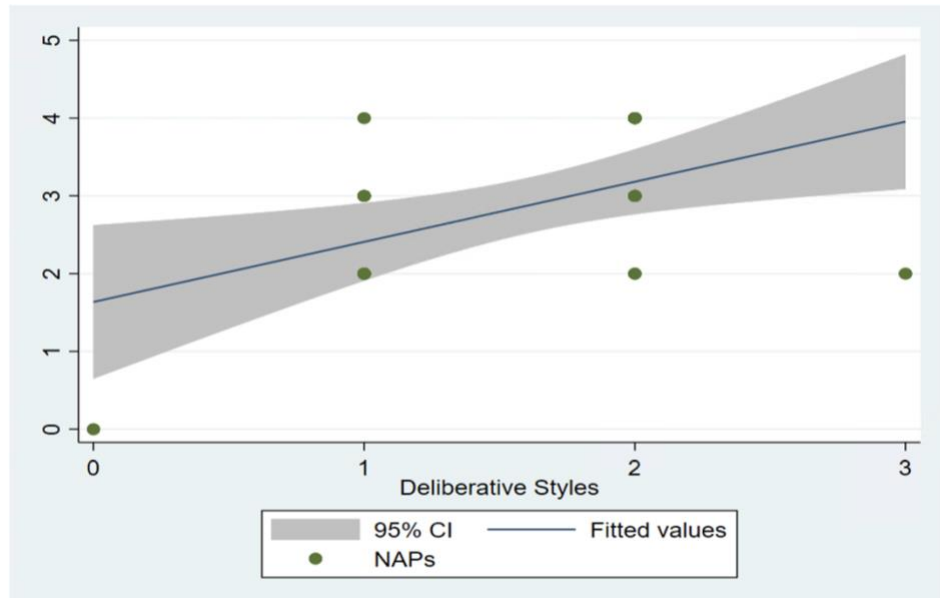
```
. reg cp_commits deliberation_styles, r
```

Linear regression	Number of obs	=	35
	F(1, 33)	=	8.23
	Prob > F	=	0.0071
	R-squared	=	0.1659
	Root MSE	=	4.7183

cp_commits	Coef.	Robust Std. Err.	t	P> t	[95% Conf. Interval]	
deliberation_styles	2.953925	1.029752	2.87	0.007	.8588795	5.04897
_cons	1.525597	1.38652	1.10	0.279	-1.295298	4.346492

Appendix 6: Regression 3 Output

Below is the regression output testing the relationship between the number of Deliberative Styles and the IAP2 Spectrum of Action Plans. The graph shows that, to reach an IAP2 Spectrum of at least 2, consult, at least one deliberative style was used in Action Plan development. This



data accounts for 26 of the 37 NAPs in our case study sample (nine member governments), filtered by the availability of IRM data assessing IAP2 Spectrum. All countries' first NAP and Indonesia's fifth and second NAP were excluded for a lack of data from the IRM. The p-value (0.081) is greater than 0.05, indicating no statistical significance. The sample size was small, so we recommend this analysis be recreated with a larger sample size.

```
. reg iap2_num deliberation_styles, r
```

Linear regression

```
Number of obs   =      26
F(1, 24)        =      3.32
Prob > F         =    0.0810
R-squared        =    0.2459
Root MSE        =    .88013
```

iap2_num	Coef.	Robust Std. Err.	t	P> t	[95% Conf. Interval]	
deliberation_styles	.7727273	.4241231	1.82	0.081	-.1026197	1.648074
_cons	1.636364	.6951812	2.35	0.027	.2015802	3.071147

Appendix 7: Best Practices from Canada, Ukraine, and Brazil

On Canada's inclusion of underrepresented groups:

Canada's NAP 4 specifically included a "feminist and inclusive peer review", focused on understanding how the needs and interests of underrepresented groups such as women, minorities, members of the LGBTQ community, youth, and low-income constituents were reflected in the NAP. Canada also performed a gender-based analysis plus (GBA+), which is an analysis into how men, women, and non-binary individuals might have different experiences of government policies and programs, and thus how they might be differently impacted by NAP commitments. Canada's analysis, the feminist and inclusive peer review, and the GBA+ targeted their focus on marginalized groups and how the government could work to improve their representation and experience with open government.

Ukraine's bottom-up process:

In the IRM Design Report for Ukraine's NAP 4, Action Plan development is described as a "highly collaborative" process. This is due in part to the public's ability to propose and submit their own commitments. Once commitment proposals were gathered, the government announced a call for online voting of the action plan's priorities. Finally, the government of Ukraine shared information and agenda items with the public on government websites and on social media. This is a crucial step in allowing for a collaborative process including widely disseminating information regarding the opportunities for participation, and offering multiple opportunities to participate. Ukraine also held local and national forums for discussion, both in-person and via video conferences. These actions provided the public many opportunities for participation through many possible avenues. The development process for Ukraine's NAP 4 shows a strong commitment to involving the public directly in the process, and ensuring that the public is involved in decision making throughout the process.

Brazil – focus on commitments and completion:

Brazil's 4 NAPs contain 56 civic participation commitments, more than the regional average in the Americas. Brazil has also completed over 30 of these commitments, more than any of its neighbors. Many of these commitments are notable for involving participation in addition to other OGP values, like access to information. The "Open Data Ecosystem" commitment from NAP 4 shows how Brazil attempts to incorporate participation in different ways. This commitment sets a goal to "establish, in a collaborative way, a reference model for an Open Data Policy that fosters integration, training and awareness between society and the three government levels, starting from a mapping process of social demands." This commitment from NAP 3 relating to the transparency of public funds is also noteworthy: "Formulate a strategic matrix of transparency actions, with broad citizen participation, in order to promote better governance and to ensure access and effective use of data and public resource information." It is noteworthy that these commitments describe how the government intends to achieve these goals using a collaborative and participatory process. Brazil actively advocates for participation in the implementation of commitments across all OGP values, and successfully completes many of these commitments.