

THE POLICY INCLUSION FRAMEWORK

CONSULTATION DOCUMENT

Introduction

Government decisions will be more responsive to the views of Islanders if they are based on good public engagement. To help achieve this, the Council of Ministers' 100 Day Plan included a commitment to develop a **Policy Inclusion Framework**. The Framework helps government officials to engage the public on proposals and policy matters. Now the government wants to know what you think of the Framework and how you think engagement could be improved.

The proposed Framework is based on an engagement pyramid structure. It includes guidance for each level of the pyramid, as well as good practice principles and an engagement toolkit.

In this consultation, the government wants to know if the proposed Framework is a useful tool for improving public engagement. It also wants to know how the public wish to be engaged on proposals and policy matters. The Framework will be refined based on feedback from the consultation, then approved by the Council of Ministers. In early 2023, a package of internal training will be developed to support the Framework's application.

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What we mean by:

Public engagement – activities which involve the public in Government agenda-setting, decision-making and policy development

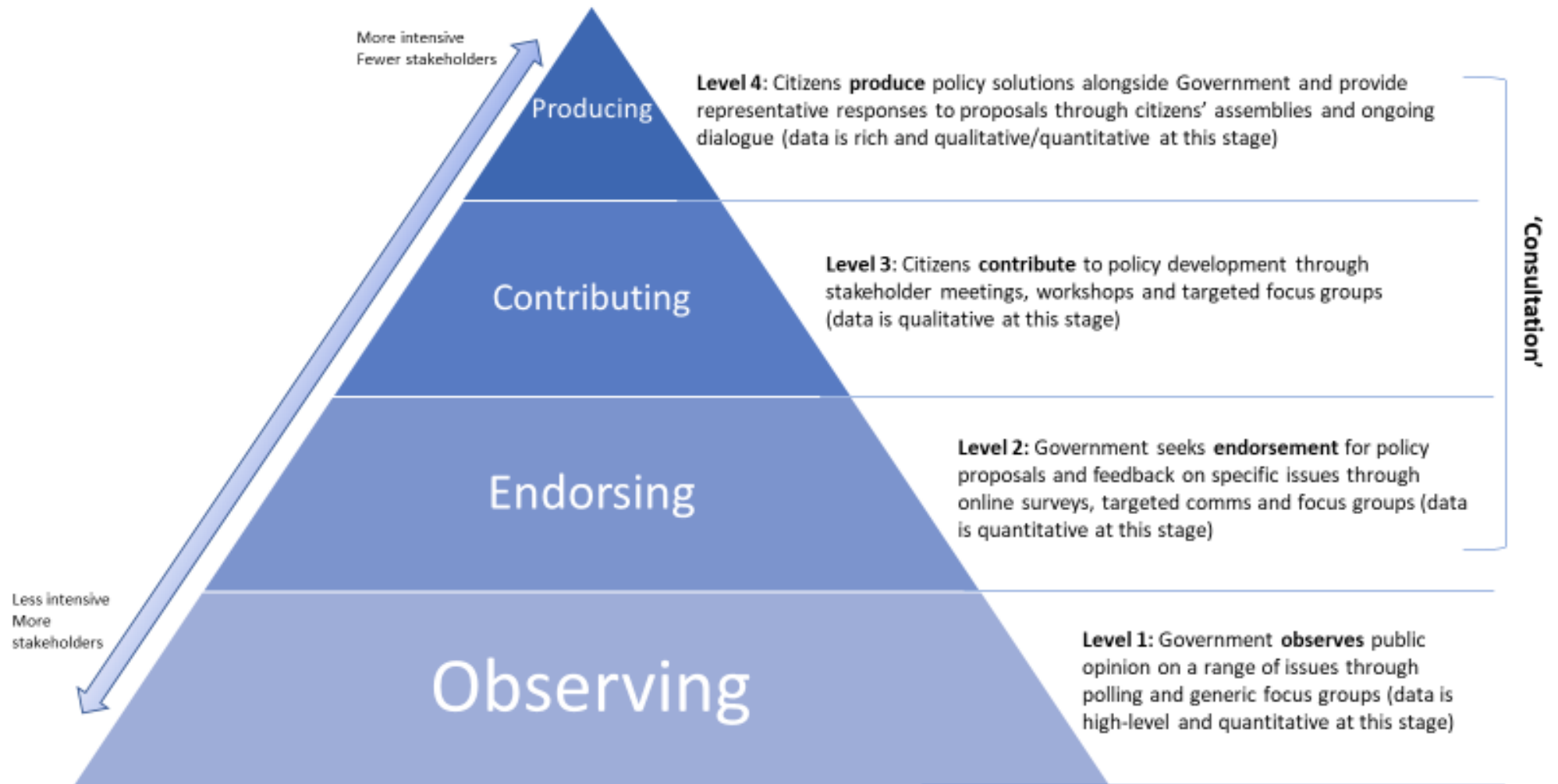
Consultation – an engagement process through which the public's views are actively sought

Polling – the continuous monitoring of public opinion through mass surveying

Citizen's assemblies/juries - a representative group of citizens who are selected at random from the population to learn about, deliberate upon, and make recommendations in relation to a particular issue or set of issues

1. The Policy Inclusion Framework Model

The Policy Inclusion Framework and accompanying guidance is based on an engagement pyramid model. The model is designed to support colleagues in implementing effective, inclusive engagement by indicating **when** to engage, **who** to engage and **how** to engage on policy matters. See below:



2. Guidance for the Policy Inclusion Framework (Summary)

The below guidance breaks down the pyramid model structure and provides a framework for **who**, **when**, and **how** to engage with the public on policy matters, with relevant examples.

Low intensity engagement – this sits at the bottom of the pyramid (level 1 - 2). Low intensity engagement is more generic and wide-reaching (for example surveys, social media posts, website traffic monitoring and informal focus groups). The lower levels play an important role in awareness-raising and temperature-checking public opinion on issues or proposals. This is useful for the initial planning or policy development stages.

High intensity engagement - this sits at the top of the pyramid (level 3 - 4). It includes more bespoke activities, such as citizens' assemblies and deliberative workshops, which go deeper in understanding citizens' views on an issue and aim to produce solutions that stick. These levels also recognise that there is no substitute for the 'human touch' when it comes to designing policy.

The levels are not prescriptive and can be applied at any stage of the engagement process. However, this guidance may be useful in planning your engagement activities depending on the nature of your proposal and the resources available to you.

Guidance for Using the Framework

The guidance is summarised below. This, alongside the good practice principles in section 3, can help you design your engagement activities. Note that this guidance applies to any project where the views of the public are sought, not only policy projects.

The full version of this guidance can be found in the Policy Inclusion Framework 'Draft Guidance' document.

Least intensive

Level 1: OBSERVING	
Goal	To raise awareness or temperature-check public opinion on an issue or range of issues
What?	Polling, website traffic monitoring, media impressions, focus groups
When?	On a regular basis, prior to designing policy or periodically to check up on changing attitudes to an issue over time, such as climate change
Who?	Usually targets as broad a demographic as possible in order to gauge general public opinion.
Timescales	Short and shallow engagement (e.g. 2 – 7 days) undertaken sporadically (e.g. every 1 - 3 months).
Example	The Jersey Opinions and Lifestyle Survey (JOLS)



Level 2: ENDORSING

Goal	To ask the public about their views on a particular issue or proposal, to raise public awareness/interest and assess whether Government is on the right track
What?	Targeted emails, newsletters, social media posts, surveys, targeted focus groups
When?	Can be undertaken at any point in the policy development process if you have a proposal or issue which should be considered by Islanders
Who?	Depending on the issue, Government may seek broad endorsement from a wide range of individuals, or consultation may target specific groups based on their interest in the issue or proposal
Timescales	8 – 12 weeks
Example	Regulation of children’s social work and mental health services

Level 3: CONTRIBUTING

Goal	To deepen public investment in an issue or proposed solution through more formal consultation exercises
What?	Meetings with stakeholders, workshops, establishing feedback loops
When?	Can be undertaken at any stage of the policy design process. It invites stakeholders to provide considered feedback on an issue or proposal.
Who?	Targeted stakeholders: this level requires stakeholder relationships to be identified and developed
Timescales	3 – 6 months
Example	Carbon Neutral Roadmap Consultation report

Level 4: PRODUCING

Goal	To consider key, contentious or challenging issues or areas of policy by developing policy solutions alongside citizens
What?	Citizens assemblies and juries, ongoing forums or deliberative workshops, robust feedback loops
When?	Usually undertaken towards the middle or end of the policy development process, once a set of proposals or options have been developed for careful consideration.
Who?	A representative cohort of Islanders (approx. 30 – 50 individuals)
Timescales	Overall, 4 - 6 months (e.g. planning time 2 months, consultation time 3 months)
Example	Jersey Assisted Dying Citizens’ Jury Final Report

3. Good Practice Principles for Engagement (Summary)

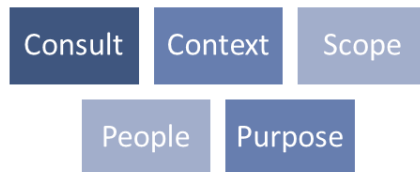
Alongside the engagement pyramid, the below good practice principles should be considered when planning or undertaking any form of engagement with the public.

INCLUSIVITY	ACCESSIBILITY	DATA PROTECTION	ENGAGING WITH THE STATES ASSEMBLY AND SCRUTINY	RESEARCH ETHICS
<p>When engaging with the public, we must ensure that our activities are as inclusive and accessible as possible, which involves the consideration of the following groups:</p> <ul style="list-style-type: none"> • Children and young people • Older people • Other less heard groups (including Islanders with disabilities, ethnic minorities and individuals for whom English is a second language). <p>Consider the following measures when planning inclusive public engagement:</p> <ul style="list-style-type: none"> • Stakeholder mapping – who may have an interest or influence in the subject? • Maximising participation by utilising creative methods of engagement such as interactive workshops, games, social media as well as providing easy read and translated materials. 	<p>When engaging with the public, we must ensure that there are appropriate supports in place for all citizens to participate in engagement activities. This involves producing accessible communications and consultation materials as far as possible (i.e. translating into other languages or providing easy read and braille versions), adhering to online accessibility standards and arranging for support workers and interpreters to attend focus groups or workshops where required.</p> <p>Contact your departmental Comms lead for advice on making engagement activities as accessible as possible.</p>	<p>All engagement exercises will engage the Data Protection (Jersey) Law 2018 to an extent. Before undertaking any engagement exercise, you must consider the impact that any proposed activity will have on people’s data. For example, personal data may be disclosed when completing a survey or when requesting qualitative feedback in a focus group or workshop. You should ensure that personal data is collected only on a need-to-know basis and is processed and stored securely.</p> <p>The completion of a Data Protection Impact Assessment (DPIA) screener form is mandatory for all types of engagement, and will inform whether you need to complete a full DPIA based on the engagement you are carrying out.</p> <p>Contact your departmental Data Governance/Data Protection Officer for advice.</p>	<p>It is important for those considering community engagement to consult with the States Assembly and scrutiny panels early in the process, to ensure enough time for adequate scrutiny and debate and for any proposed reform to be implemented by the desired deadline.</p> <p>Consulting with the States Assembly and Scrutiny panels involves providing broad details about the project and ascertaining, as far as possible, when they would need to receive any proposals for them to be implemented by a particular date.</p> <p>This should be an ongoing process. Any significant unforeseen delay in the community engagement process that might affect the submission of proposals to these bodies should be flagged, and a revised timeline mutually agreed.</p>	<p>The key ethical values to be considered when undertaking any engagement or consultation activities include the following:</p> <ul style="list-style-type: none"> • Veracity/integrity • Dignity and autonomy • Confidentiality • Informed consent • Transparency • Beneficence and justice. <p>If your project is likely to engage any of the above principles, you must consider how your engagement approach could be adapted to uphold these values or mitigate risks such as data protection breaches or, in the case of sensitive topics, distress to individuals. This should involve speaking with fellow officials to agree whether your engagement strategy should be amended to accord with the above ethical values. You should record the outcome of this discussion and the rationale for your proposed method of engagement.</p>

4. The Policy Engagement Toolkit

4.1 Engagement Design Tool

The purpose of the engagement design tool template is to help policy makers decide whether community engagement is appropriate and, if so, what form or forms of community engagement to adopt – that is, **WHO** to engage, **WHEN** to engage, and **HOW** to engage. Considering the five basic matters outlined below should help to determine whether community engagement is appropriate for a specific policy project and, if so, the role and level that it should play as described in the Engagement Pyramid model.



1. CONSULT

CONSULT with the States Assembly and any relevant Scrutiny panel(s) to help ensure that any community engagement and policy design are completed far enough in advance for specific proposals to be presented to the States Assembly and scrutiny panels, allowing enough time for adequate scrutiny and debate.

2. CONTEXT

It is important to consider the environment and background setting. **CONTEXT** involves considering questions such as:

- *Is this a community-initiated issue?*
- *What is the nature of the relationship between the community and the relevant Government body or bodies?*
- *How important is this issue likely to be to the community?*
- *Onow controversial is the issue?*
- *Is there a danger of engagement fatigue? Is public opinion already clear about the issue (for example, because of a related community engagement project)?*
- *What are your resources and is there time for public engagement?*

3. SCOPE

It is important to define the **SCOPE** of the project as precisely as possible - consider its purpose, identify the problem and any limitations to potential approaches (ie. political, legal, technological, etc). Policy projects that address broad strategic issues are more appropriate for contribution and producing as forms of engagement. More narrowly defined projects, such as minor amendments to a law that are not designed to produce substantive change, might instead involve engagement at lower levels of the Engagement Pyramid.

4. PEOPLE

This involves identifying **PEOPLE** (or stakeholders) who might have an interest in the project. You can do this by asking questions like:

- *Who would be interested in this issue?*
- *Who is impacted by this issue and what is the extent of this impact?*
- *Who, if at all, represents these groups?*
- *Which groups could be hard to reach?*

There is no absolute rule about the level and type of engagement that is appropriate in answer to these questions, as this will typically vary according to the level of interest in the issue and the degree of its impact on a stakeholder. E.g those with interest in a policy proposal, but are not directly affected by it, might be involved at the endorsing level. Those who are interested in, and impacted by, a proposal may be involved at the more participatory levels (i.e contributing and producing).

5. PURPOSE

It is necessary to think about what you are trying to achieve by any community engagement. The **PURPOSE** might be to improve pre-existing proposals, build relationships with the community, solve a problem from the ground up, and so on. (there might also be multiple purposes).

For example, endorsing (as outlined in the Engagement Pyramid) may be sufficient where the purpose is simply to test a proposal. However, endorsing may be insufficient where the purpose is to build relationships with the community or solve a problem from the ground up - this requires more participatory methods like contributing and producing.

4.2 Engagement Assessment Tool

Effective policy creation requires evaluation of any community engagement process on an ongoing basis and after the project has concluded. There are various forms of assessment criteria, but they share common elements. Evaluation through a structured and consistent use of a set of questions, such as this set from the International Association for Public Participation, would be helpful here:

	Questions to Ask
The Engagement	<ul style="list-style-type: none"> • <i>What did we do?</i> <p>The aim of this question is to map the timeline of the engagement activities. This timeline forms a recording platform for the second set of questions.</p>
Participation Data	<ul style="list-style-type: none"> • <i>What participation levels did we generate?</i> <p>Numbers and nature of participation mapped across the target groups for participation and the timeline.</p> <ul style="list-style-type: none"> • <i>What results did we create from the engagement?</i> <p>Information gathered, advice or suggestions for policy proposal creation or improvement, relationships developed or enhanced.</p>
The Experience	<ul style="list-style-type: none"> • <i>What were the elements or activities we enjoyed most or were most challenging?</i> <p>Map these across the activities of the project timeline.</p> <ul style="list-style-type: none"> • <i>What are the activities or relationships or processes that worked well or didn't work so well?</i>
Learning and Improvement Actions	<ul style="list-style-type: none"> • <i>What are the lessons learned from the engagement activities?</i> <p>If we had our time over again, what would we:</p> <ul style="list-style-type: none"> • <i>keep</i> • <i>drop</i> • <i>change/add or create?</i>